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# LOCAL GOVERNMENT STUDY COMMISSION OF RAMSEY COUNTY

## FINAL REPORT

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**LOCAL GOVERNMENT STUDY COMMISSION OF  
RAMSEY COUNTY**

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**December 1974**

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We are unable to list all of the people who assisted the Commission and its individual members in their work over the past eighteen months. However, the Commission wishes to acknowledge the following people who met with the Commission or one of its subcommittees. They are not responsible for the contents of this report; nor are they necessarily in agreement with the opinions expressed herein but we are grateful for their cooperation. In addition, the Commission would like to offer a special thanks to the Ramsey County Administrator, Eugene Macaulay and his staff for their patience and assistance.

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## SUMMARY OF RECOMMENDATIONS

### THE COMMISSION RECOMMENDS:

#### A. IMPROVING THE QUALITY OF POLICY IMPLEMENTATION

1. That Ramsey County adopt the county manager form of government as defined in the optional forms of county government act.
2. That the current welfare and parks and recreation boards be abolished and that the welfare budget be consolidated with the general county budget.
3. That the present system of standing committees of the county board be abolished.
4. That the fixed terms of the assessor, veterans service officer, hospital and sanitarium commission, the plat commission and the county engineer be abolished and that they be appointed, suspended or removed on the recommendation of the county manager with the concurrence of a majority of the county board.
5. That the Ramsey County Administrator's Office have responsibility for coordinating county and municipal planning activities. Such activities should include: identifying areas of common responsibility and impact; accumulating, sharing, and comparing available data on service delivery, communicating to all participants individual needs and proposed plans; and sharing planning resources, including expert personnel.
6. That, with league approval, Ramsey County become a member of the Ramsey County League of Municipalities.
7. That municipalities without staff planners consider sharing a professional planning staff.
8. That the Board of Water Commissioners be abolished and that the Water Department be consolidated within the Saint Paul Department of Public Works.
9. That the Court House-City Hall Committee be abolished.

## **B. IMPROVING THE QUALITY OF GOVERNMENTAL DECISIONS**

10. That Ramsey County Municipalities and the County Government institute programs to measure their own performance.
11. That governmental units within the county standardize their data collection and accounting systems.
12. That within the city of Saint Paul citizen representation from neighborhood groups be developed to provide input into all planning functions both by individual departments and the Mayor's Planning Section.
13. That each member of the Saint Paul City Council or a designated representative attend all administrative budget hearings and that citizens be given full opportunity to present their views and requests during these early hearings.
14. That an action center for the City of Saint Paul be created to handle specific complaints or requests for information.
15. That both the Saint Paul Dispatch and Pioneer Press be encouraged to publish in their Monday editions notices of governmental meetings for the week, including matters to be considered at each meeting.
16. That the Saint Paul City Council and the Ramsey County Board establish weekly night meetings at different locations throughout the city and county.
17. That the County Board be required by law to report periodically and in detail to the public and to the legislature on important matters.

## **C. SPECIFIC POLICIES**

18. That a county health department be created.
19. That neighborhood health clinics be preserved and supported with public funds.



20. That child screening clinics such as those currently providing services under the early and periodic screening diagnosis and treatment program (EPS-DT) be offered permanently.
21. That a paramedics program be established to include all of Ramsey County and that training be arranged in cooperation with the existing paramedic training program in Saint Paul.
22. That a "911" emergency telephone system be instituted in Ramsey County.
23. That the Legislature amend Section 4 of the 1974 Protection Open Space Act in order to require municipalities to adopt protection open space ordinances.
24. That a land bank be created in Ramsey County and that the land bank development plan incorporate criteria presented in the Metropolitan Council's "Protection Open Space Policy Plan, Program."
25. That the Mississippi River Corridor be designated a state critical area.
26. That the City of Saint Paul adopt strong protection open space policies as part of its comprehensive plan.
27. That the Saint Paul Water Department be prevented from making any future sales of Water Department property.
28. That a commission be established to study consolidation of the Saint Paul and Ramsey County Public Library systems.
29. That any governmental unit creating a citizens commission clearly define the charge to such commission and provide adequate resources to enable it to maximize its effectiveness.

## I. INTRODUCTION

The Local Government Study Commission of Ramsey County is a citizens' commission whose original 38 members were appointed by Ramsey County legislators to:

. . .study structure, functions and operations of all governmental units and bodies located within the said county including the county government, the municipal governments, public bodies corporate, and all offices, agencies, commissions boards, authorities and other subdivisions thereof.

The commission shall conduct research and study to determine the need, if any, for the consolidation, separation, addition, removal or other revision of the aforementioned local governmental structures, functions and operations, and to determine whether moneys can be saved and whether efficiency can be gained through revision of such structures, functions and operations.

It shall be the further function and duty of the commission to draft a plan or plans for the solution of any problem disclosed as a result of such research and study. . .<sup>1</sup>

Commission members represent a number of communities throughout the county, various political affiliations, occupations and interests. For investigative purposes, six subcommittees were formed: general planning and coordination; general administration; representation, responsiveness and communication; health and safety; environmental concerns; and neighborhood concerns. Data was obtained from interviews, questionnaires and reports.

As a citizens' commission, the Local Government Study Commission of Ramsey County operated under a number of advantages and disadvantages. Although its members were not hampered by excessive devotion to the status quo, the level of experience and interest in the work of the Commission varied considerably. The large number of appointees to the Commission did provide a balance of interests and

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1. Minn. Laws 1973, Ch. 581.

philosophies; but it was extremely difficult to find and organize agreeable meeting times. For that reason, the Commission opted to operate mainly through subcommittees, a decision which hopefully increased the level of participation but made coordination even more difficult.

As a result, the work of the Commission is uneven in regard to the level of specificity of its recommendations. The charge given to the Commission was so broad that it was impossible for the Commission to look into every governmental unit functioning within the County. Thus the commission had to eliminate some and ignore others in the process of setting priorities.

From its investigation, the Commission concluded that major structural change in Ramsey County Government is necessary to enable the county to perform an increasing number of functions adequately. The commission also concluded that the proliferation of small governmental units in Ramsey County often makes areawide planning and coordination difficult. The Commission does not recommend municipal consolidation at this time as a solution. Data on service delivery costs has not been systematically collected in such a way as to permit accurate comparisons nor allow conclusions. However, the Commission does recommend unifying data collection and accounting procedures among units of government in relation to program performance evaluation so as to permit a more careful analysis of the benefits of consolidation. The Commission also suggests consolidation in particular service delivery areas.

## II. LOCAL GOVERNMENT: A TIME OF CHANGE

America's urban areas are operating under *forms* of local government thought up and begun long ago when our society was chiefly rural. Into these obsolete forms are jammed higgledy-piggledy all the intricate and interlocking *functions* required to make metropolis liveable. The public policies that emerge from these jerrybuilt (through dismayingly durable) arrangements are almost inevitably jerrybuilt themselves. Government decisions, or the lack of them, leave problems unsolved, especially area-wide problems, or solve them at too high a price, or solve them without citizens ever getting a chance to help define the problem, let alone the solution.<sup>2</sup>

Even a superficial survey of governmental units in Ramsey County bears out the above analysis. Various units of government are frequently involved in aspects of the same service, creating a cumbersome decision-making structure and leaving the citizen unable to identify units of government by either discrete functions or authority. In addition, artificial or obsolete boundaries often serve as barriers to the efficient and consistent delivery of essential services.

Much of the change that has occurred in local government in response to new pressures placed upon it has been haphazard and piecemeal. Specialized boards and commissions have proliferated, thereby removing many decisions still one step further from the people affected by them. Moreover, state and federal aids have become the major source of revenue for municipal government in Minnesota, a fact which gives the state and national government an indirect, though nevertheless important, decision-making role for local government.<sup>3</sup>

The results of this fragmentation of authority and service delivery are evident: there is often no focal point for decision-making; citizen input is difficult; governmental accountability is minimized; coordination of governmental units in solving areawide programs is hard to achieve; and citizen demands often go unanswered.

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2. League of Woman Voters Education Fund, *Supercity/Hometown, U.S.A., Prospects for Two-Tier Government*, New York, Praeger Publishers, 1974, p. 4.

3. Citizens League Report, *Local Government in a Time of Transition*, Feb. 1974. pl.

It was from the perspective of the citizenry of Ramsey County that the Commission began its investigation. And from that perspective, the most central function of government was considered to be the delivery of services to citizens. Units of government were assessed according to their ability to deliver valued services. Clearly, priorities had to be set since the commission could not examine all governmental functions and entities within the county. After considerable research and discussion, the Commission decided to focus upon environmental protection, health, administration, planning and coordination and governmental accountability.

Service delivery in these areas were then evaluated in terms of four general criteria suggested by the Advisory Commission on Intergovernmental Relations: authority, efficiency, equity and accountability.<sup>4</sup>

The evaluation of service delivery in terms of authority involved a determination of whether or not a given governmental unit has the legal, administrative and fiscal capability to perform the given service. Recommendations resulted from an examination of the legal powers of a given governmental unit, its budgetary allocation for performance of the service and observation of administrative action.

Efficiency proved to be a difficult criterion to apply to service delivery since many local units of government do not report their costs in the same manner and do not evaluate their own performance. Although efficiency requires that a given unit be large enough to benefit from economies of scale, evaluation of efficiency must be made in terms of a given performance standard. Unfortunately any such uniform standard is rarely available.

The criterion of equity was used to measure the extent to which all the citizens within the jurisdiction of a unit of government benefited equally from the delivery of services. Furthermore, this measure was used to examine whether the people who benefited from a service differed significantly from one governmental unit to another, the criterion of equity was not being met.

Finally, the criterion of accountability was used to examine the involvement of the citizenry in the service delivery system. The

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4. Advisory Commission on Intergovernmental Relations, "The Challenge of Local Governmental Reorganization," *Substate Regionalism and the Federal System*, V. III, Feb. 1974, p. 129.

Commission felt that citizens should be able to participate in various aspects of the service delivery system. They should be able to advise on policy decisions, have accurate information on persons responsible for delivery of a given service and be able to hold those persons responsible for their actions or inaction.

The success of the Commission in evaluating the performance of various units of local government in terms of these criteria varied considerably for each of the services examined. Problems occurred because much of the data needed for a reliable analysis was not available or was beyond the means of the Commission to collect. Furthermore, the scope of the Commission's assignment was so broad that important areas of service delivery had to be omitted from the inquiry as did a number of governmental units.

Using the aforementioned criteria, the Commission made recommendations in three general areas: improving the quality of policy implementation, improving the quality of governmental decisions, and specific policies. This report summarizes the Commission's survey of governmental units in Ramsey County. Information relating to specific units of government can be found in the appendices.

### III. COMMISSION RECOMMENDATIONS AND DISCUSSION

#### A. *Improving the Quality of Policy Implementation*

**THE COMMISSION RECOMMENDS THAT RAMSEY COUNTY ADOPT THE COUNTY MANAGER FORM OF GOVERNMENT AS DEFINED IN THE OPTIONAL FORMS OF COUNTY GOVERNMENT ACT.<sup>5</sup>**

County governments were originally created to serve as administrative arms of the state. However, in recent years the Ramsey County Board has become involved in so many new areas, such as open space and human services, that it now functions more like a general purpose government than a mere administrative arm of the state.

Modern governmental structure must be equipped to make policies dealing with a variety of complex problems and effectively administer these policies. Although policymaking and administration must be coordinated, they are distinct functions of government. Policies are guidelines for action. They are based upon recognition of where the government can act and what its priorities are for action. Having clearly defined goals expedites decision-making and allows situations to be dealt with on the basis of policy considerations rather than as isolated, unrelated instances. Effective administration requires that policies be explicitly stated, both to the administrator charged with their implementation and to the general public. Such action helps to assure that policies are not altered by administrative fiat or eroded by covert pressure on administrators. Proper implementation of policy decisions further requires that administrative responsibility be clearly defined and that the administrator has the authority to carry out the responsibilities assigned to him.

The 1970 Legislative Interim Commission to Study Ramsey County Government addressed itself to the problem of modernizing county government to enable it to perform more effectively (Appendix J). The 1970 Commission identified some basic problems in county government structure and operation and pointed out that

. . .the absence of a single central executive, the maintenance of independently elected row officers, and the dual role of

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5. Minn. Laws 1973, Ch. 542.

the county board (exercising both executive and legislative functions) promote inefficiency, duplication, difficulty in coordination and planning, fragmentation of authority and obscurity in fixing accountability.<sup>6</sup>

A County Administrator was subsequently appointed and all county officers with the exception of the Board, County Attorney, Sheriff, and Abstract Clerk were made appointive. The County Board was given internal reorganization authority to abolish, consolidate or restructure agencies, boards and commissions of the county when they are funded entirely by countywide tax levies and their existence was provided by law before June 27, 1971.<sup>7</sup>

In spite of some improvement as a result of these changes, this Commission found that the basic difficulties and inadequacies of county government identified by the 1970 Commission are still present. Policy-making and administrative functions need further clarification and refinement. Aside from substantive issues such as what areas of responsibility the county should become involved in, the role of the Board of Commissioners and the County Administrator appears to be one of the crucial problems in Ramsey County government today.

The 1970 Commission felt that having a single central executive and giving the County Board authority to reorganize the government internally would result in a more modern, efficient structure. The response of the County Board to the 1970 Commission recommendations was to direct the County Administrator to "review the functions of county government and to prepare a blueprint for organizing Ramsey County Government to make it a more effective instrument for serving the needs of the people."<sup>8</sup> The Administrator appointed a Task Force which issued its first report in February, 1972, and made the following recommendations designed to strengthen the Administrator's role in carrying out Board policy:

(The County Administrator) has responsibility for coordinating the activities of all county departments including the authority to recommend the appointment and dismissal of

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6. The Legislative Interim Commission to Study Ramsey County Government, *Final Report*, December 1970, p. 5.

7. Minn. Laws 1974, Ch. 435, Sec. 375A.01.

8. Task Force on the Reorganization of Ramsey County Government, "The Business of County Government is People and the Services They Require," February 1972, p. 2.



county department heads to the County Board for final action.

(The County Administrator) keeps the County Board advised of the financial condition and needs of the county.

(The County Administrator) organizes the functions of county government, including consolidating, combining or creating departments, with the approval of the County Board.

The department heads are charged with the responsibility for the substantive aspects of the department but their activities would be coordinated through the County Administrator's office.<sup>9</sup>

In studying present county government operations, the Commission found that the spirit of these recommendations has not been carried out. Under the present system, the Board not only determines the Administrator's authority and responsibilities, but also controls the hiring and dismissal of department heads. Policy boards, committees, and commissions associated with the various departments report to the Board, but department heads are responsible both to the Board via its standing committees and to the Administrator. Such fragmentation makes decision-making difficult and accountability to the public nearly impossible.

The Task Force issued one additional report, but it failed to elaborate on the policy-making role of the Board or the functional interaction between the Board, the Administrator and the department heads.

The most extensive reorganization carried out by the Board was the consolidation of the tax-related functions of the Auditor, Treasurer and Assessor to form the Department of Property Taxation in early 1973. No performance data on the new department have been presented and no criteria seem to have been developed for evaluating the effectiveness of performance before and after reorganization.

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9. *Ibid*, p. 3.

The only other reorganization efforts resulted in the temporary merging of the Department of Arenas with the Department of Parks and Recreation and merging the Welfare Data Processing Unit with the County's Central Data Processing Department.

In May 1974, members of this Commission's General Administration Subcommittee met with the County Board to discuss the progress made in implementing the recommendations of the 1970 Commission and listened as Board members cited problems hampering reorganization efforts: lack of physical space in the courthouse, civil service classification, and inconsistency of department heads' terms of office. Not all county commissioners felt additional reorganization was necessary or desirable and none knew what had happened to the Task Force on Reorganization.

The County Board of Commissioners still functions as both a policy making and administrative body, much as it did when the county was smaller and more rural and when governmental operations were less complex. The Board is involved in routine administration at least partially because of its unwillingness to delegate authority to the County Administrator's office. Currently, the Board approves every travel request and reviews the appraisal on each parcel of land acquired for open space. Recalling the fate of the recommendations of the 1970 Commission, it appears that the County Board has been unable or unwilling to be an instrument for significant change in county government.

Since the 1970 Commission made its recommendations, an additional tool for modernizing county government was made available by the Legislature through the Optional Forms of County Government Act. Under one of the provisions of the act, counties may change their organizational form of government by adopting one of the following: Executive Plan, At Large Chairman Plan, County Manager Plan, County Administrator Plan or County-Auditor Administrator Plan.

These county government plans differ from each other mainly in the degree to which administrative and policy-making functions are separated and vested in separate entities. In the county manager plan (Appendix K), administrative functions are carried out by the county manager while the County Board is involved in policy-making. The County Manager serves at the will and pleasure of the Board and has the authority to "appoint, suspend, and remove all county personnel whose

appointment, suspension, or removal was a function of the county board".<sup>10</sup> He may serve as the head of any department, provided he has the qualifications by law. The Board may deal with the administration of the county only through the County Manager. The plan requires the election of only the County Board, County Attorney, and Sheriff. The following boards are eliminated under this plan: health board, library board, park board, hospital board, nursing committee, extension committee, welfare board, community mental health board, day care center board, sheltered workshop board, or nursing home board. "The county board shall itself be and perform the duties and exercise the powers of each board. . . Although the county board at its discretion may create boards or commissions to advise the county board with respect to any county function or activity. . ." <sup>11</sup>

The County Manager form of government offers the most attractive alternative to the current system because it provides for strong administration with clearly defined role responsibilities. The Commission believes that such a structure would free the County Board of the burden of simultaneously organizing and controlling administrative functions and attempting to develop substantive policies. Furthermore, much of the present fragmentation of decision-making power and responsibility would be eliminated, making the Board more accountable and accessible to the public.

In recommending that the county adopt the County Manager form of government, the Commission urges that the County Board concentrate on being a policy-making body which reviews county government in its entirety and on the basis of that review, sets priorities, formulates policies and develops programs to implement its goals. Furthermore, the Board should evaluate programs on the basis of performance and consistency with its policy decisions. The Board should not administer these programs or involve itself in routine daily operations. As part of the Board's policy making and priority setting role, it should devote more time to examination and approval of the budget to insure that it reflects the priorities and policies developed by the Board. The position of the County Board should be strengthened as the entity that determines the direction of the county's growth.

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10. *Minn. Laws* 1973, ch. 542, Sec. 3, Subd. 3(c).

11. *Ibid*, Sec. 4.

One of the most important decisions that the Board must make is the selection of the County Manager. His ability to coordinate the operating departments and provide greater control over performance is dependent upon the confidence that the members of the Board have in him; a confidence that can only come if the manager is able to work with all the commissioners on a professional rather than a partisan basis. The Commission is concerned that the choice of County Manager be based on professional qualifications, not on political affiliation.

In making this recommendation, the Commission does not anticipate the need for additional staff to effect the change to a County Manager system. This recommendation addresses itself to a restructuring of relationships to improve the administrative capability of county government. By more clearly delineating areas of authority and responsibility, the proposed County Manager form of government helps promote both efficiency and accountability to its citizens.

**THE COMMISSION RECOMMENDS THAT THE  
CURRENT WELFARE AND PARKS AND RECREA-  
TION BOARDS BE ABOLISHED AND THAT THE  
WELFARE BUDGET BE CONSOLIDATED INTO  
THE GENERAL COUNTY BUDGET.**

The County Board currently sits as both the welfare board and the parks and recreation board. In maintaining the fiction of a separate welfare board, County Board members are involved in duplication of effort. For the Board to develop the budget as a policy making document, all departments should be represented in a single unified budget. The original rationale for Board members to sit as members of the parks and recreation board was to avoid a statutory delay in the issuance of bonds and that reasoning no longer exists. The original 1971 legislation provided for a parks and recreation board composed of professionally qualified and interested citizens acting as a citizen advisory board to the parks and recreation department. In an area such as parks and recreation, which requires some expertise to make and evaluate recommendations, a citizens advisory committee in the area of planning would be helpful. Although the abolition of the welfare board and the parks and recreation board is provided for under the County Manager plan of the Optional Forms of County Government Act, this recommendation is made separately in the event the County Manager plan is not adopted.

As a further aid to differentiating between administrative and policy making functions on the county level:

**THE COMMISSION RECOMMENDS THAT THE PRESENT SYSTEM OF STANDING COMMITTEES OF THE COUNTY BOARD BE ABOLISHED.**

Standing committees, which are made up entirely of Board members and organized around administrative areas, provide a vehicle for the Board to get involved in the day to day administration of county departments. This occurs when board members consult directly with department heads in areas involving department administration. These standing committees could more usefully be replaced with committees concerned with policy making areas.

In accordance with the centralization of administrative authority in the position of County Manager:

**THE COMMISSION RECOMMENDS THAT THE FIXED TERMS OF THE ASSESSOR, VETERANS SERVICE OFFICER, HOSPITAL AND SANITARIUM COMMISSION, THE PLAT COMMISSION AND THE COUNTY ENGINEER BE ABOLISHED AND THAT THEY BE APPOINTED, SUSPENDED OR REMOVED ON THE RECOMMENDATION OF THE COUNTY MANAGER WITH THE CONCURRENCE OF A MAJORITY OF THE COUNTY BOARD.**

The County Manager should have uniform authority to appoint, suspend and remove his subordinates. Only if he has that authority can the Manager be held responsible for their performance. Having department heads with independently determined terms impedes their accountability to the Manager and hence prevents effective administration.

**THE COMMISSION RECOMMENDS THAT THE RAMSEY COUNTY ADMINISTRATOR'S OFFICE HAVE RESPONSIBILITY FOR COORDINATING COUNTY AND MUNICIPAL PLANNING ACTIVITIES. SUCH ACTIVITIES SHOULD INCLUDE:**

**IDENTIFYING AREAS OF COMMON RESPONSIBILITY AND IMPACT; ACCUMULATING, SHARING AND COMPARING AVAILABLE DATA ON SERVICE DELIVERY; COMMUNICATING TO ALL PARTICIPANTS INDIVIDUAL NEEDS AND PROPOSED PLANS; AND SHARING PLANNING RESOURCES, INCLUDING EXPERT PERSONNEL.**

Ramsey County exists in the larger context of a seven county metropolitan area. In the last seven years, the Metropolitan Council and its associated metropolitan agencies have become involved in regional problems not only in terms of planning and policy-making, but management as well. The Council's involvement in the management of sewage and transit systems and funding responsibilities for metropolitan parks and open space has brought it into direct contact with municipalities.

The Metropolitan Council Act as amended by the Metropolitan Council Reorganization Act<sup>12</sup> provides additional guidelines for Council and municipal interactions in comprehensive planning. Although the Council's role in municipal planning is an advisory one, the Council's federal A-95 review authority in many areas provides indirect force behind the Council's planning recommendations. Most municipalities are aware that at some time they will probably apply for federal money on projects over which the Metropolitan Council has A-95 review authority. This is already evident in Ramsey County. Of the fifteen municipalities entirely in Ramsey County, each has submitted at least one program proposal to the Council for A-95 review in such diverse areas as sewer systems, park programs, land use plans, water systems, school programs, environmental assessments, and housing (Appendix I). Although they are not required to do comprehensive planning, those municipalities who do prepare a comprehensive plan and submit it to their city councils for adoption are required to submit the plan for review to the Council prior to its adoption. Nine Ramsey County municipalities have submitted comprehensive plans, or portions thereof, to the Metropolitan Council for review (Appendix I). Thus, it appears the Council's federal A-95 review authority may have the effect of encouraging municipalities to do comprehensive planning.

While new relations between the Metropolitan Council and the municipalities seem to be emerging, county-municipal relationships are increasingly ambiguous. The county's traditional role of providing

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12. *Minn. Laws* 1974, Ch. 422, Sec. 473B.061.

urban services to unincorporated areas has largely disappeared in Ramsey County. With the exception of providing sheriff and public works services to some municipalities (Appendix D: Tables I, III) the county has not become significantly involved in municipal affairs.

From interviews with a number of municipal managers and clerk administrators, the county's position emerges as more reactionary than innovative. Managers and some clerks were frustrated in their dealings with the county by many of the same conditions mentioned in the discussion of the County Manager form of government. Municipal personnel see very little county policy, no clear lines of authority and responsibility, and standing committees as well as department heads involved in departmental operations. County-wide problems such as Dutch Elm Disease and health are dealt with as isolated crises rather than in the context of established county policies and procedures. There is no functioning forum in which the county and municipalities can conduct ongoing discussions and resolve problems.

As an additional suggestion toward improving communication between the county and municipalities,

**THE COMMISSION RECOMMENDS THAT, WITH  
LEAGUE APPROVAL, RAMSEY COUNTY BE-  
COME A MEMBER OF THE RAMSEY COUNTY  
LEAGUE OF MUNICIPALITIES.**

Such a move would enable the league to become a regular forum for discussion of matters of common interest and should facilitate cooperation between the county and municipalities.

Much of the basis for the adversary relations occurring between the county and municipalities and between the central city of Saint Paul and the other municipalities appears to be financial. The combination of decreasing sources of municipal revenue and an increasing demand for services whose costs are rising is one of the greatest concerns of municipal government today. Constant friction between the county and municipalities over issues such as county acquisition of open space, the creation of a county health department and inequities in assessment practices can be traced directly to municipal concerns with finance. The suburban municipalities also fear that Saint Paul, with help from the legislature, may try to ease its financial burden by

spreading the costs of some services county wide. Services already supported county wide include welfare and the Saint Paul-Ramsey Arts and Science Council. These concerns, together with the suburban frustration with its minority representation on the County Board (hopefully alleviated by the recent redistricting) have produced an atmosphere of suspicion that is not conducive to cooperative problem solving.

Adding to the difficulties of resolving conflicts on the county level is the fact that much of the responsibility and ability to solve these financial problems lies at the state level. The Commission hopes that the State Legislature will address itself to solving the problems of municipal finance. According to a study of fiscal disparities in the metropolitan area:

The basic fallacy of the legislature is that it is providing excessive state aid for 'educational overburden', which is only a minor fiscal problem, but very little aid for 'municipal overburden', which is a major fiscal problem.<sup>13</sup>

It is too early to assess the long range effects of the Fiscal Disparities Act on municipal finances. A brief comparison of assessed valuation and mill rates among municipalities in Ramsey County (Appendix A) shows a wide range of revenue potential and service demand. With revenues from development increasing more slowly, it becomes imperative that municipalities find more efficient means of providing services to their citizens. With such scarce resources, cooperative planning become essential to avoid unnecessary duplication. Waste in one sector means deprivation in another.

With the Metropolitan Council performing the major task of regional planning, the most productive role for Ramsey County Government would be to coordinate the planning activities of the various units of government in Ramsey County and provide a forum for discussion and conflict resolution as an initial step in building trust and cooperation among people and governments. Furthermore, coordination can provide the basis for developing equity in service delivery throughout the county. Once the Board recognizes the importance of coordinated planning, the Commission feels the County Manager could take on this function without additional staff.

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13. Edward R. Brandt, *1973 Supplement to the Plight of the Cities*, 1973, p. 35.



**THE COMMISSION RECOMMENDS THAT MUNICIPALITIES WITHOUT STAFF PLANNERS CONSIDER SHARING A PROFESSIONAL PLANNING STAFF.**

Although the city of Saint Paul and the Saint Paul HRA maintain their own planning staffs, such professional planning personnel are not available to most governmental units within the county on a full-time basis. And, where there is no professional staff to assist decision-makers, technical planning is done by consultants (Appendix D: Table IV). In addition to the fact that planning consultants cost more than staff planners, the nature of the planning function differs significantly when carried out by consultants and government employees. Government staff, because of their proximity to and interaction with elected officials, can plan in accordance with local and areawide priorities. Their suggestions can be modified as new priorities develop. Contracting for services such as planning really means that elected officials delegate the making of policy decisions to professionals who might have no interest or commitment to the particular governmental unit or the community they serve. In terms of planning continuity, accountability, total cost and overall planning coordination, “. . .the services of consultants. . .are never wholly adequate substitutes for a full-time professional planning staff.”<sup>14</sup> The Commission feels that shared planning staffs between cities or cities and the county would facilitate coordination and provide more efficient use of scarce resources.

In its work the Commission considered some of the structures and operations of Saint Paul city government. The Commission recognizes the need for the coordination of economic and physical planning in the city and urges that the Port Authority be included in the joint planning area which is to include the HRA and the development districts. In the interest of uniform policies and planning, the Port Authority must be brought closer to city government.

**THE COMMISSION RECOMMENDS THAT THE BOARD OF WATER COMMISSIONERS BE ABOLISHED AND THAT THE WATER DEPARTMENT BE CONSOLIDATED INTO THE DEPARTMENT OF PUBLIC WORKS.**

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14. James M. Banovetz, ed., *Managing the Modern City*, Municipal Management Series, International City Managers Association, 1970, p. 304.

Water delivery in the city of Saint Paul was originally provided by a private corporation known as the Saint Paul Water Company.<sup>15</sup> In 1881 the State Legislature authorized the city to purchase the Company's rights and system and created a Board of Water Commissioners. It was to be composed of four Saint Paul "residents and free holders" serving staggered four year terms, appointed by judges of the District Court. The mayor was to be an ex officio member. This board was given all authority to govern the Saint Paul Water Department under provisions of state law which are still in force today. Direct administration of the department was, as it is now, in the hands of a general manager. The department was intended to be non-profit and self-supporting.

In recent years some questions have been raised concerning the decreasing revenue from water sales and the size of the deficit which appeared for the first time in the department's 1972 annual report and budget.

The issue is not only efficiency but the degree of the department's accountability to those for whom it is providing service. The Commission feels the present structure of the department impedes accountability and does not facilitate planning and coordination of the water delivery system with the operating programs of other city departments.

**THE COMMISSION RECOMMENDS THAT THE  
COURT HOUSE-CITY HALL COMMITTEE BE  
ABOLISHED.**

The Commission has consistently urged the delegation of power over routine matters to administrative staff responsible to elected officials. In this case, the Commission feels that space could be allocated more quickly and effectively by city and county administrative staffs acting together. Change in the Statute which requires the building to be financed equally, would permit payments to more equitably reflect use.

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15. Historical information in this section is from the League of Women Voters of Saint Paul, "City Government Statement of Position," January 1974, pp. 4, 5.

At present the building is not occupied equally. The County occupies approximately 52% of the space in the Court House while the city of Saint Paul occupies 45% (the difference is taken up by common areas such as the cafeteria). With the new County Court system beginning in January 1975, the County will occupy 63% of the building and the city 34%. Maintenance costs should be allocated proportionately.

## *B. Improving the Quality of Governmental Decisions*

Decision-makers must have accurate information on the needs, costs and effectiveness of various program alternatives in order to improve the quality of their policy decisions. Therefore,

**THE COMMISSION RECOMMENDS THAT RAMSEY COUNTY MUNICIPALITIES AND THE COUNTY GOVERNMENT INSTITUTE PROGRAMS TO MEASURE THEIR OWN PERFORMANCE. SUCH DATA SHOULD BE COMPATIBLE WITH THAT OF OTHER GOVERNMENTAL UNITS SO AS TO FACILITATE COMPARISON.**

Program evaluation is a necessary part of planning and budget making. Currently little evaluation is occurring on either the county or municipal levels; and too often we see funding continue for unsuccessful programs for no other reason than that an investment was made in the past. Government must come to terms with the fact that not all programs are worth continuing and that, although experimentation is desirable, recognition of failure is important. Governmental units must compare their performance with other units providing the same or similar services, to measure the effectiveness of various programs over time and to determine the success of different approaches to solving a particular problem.

The Commission's review of fire and police services within the county demonstrates the problem of trying to assess service delivery costs and quality throughout the county so as to make recommendations to improve efficiency and equity.

Fire protection in Ramsey County is provided by fifteen fire departments; nine of which are municipal and the others of which are non-profit corporations. Fire insurance ratings, which provide an approximate assessment of the adequacy of fire protection against property loss but do not reflect hazards to life, range from 1 which indicates good protection to 10 which is the equivalent of no protection. As the appendices (Appendix F: Tables I, II) show, both the ratings and the cost per capita vary considerably throughout the county. But, since there is no standard definition of what is included in fire services budget, neither the costs nor the quality can be compared.

A similar situation exists in police services. Six municipalities contract with the Ramsey County Sheriff, one contracts with Roseville and the others maintain municipal departments. However, the definition of the police function varies. For example, some areas include ambulance service as part of police protection and others do not. It is impossible therefore to determine the comparable costs of police services.

In 1973, the Ramsey County League of Municipalities commissioned a study by Touche Ross and Company to determine whether road and bridge services, among others, were provided more efficiently by the county or municipality. Touche Ross was unable to reach substantive conclusions and cited the following factors in explanation:

1. Lack of pertinent summarized management control information for the county and municipalities.
2. Problems in determining comparability in service delivery level.
3. Lack of standardization in reporting of labor and material costs under Road and Bridge by the county and municipalities.<sup>16</sup>

These illustrations emphasize the need for better data if accurate evaluations of service delivery alternatives are to be made. The commission concluded that without such data, recommendations concerning structural change in service delivery patterns, such as consolidation of governmental units, would be irresponsible.

Therefore,

**THE COMMISSION RECOMMENDS THAT  
GOVERNMENTAL UNITS WITHIN THE COUNTY  
STANDARDIZE THEIR DATA COLLECTION  
AND ACCOUNTING SYSTEMS.**

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16. Touche Ross & Co., Summary Report to the Ramsey County League of Municipalities, M.S., November 16, 1973, p. 28.

Consistent procedures throughout the county would permit the various decision-makers and the public to compare the costs of providing different services throughout the county. This type of analysis is a prerequisite to making any informed decision about what governmental unit can best provide a given service. In its recent report, the Citizens League recommended that the State Auditor be charged with the task of developing standardized data collection and accounting systems.<sup>17</sup> We support this recommendation since such a system would be beneficial to units of government beyond Ramsey County.

It is a paradox that citizens whose needs are supposedly being met by government and whose money is being used to finance these services often find themselves excluded from making any ongoing contribution to decisions about administration of those services.

Although apathy is often cited as the reason for the lack of citizen participation in governmental decisions, job responsibilities and limitations of time and money are also important factors. Individual citizens find it difficult and time consuming to follow a particular unit of government over a period of time and to gain some perspective on emerging issues. Too often, therefore, citizen participation is reactive — citizens, lacking involvement in early planning, can voice their concerns only after decisions have been made. The result often is more confrontation than cooperation between citizens and elected officials.

Information is the essential element for citizens if they are to have meaningful impact on government.<sup>18</sup> Citizens often become frustrated in their attempts to effect change because they: 1) have too little information, 2) do not know where to go for information, 3) do not have the tools for evaluating the information they do get, 4) do not know who the real decision makers are, and 5) do not have the support of an organized group behind them.<sup>19</sup> These observations hold true for every level of government including counties and municipalities.

One of the effective ways for citizens to have continuous impact on governmental decision making is through neighborhood associations, which can aggregate the interests of the community and voice the

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17. Citizens League Report, "Local Government in a Time of Transition", February 20, 1974, pp. 6, 12.

18. Marianne Curry, "On Citizen Participation", in Metropolitan Open Space Information Project, *Dakota County*, pp. 13-20, and other observations by the author.

19. *Ibid.*

neighborhood concerns to decision makers. Moreover, such associations, by educating their membership, provide a valuable pool from which to recruit qualified individuals to assist government in planning and carrying out programs and in communicating with citizens.

Crucial to the success of citizen participation is the ability of the citizens to select their own representatives to advisory boards and not to have those representatives selected exclusively by elected officials. Task forces attached to departments to assist in determining priorities can be extremely useful, but they lose all their effectiveness if they are appointed merely to ratify existing policies.

In smaller communities, where people are more likely to know their elected officials on a personal basis, it is comparatively easy for a citizen to communicate his desires to his elected representatives. Attendance at council meetings is not a prerequisite for participation, since the elected representative is close to his community. The same situation does not exist in the larger suburban communities, in the City of Saint Paul or in the county.

The larger the constituency, the more difficult it is for the elected representative to communicate directly with the citizenry. More formal means of communication tend to replace the casual exchange of ideas between the elected official and his constituent. Consequently, greater care is necessary in soliciting and evaluating citizen input and feedback in such circumstances. It is all too easy for elected officials to isolate themselves in the Court House, surrounded by their aides and to forget about the community outside.

To enable citizens in a large urban area to have some impact on governmental decisions at the earliest stage of the process:

**THE COMMISSION RECOMMENDS THAT WITHIN THE CITY OF SAINT PAUL CITIZEN REPRESENTATION FROM NEIGHBORHOOD GROUPS BE DEVELOPED TO PROVIDE INPUT INTO ALL PLANNING FUNCTIONS BOTH BY INDIVIDUAL DEPARTMENTS AND THE MAYOR'S PLANNING SECTION.**

Such contact would enable departments to assess the effectiveness of existing programs in terms of community needs and to respond to that assessment in determining budget priorities.

Commitment by the Saint Paul City Council to a viable representative citizen participation plan is imperative. The city needs the input of its citizens in setting priorities for planning and program decisions; and much time and money would be saved if citizen groups were given a meaningful opportunity to participate at the beginning of the decision-making process and not merely left to react to decisions after commitments have been made.

The budget is the major policy document of city government. The mayor is responsible through the budget director for the preparation, compilation, and presentation of a complete financial plan for the city. However, there is little visibility during the early stages of budget preparation. Hearings are held by the budget director for each department without provision for or encouragement of citizen input at the stage when public input is crucial. Accordingly,

**THE COMMISSION RECOMMENDS THAT EACH MEMBER OF THE SAINT PAUL CITY COUNCIL OR A DESIGNATED REPRESENTATIVE ATTEND ALL ADMINISTRATIVE BUDGET HEARINGS AND THAT CITIZENS BE GIVEN FULL OPPORTUNITY TO PRESENT THEIR VIEWS AND REQUESTS DURING THESE EARLY HEARINGS.**

Once the budget has been presented to the council, the citizen again has the opportunity to appear before the council budget committee or the full council. But hopefully, confrontation will be minimized because cooperation has occurred throughout the process of budget development.

Citizen participation in the budgetary process has yet an additional value. Since the balancing of tax dollars and services delivered is an unending problem, participation in budget development will educate the citizen to the limitations of the ability of government to meet all needs and the importance of the priority setting process. The quality of the final decision by the council will depend upon that body's comprehension of the city's total needs; and such an understanding will be increased with greater citizen participation.



In the interest of having a clear channel of communication open and publicly available between citizens and their elected officials:

**THE COMMISSION RECOMMENDS THE ESTABLISHMENT OF AN ACTION CENTER FOR THE CITY OF SAINT PAUL TO HANDLE SPECIFIC COMPLAINTS OR REQUESTS FOR INFORMATION.**

During the last two years, the Mayor has handled these requests and complaints through a staff member in his office. Although this method has had some success, the more open approach of an Action Center would be preferable, since an ombudsman role could be developed to help people avoid some degree of bureaucratic entanglement. The Center should be easily accessible and visible. This recommendation would not necessarily require additional staff, but it does necessitate establishing a separate identity for Action Center personnel within the Mayor's office.

The above recommendations were designed to increase governmental accountability in the service delivery system and to facilitate better communication between citizens and their government. In order to assure that the public is informed of issues confronting elected officials before decisions are made:

**THE COMMISSION RECOMMENDS THAT BOTH THE SAINT PAUL DISPATCH AND PIONEER PRESS BE ENCOURAGED TO PUBLISH IN THEIR MONDAY EDITIONS NOTICES OF GOVERNMENTAL MEETINGS FOR THE WEEK, INCLUDING MATTERS TO BE CONSIDERED AT EACH MEETING.**

The commission does not know exactly how many people fail to participate in governmental decision-making because of their inability to attend meetings during working hours. However, it is clear that the time of meetings may affect the extent of participation. To enable more people to have contact with their government:

**THE COMMISSION RECOMMENDS THAT THE SAINT PAUL CITY COUNCIL AND THE RAMSEY COUNTY BOARD ESTABLISH WEEKLY NIGHT MEETINGS AT DIFFERENT LOCATIONS THROUGHOUT THE CITY AND COUNTY.**

The Commission is aware that the Ramsey County Board has tried night meetings in the past; it urges the Board to revive this experiment and to continue it longer this time. Meetings in various neighborhoods during hours when working people could attend then would strengthen the ties between elected representatives and their community.

Finally:

**THE COMMISSION RECOMMENDS THAT THE COUNTY BOARD BE REQUIRED BY LAW TO REPORT PERIODICALLY AND IN DETAIL TO THE PUBLIC AND TO THE LEGISLATURE ON IMPORTANT MATTERS, SUCH AS DEVELOPMENT OF COUNTY CAPITAL PROGRAMS IN SUCH AREAS AS HIGHWAYS, LIBRARIES AND COUNTY BUILDING, ON POSSIBLE COOPERATIVE PROGRAMS WITH THE MUNICIPALITIES, ON QUESTIONS OF NEW GOVERNMENTAL FUNCTIONS WHICH MIGHT BE PERFORMED BY RAMSEY COUNTY. THE COUNTY BOARD SHOULD ALSO BE REQUIRED BY LAW TO HOLD PUBLIC HEARINGS AND TO TAKE ACTION ON ALL RECOMMENDATIONS CONTAINED IN THE YEARLY REPORT TO THE BOARD BY THE COUNTY MANAGER.<sup>20</sup>**

This recommendation was originally made by the Citizens League in reference to Hennepin County, but is relevant to Ramsey County as well. As was stated above, useful citizen participation requires not only the opportunity for a citizen to attend meetings, but also to acquire information on issues in need of resolution.

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20. Citizens League Report, "Hennepin County Government Reorganization", December 2, 1966, p. 12.

### *C. Specific Policies*

The remaining recommendations of the Commission result from study of two specific major policy areas: health and environmental protection.

## HEALTH

### **THE COMMISSION RECOMMENDS THAT A COUNTY HEALTH DEPARTMENT BE CREATED.**

A 1974 law<sup>21</sup> requires the express approval of each municipality before that municipality can be included in the jurisdiction of a county health department. Earlier legislation authorizes the county board by resolution, to establish a county health department automatically embracing all of Ramsey County except the city of Saint Paul and White Bear Lake, which must take special action to be included.<sup>22</sup> These or other possibilities, including new legislation, need to be considered in the creation of a health department.

The 1970 Commission recommended the creation of a county health department to consolidate all health care functions in the county so as to more adequately meet the health care needs of all residents. The Commission noted then that public health care in suburban Ramsey County consisted solely of public health nurses. With a few exceptions, that is still the case today. This information has been confirmed by the results of a health services questionnaire developed by this Commission and distributed to all municipalities, and by an examination of municipal per capita expenditures in the area of health as reported by the State Auditor (Appendix E, H).

The purpose of a county health department is to identify health care needs within the county and to coordinate needs and services so as to maximize efficiency and equity in service delivery. It will be the role of the County Health Department to examine citizen's needs in all health areas, decide what services the county should provide, and to develop programs to deliver their needed services.

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21. *Minn. Laws*, 1974, ch. 435, Sec. 1.0207.

22. *Minn. Stat.*, 1971, Sec. 145.47-145.54.

Several health care studies provide useful data to evaluate these needs. The most recent of these is the survey of health needs being conducted in Ramsey County for the Ramsey County Board. The objectives of the survey are to:

- 1) Supply a health data base for those decision-makers who will determine the services supplied to county residents.
- 2) Supply data which would assist the County Board in its decisions about starting and organizing a county health department, and
- 3) Provide a data base for public hearings on proposed health care delivery systems.<sup>23</sup>

The results of this study should form the basis for development of a county health department.

**THE COMMISSION RECOMMENDS THAT NEIGHBORHOOD HEALTH CLINICS SHOULD BE PRESERVED AND SUPPORTED WITH PUBLIC FUNDS.**

There is an increasing awareness that health needs and other human service needs must be met with fewer resources. For this reason, there is a trend toward merging of public and private facilities, decentralizing certain aspects of health care, and providing specialized service centers for others. The Commission feels that the existence of neighborhood health clinics demonstrates the need exists for this kind of service and that other health care delivery systems are not meeting this need. The Commission does not advocate a clinic in every neighborhood, but recommends a study of the demand for clinics in areas other than those currently being served. Following the practice in other public health care facilities, service charges at neighborhood clinics should be based on ability to pay.

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23. Minnesota Systems Research, Inc. "Ramsey County Health Needs Survey," December 1974, p. 1.

**THE COMMISSION RECOMMENDS THAT CHILD SCREENING CLINICS SUCH AS THOSE CURRENTLY PROVIDING SERVICES UNDER THE EARLY AND PERIODIC SCREENING DIAGNOSIS AND TREATMENT PROGRAM (EPS-DT) BE OFFERED PERMANENTLY.**

Meeting health needs involves not only medical attention for sick individuals but preventive care. The Commission supports the establishment of child screening clinics throughout the county for early detection of dental, hearing, speech, and vision problems. These programs and tuberculosis clinics should make full use of school and public buildings. This type of health service is not adequately recognized as being part of a public health program. Yet, the benefits of such screening, especially inoculations for communicable diseases, accrue to the whole community.

**THE COMMISSION RECOMMENDS THAT A PARAMEDICS PROGRAM BE ESTABLISHED TO INCLUDE ALL OF RAMSEY COUNTY AND THAT TRAINING BE ARRANGED IN CO-OPERATION WITH THE EXISTING PARAMEDIC TRAINING PROGRAM IN SAINT PAUL.**

The most dramatic inequities between the city of Saint Paul and the other Ramsey County municipalities occur in the area of emergency care. The paramedics dispatched from fire stations in Saint Paul will not treat a person who suffers an emergency north of Larpenteur Avenue. Lives may be saved or lost depending upon the quality of emergency care and opportunities for survival should not depend on artificial boundaries.

The Saint Paul paramedic program involves an immediate response to emergencies by specially trained personnel. This training involves 640 initial hours at Saint Paul-Ramsey Hospital involving all phases of medical procedures and care. The paramedics provide complete trauma (involving any injury or illness) and early coronary care. They stabilize the condition of the patient prior to hospitalization. This is a new and successful concept in emergency care.

The cost of this service is reduced somewhat in Saint Paul by training firemen already on the city payroll as paramedics and utilizing the resources of the Saint Paul Fire Department. However, the success of the

program in Saint Paul makes it a valued service that citizens throughout the county should receive and be willing to pay for.

**THE COMMISSION RECOMMENDS THAT A "911"  
TELEPHONE EMERGENCY SYSTEM BE INSTITUTED  
IN RAMSEY COUNTY.**

A "911" telephone emergency system enables citizens to dial a single phone number in all emergencies. A central dispatch then would coordinate all emergency telephone calls in Ramsey County including police, fire, medical, paramedics, and ambulance and enable all persons in the county to receive appropriate attention within the shortest possible time.

**ENVIRONMENTAL PROTECTION**

One of the basic problems the Commission addressed itself to was how to regulate land use to maintain the quality of life in a rapidly urbanizing county such as Ramsey. We live in a time of increasingly limited resources — land and its products figure most prominently among them. Many decisions regarding land use are irreversible: a housing development on open land cannot be torn down to create a wilderness.

In Ramsey County, only approximately 35,000 acres of undeveloped land remain.<sup>24</sup> What happens to this acreage will affect all the residents of the county. Until the present system of property taxation is modified, the sale of open space to private interests will continue to be a tempting source of revenue for municipalities. However, the Commission feels consideration of land use decisions must go beyond municipal borders.

Land use problems with areawide impact cannot be resolved quickly or at all, if the authority to tackle them is unduly fragmented. The Commission feels that the nature of local control over land-use decisions must be modified. It concurs with the concepts developed in the Model Land Development Code which recognizes the need for coordinating higher level regulations with local administration. The code

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24. 1974 Metropolitan Council Estimate.

“permits local governments that develop land-use controls in accordance with State or regional standards to exercise selected land-use powers – planned unit or new community development, land-banking, development permits, and compensatory payments for certain land-use controls – not otherwise given to local governments.”<sup>25</sup>

With this perspective in mind,

**THE COMMISSION RECOMMENDS THE LEGISLATURE AMEND SECTION 4 OF THE 1974 PROTECTION OPEN SPACE ACT IN ORDER TO REQUIRE MUNICIPALITIES TO ADOPT PROTECTION OPEN SPACE ORDINANCES.**

Under the existing law, which is only permissive, municipalities may adopt protection open space ordinances, but are not required to do so. The Commission feels that the recommended change would encourage municipalities to give greater consideration to land-use planning.

Currently there are many policies concerning land use and few positive tools for implementing those policies. In an effort to provide new tools for land management and planning:

**THE COMMISSION RECOMMENDS THAT A LAND BANK BE CREATED IN RAMSEY COUNTY AND THAT THE LAND BANK DEVELOPMENT PLAN INCORPORATE CRITERIA PRESENTED IN THE METROPOLITAN COUNCIL’S “PROTECTION OPEN SPACE POLICY PLAN, PROGRAM.”**

The rationale for the land bank has already been presented; namely, it provides a technique to plan for orderly growth and development. A land bank is created by enabling legislation which includes the area to be in the land bank, a development plan which details plans for orderly

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25. Advisory Commission on Intergovernmental Relations, “Governmental Functions and Processes: Local and Areawide,” *Substate Regionalism and the Federal System*, Vol IV, Feb. 1974, p. 67.

growth and land use, policies on land acquisition and disposition, and assignment of the land bank administration to an agency, public corporation, or other governmental unit. For the most part, undeveloped land is reserved for a land bank. The land bank has the effect of holding such unused land until the best possible use can be determined giving consideration to areawide as well as local needs.

In developing land use proposals, including the land bank, the Commission recommends that Ramsey County maintain an up to date land use inventory including vacant land, taxes on all land and usage classification of the land within the county. In addition, the county should make full use of natural resource data collected by private and public agencies.

Another issue involving areawide as well as local concern is the Mississippi River. Currently, the river and surrounding flood plain are considered in terms of municipal boundaries for purposes of planning and development. The Commission realizes that the Mississippi River represents part of a complicated hydrologic system. Decisions made concerning one part of the river will have impact on other areas. For this reason,

**THE COMMISSION RECOMMENDS THAT THE  
MISSISSIPPI RIVER CORRIDOR BE DESIGNATED  
A STATE CRITICAL AREA.**

Under the Critical Areas Act<sup>26</sup> an area designated as a “critical area” must be developed in accordance with standards that recognize it as a regionally significant natural system.

The city of Saint Paul which occupies a large area in Ramsey County can affect overall land use planning and development in the county by its land use policies. For this reason,

**THE COMMISSION RECOMMENDS THAT THE  
CITY OF SAINT PAUL ADOPT STRONG PRO-  
TECTION OPEN SPACE POLICIES AS PART OF  
ITS COMPREHENSIVE PLAN.**

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26. *Minn. Laws* 1973, ch. 752.



The Commission supports the general policies adopted by the Saint Paul Planning Commission regarding drainage, bluffs, the Mississippi River, open space, and circulation. The Commission recommends their adoption by the Saint Paul City Council as city policy. In addition, such policies should be made public and not eroded by exceptions and pressure. If a strong land use policy had been developed prior to the Pig's Eye coal terminal proposal, the Saint Paul City Council would have had clear guidelines by which to evaluate that proposal.

Since open space acquisition is a lengthy, involved process, as Ramsey County has demonstrated in its Open Space System, land that is already publicly owned should not be sold. Therefore,

**THE COMMISSION RECOMMENDS THAT THE SAINT PAUL WATER DEPARTMENT BE PREVENTED FROM MAKING ANY FUTURE SALES OF WATER DEPARTMENT PROPERTY.**

The merger-incorporation of the Water Department into the Department of Public Works should facilitate its functioning in accordance with city land use policy decisions.

Land use decisions have areawide impact and need to be considered regionally and statewide. Present governmental structures and mechanisms for resolving conflicts are inadequate to the task, and these recommendations are designed to improve the policy making process for land use planning.

Early in its deliberations the Commission voted not to study libraries as a major issue; however, concerns about the quality of library service continued to be expressed by members. The Neighborhood Concerns Subcommittee became particularly involved with library problems but insufficient time and resources were available to study them thoroughly.

For this reason the Commission does not propose any changes in the library systems. However:

**THE COMMISSION RECOMMENDS THAT THE RAMSEY COUNTY BOARD OF COMMISSIONERS ESTABLISH AND FUND A COMMISSION TO STUDY LIBRARY SERVICES IN THE COUNTY. SUCH COMMISSION SHOULD HAVE REPRESENTATION FROM THE PUBLIC LIBRARY SYSTEMS OF THE CITY OF SAINT PAUL AND RAMSEY COUNTY AND FROM THE GENERAL PUBLIC. THE COMMISSION SHOULD STUDY AND MAKE RECOMMENDATIONS TO THE RAMSEY COUNTY BOARD AND THE SAINT PAUL CITY COUNCIL ON THE ADVANTAGES AND DISADVANTAGES OF CONSOLIDATING THE RAMSEY COUNTY AND SAINT PAUL PUBLIC LIBRARY SYSTEMS.**

## CONCLUSION

As the state's most urban county, Ramsey County represents a future stage of development for many Minnesota counties. In an attempt to meet the needs of its citizens, county government has changed from being merely an administrative arm of the state to acting as a multi-purpose government involved in an increasing number of functional areas.

The Commission reviewed the structure of county government in an attempt to discover ways in which it could be improved to perform its new functions more effectively. In recommending the adoption of the county manager form of government, the Commission is urging that the legislative and administrative functions of county government be more distinct so as to permit the county board to give more attention to the development of policy.

As this report implies, municipalities can no longer exist as isolated, self-sufficient units of government. In terms of revenue, legal authority and service delivery, they are part of a complex network of inter-governmental relations. The proliferation of areawide problems such as water management, urban sprawl, energy conservation and transportation demands a strengthening of such relations. Moreover, as resources for development become more scarce, the need for cooperation to maximize governmental efficiency is increased.

The Commission urges municipal governments to recognize their interdependence and to institute regularized patterns of communication and cooperation. In addition to potential cost savings for municipalities as a result of sharing resources, many of the problems facing local units of government have impact beyond municipal boundaries. The consequences of independent and uncoordinated development are evident in many areas of the county: urban sprawl, water and air pollution and inequitable tax burdens to finance additional municipal services to newly developed areas.

A brief review by the Commission of existing service delivery patterns indicates that Ramsey County municipalities are already cooperating in many areas (Appendix D, Table VI). Cooperative arrangements vary in terms of the number of municipalities involved, the services delivered and the quality of the results. Unfortunately, it is difficult to measure the success of these joint powers agreements since evaluation

involved consideration of citizen expectations as well as professional standard of service delivery. The Commission has therefore recommended the development of uniform data collection to facilitate such evaluation and urges the county to take a leadership role in extending such coordination and cooperation.

The need for better planning and coordination within and among local units of government is clear. The real question is whether the county can meet this challenge or whether these functions will be performed by another unit of government such as the Metropolitan Council.

In recent years, the state legislature, which ultimately determines the nature of local government by its fiscal policies, has given local governments more powers to meet the needs of their citizens directly. Such measures as the Joint Powers and the Ramsey County Internal Reorganization Acts are part of this trend. However, as we have seen, units of government in Ramsey County have not taken full advantage of the powers granted to them. This reluctance is the crux of the problem of modernizing local government.

The successful implementation of the Commission's recommendations depends, not only on their intrinsic merit, but the willingness of elected officials to commit themselves to implementing change. Little has been said in this report concerning the role of politics in the functioning of governmental units and how politics affect various proposals for governmental reform. As was noted by another study group: ". . . we have to face up to some of the realities of power and politics, because *what we are talking about is a redistribution of power and new arrangements for sharing power.* And public officials, whether elected or bureaucratic, don't give up power easily."<sup>27</sup>

The Commission, by its recommendations, has chosen to strengthen the county level of government and redefine its traditional role. However, the county's ability to perform will determine whether it will continue as a viable unit of local government. It has been said that, "it is the nature of reform that it has to be constantly redone."<sup>28</sup> The Commission constantly saw items on its agenda changed during the time of its deliberations and continues to regard its work as a part of this on-going process.

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27. League of Women Voters Education Fund, "Shaping the Metropolis," Washington, D.C., 1972, p. 34.

28. *Ibid.*

We hope that interested citizens will continue to be a part of this process. With this perspective, perhaps the most valuable recommendation that this Commission can make deals with the role of citizens study commissions which will be created in the future.

Reviewing the work of other commissions studying similar topics, one is struck by the number of such commissions which terminate their investigation with a recommendation for further study. After eighteen months of work, our commission also found that we knew not so much the answers to the questions as the right questions to ask. Like many past commissions, we begin by reinventing the proverbial wheel – starting at the beginning and finding that time and money ran out before work was fully concluded. We did not fully learn from the operating experiences of earlier study commissions.

As our report suggests, we support the concept of citizens' study commissions. They involve people in, and inform people about, governmental problems and they can provide valuable and needed input into the decision-making process. However, to maximize the ability of such commissions to contribute to the decision-making process, serious consideration must be given to their creation. We urge that prior to the creation of any citizens' commissions, the appointing power be sure that the following criteria are met:

1. **THE SUBJECT FOR STUDY IS CLEARLY DEFINED AS TO THE SCOPE OF THE INQUIRY AND AS TO THE QUESTIONS FOR WHICH ANSWERS ARE BEING SOUGHT.**
2. **THE APPOINTMENT OF COMMISSION MEMBERS IS GIVEN SERIOUS CONSIDERATION SO THAT MEMBERS HAVE THE BACKGROUND AND INTEREST TO MAKE A SUBSTANTIAL CONTRIBUTION TO THE WORK OF THE COMMISSION.**
3. **ADEQUATE RESOURCES GIVEN TO THE COMMISSION TO ENABLE IT TO DISCHARGE ITS RESPONSIBILITIES IN AN EFFECTIVE MANNER, AND**
4. **CLEAR PROCEDURES ESTABLISHED FOR DEALING WITH COMMISSION RECOMMENDATIONS**

**SO THAT THE WORK OF THE COMMISSION  
WILL NOT BE LEFT TO GATHER DUST ON  
LIBRARY SHELVES. RECOMMENDATIONS  
SHOULD BE DISCUSSED WITH DECISION-  
MAKERS DURING A PUBLIC MEETING AND  
ACTION SHOULD BE TAKEN TO EITHER  
ACCEPT, REJECT OR MODIFY THEM AS  
SEEMS APPROPRIATE.**

## APPENDICES

## APPENDIX A

### CITIES ENTIRELY IN RAMSEY COUNTY

Cities by Population	Population*	Area (square miles)	Mill Rate 1974**	Assessed Valuation as Equalized (in dollars) Total Real and Personal Property 1973 Values as Payable in 1974
Gem Lake	236	1	4.116	1,710,505
Lauderdale	2,507	278.8 (acres)	6.281	6,694,892
North Oaks	2,558	5,489 (acres)	3.365	12,339,739
Vadnais Heights	4,169	8	18.163	6,244,072
Falcon Heights	5,506	2.28	9.362	14,257,003
Little Canada	5,778	5	6.430	15,427,412
Arden Hills	5,831	9.6	9.493	22,912,276
Town of White Bear	5,924	5,924 (acres)	.607	10,219,573
North St. Paul	12,650	3	12.594	21,925,774
Mounds View	12,792	4	14.998	19,890,158
Shoreview	14,201	13.07	12.633	34,878,444
New Brighton	23,559	7.2	11.530	56,853,305
White Bear Lake	24,915	11.5	16.313	44,744,461
Maplewood	29,144	19.13	13.030	97,813,676
Roseville	39,258	13.7	11.831	144,301,269
Saint Paul	304,651	55	38.430	752,470,646

\*Source: Metropolitan Council Population Estimates April 1, 1974

\*\*Source: Ramsey County, Department of Property Taxation



APPENDIX B

CITIES IN RAMSEY COUNTY BY INCOME

Cities by Population	Under \$1,000	\$1,000- 5,999	\$6,000- 9,999	\$10,000- 14,999	\$15,000- 24,999	\$25,000- 49,000	over
Gem Lake	0.0	27.40	33.30	29.40	9.8	0.0	0.0
Lauderdale	.5	20.80	33.60	28.00	16.1	1.1	0.0
North Oaks	.9	5.60	4.5	9.5	27.7	36.3	15.6
Vadnais Heights	3.5	9.20	23.70	44.10	17.3	2.3	0.0
Falcon Heights	.8	15.70	16.7	27.1	26.5	12.8	.3
Little Canada	1.1	10.40	26.40	32.9	24.1	4.1	1.2
Arden Hills	0.0	6.9	23.10	33.0	25.5	10.1	1.5
Town of White Bear	.9	6.37	18.40	39.5	27.1	5.7	1.5
North Saint Paul	.8	11.10	23.40	39.8	22.5	2.2	0.0
Mounds View	.3	10.60	23.50	45.20	18.8	1.7	0.0
Shoreview	.5	5.20	14.50	42.40	31.5	5.0	.8
New Brighton	.3	7.8	16.8	35.70	32.2	4.5	.7
City of White Bear	.7	7.10	20.30	38.70	26.6	5.8	.8
Maplewood	.5	8.60	22.80	38.5	25.7	3.3	.7
Roseville	.5	7.00	15.40	34.5	33.6	8.5	.7
Saint Paul	1.7	18.10	26.20	32.00	17.5	3.8	1.0

APPENDIX C

AGE DISTRIBUTION BY MUNICIPALITY (In Percents)<sup>1</sup>

Cities by Population	0-17	18-35	35-64	65+
Gem Lake	.38	.16	.36	.11
Lauderdale	.29	.42	.23	.07
North Oaks	.56	.15	.36	.04
Vadnais Heights	.41	.29	.26	.04
Falcon Heights	.28	.34	.31	.08
Little Canada	.41	.20	.27	.07
Arden Hills	.37	.31	.29	.04
Town of White Bear	.64	.20	.31	.03
North Saint Paul	.45	.26	.26	.05
Mounds View	.46	.30	.22	.02
Shoreview	.45	.24	.28	.03
New Brighton	.41	.32	.25	.03
White Bear Lake	.47	.21	.27	.04
Maplewood	.40	.26	.28	.05
Roseville	.40	.24	.33	.05
Saint Paul	.31	.26	.29	.13

1. U.S. Department of Commerce, Bureau of the Census, 1970 Census 4th Count.

**APPENDIX D**

**LOCAL GOVERNMENT STUDY COMMISSION  
OF RAMSEY COUNTY:**

**LOCAL GOVERNMENT SERVICES  
SURVEY**

APPENDIX D\*

QUESTIONNAIRE ON LOCAL GOVERNMENT

The Local Government Study Commission of Ramsey County has been directed to "study the structure, functions and operations of all governmental units and bodies located within the said county including the county government, the municipal governments, public bodies corporate, and all offices, agencies, commissions, boards, authorities and other subdivisions thereof."

Your help in completing this questionnaire will be greatly appreciated.

I. SELECTED PUBLIC SERVICES 1973

Please indicate if your governmental unit provides any of the following services, as shown below:

Garbage and/or Refuse Collection      Yes \_\_\_ No \_\_\_

If yes, is this service provided by the township or city? or is it under a private contract? \_\_\_\_\_ .

If under a private contract, does your government regulate the service?  
\_\_\_\_\_ .

Water System      Yes \_\_\_ No \_\_\_

Fire Protection:      Yes \_\_\_ No \_\_\_

If yes, voluntary \_\_\_\_\_ Part-Time \_\_\_\_\_

Police Protection:      Yes \_\_\_ No \_\_\_

If yes, Full-Time \_\_\_\_\_ Part-Time \_\_\_\_\_

Sanitation other than sewerage: Yes \_\_\_ No \_\_\_

Cemeteries: Yes \_\_\_ No \_\_\_

\*Modified from a previous questionnaire developed by the Metropolitan Council of the Twin Cities Area.

Building Inspection: Yes \_\_\_ No \_\_\_

Housing: Yes \_\_\_ No \_\_\_

Road and Street Maintenance: Yes \_\_\_ No \_\_\_

Snow Removal: Yes \_\_\_ No \_\_\_

Public Park Facilities: Yes \_\_\_ No \_\_\_

Library: Yes \_\_\_ No \_\_\_

Safety (streets and intersections): Yes \_\_\_ No \_\_\_

Ambulance Service: Yes \_\_\_ No \_\_\_

## II. PUBLIC EMPLOYEES 1973

Total number of full-time employees \_\_\_\_\_ Part-time \_\_\_\_\_

Total payroll for 1973 \$ \_\_\_\_\_

Do you have a full-time employee who is:

- a. a civil engineer                      Yes \_\_\_ No \_\_\_
- b. a planner                                Yes \_\_\_ No \_\_\_
- c. a lawyer                                 Yes \_\_\_ No \_\_\_

What is the title of the City/town administrator? \_\_\_\_\_

What are the average number of hours per week spent on this job? \_\_\_\_\_

## III. BUDGET

Please indicate approximately your total operating budget for government services for 1973. The operating budget includes that which was spent in 1973 but *does not include* capital improvement expenditures. \$ \_\_\_\_\_

Does this include Bond Retirement? \_\_\_\_\_

We would also appreciate having a copy of your budget.

#### IV. SERVICE CONTRACTS

Some local governments prefer to contract with other governmental units or private firms to obtain certain services or use certain facilities such as fire and police protection, road repair and snowplowing, etc. If your local government either RECEIVED or PROVIDED a service by contract with another government unit or private firm in 1973, please indicate below on the appropriate line. DO NOT INCLUDE INFORMATION ON CONSULTANTS – this will follow in the next section.

a. RECEIVED the following services from other local governments or firms by formal (or legal) contract in 1973:

Service	From	Annual Contract cost
_____		
_____		
_____		
_____		

b. PROVIDED the following services by formal (or legal) contract to other local governments in 1973:

Service	To	Annual Contract cost
_____		
_____		
_____		
_____		

Almost all governmental units use consultants for one project or another. If your government employed or retained a consulting firm for any of the following in 1973, please indicate the name of the firm and the total amount it received in fees from your local government for each service. In case one firm did all your sewer, water, street, and comprehensive planning, or a combination of these, please indicate it and give an estimated breakdown of fees for each function it provided.

Sewer, Water, Street and Road Engineering: Yes \_\_\_ No \_\_\_

Name of firm: \_\_\_\_\_

Estimated expenditures for 1973 \_\_\_\_\_

Paid in form of a retainer \_\_\_\_\_, paid per project \_\_\_\_\_ ?

Comprehensive Planning: Yes \_\_\_ No \_\_\_

Name of firm: \_\_\_\_\_

Estimated expenditures for 1973 \_\_\_\_\_

Paid in form of a retainer \_\_\_\_\_, paid per project \_\_\_\_\_

Legal Counsel: Yes \_\_\_ No \_\_\_

Name of firm: \_\_\_\_\_

Estimated expenditures for 1973 \_\_\_\_\_

Paid in form of a retainer \_\_\_\_\_, paid per project \_\_\_\_\_ ?

Is there a planning and/or coordinating body within your government?  
If not, who does this?

Has your government *adopted* any of the following ordinances:  
Please check below:

Building code Yes \_\_\_ No \_\_\_

Subdivision ordinance Yes \_\_\_ No \_\_\_

Zoning ordinance Yes \_\_\_ No \_\_\_

Does your government have an official statement of future capital improvements? If so, what year of this plan are you currently operating in? (as of 1973) When will your new plan go into effect?

Has your government *adopted* any of the following?

Water supply plan Yes \_\_\_ No \_\_\_

Storm sewer plan Yes \_\_\_ No \_\_\_

Street plan Yes \_\_\_ No \_\_\_

Comprehensive plan Yes \_\_\_ No \_\_\_

Land Use plan Yes \_\_\_ No \_\_\_

TABLE I. LOCAL GOVERNMENT SERVICES SURVEY

As a community grows in area and population the demand for public services increases. This chart tabulates the services available in the listed suburban communities of Ramsey County.

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Cities by Population	Water	Housing	Building Inspection	Park Facilities	Libraries	Cemeteries
Gem Lake	0	0	X	0	0	0
Lauderdale	0	0	X	X	0	0
North Oaks	0	0	X	0	0	0
Vadnais Heights	0	0	X	X	0	0
Falcon Heights	X	0	X	X	0	0
Little Canada	NR	NR	NR	NR	NR	NR
Arden Hills	X	0	X	X	0	0
Town of White Bear	X*	X	X	X	0	0
North St. Paul	X	X	X	X	0	0
Mounds View	X	0	X	X	0	0
Shoreview	X	0	X	X	0	0
New Brighton	X	X	X	X	0	0
White Bear Lake	X	0	X	X	0	0
Maplewood	0**	0	X	X	0	0
Roseville	X	0	X	X	0	0

X = Service provided by municipality itself.  
 0 = Service not provided by the municipality.  
 NR = No Response

\*Partial

\*\*Owns the distribution system but buys its water from St. Paul.



TABLE II. LOCAL GOVERNMENT SERVICES SURVEY

Cities by Population	Fire Protection	Police Protection	Ambulance Service	Safety (Streets and Intersections)
Gem Lake	X	X*	NR	NR
Lauderdale	Om	X**	0	0
North Oaks	V	X* (part time)	0	0
Vadnais Heights	V	X*	X*	NR
Falcon Heights	V	X*	0	X
Little Canada	NR	X*	NR	NR
Arden Hills	0	X	0	X
Town of White Bear	V,P	X	0	X
North St. Paul	P	X	X	X
Mounds View	V	X	0	X
Shoreview	V	X*	0	X
New Brighton	V	X	X	X
White Bear Lake	V	X	X	X
Maplewood	V	X	X	X
Roseville	P	X	X	X

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- X = Service provided by the municipality.
- 0 = Service not provided by the municipality.
- V = Service provided voluntarily.
- P = Service provided part-time.
- NR = No response.
- m = Minneapolis

\*Service provided throughout Ramsey County Sheriff's Dept. Data provided by the Ramsey County Sheriff.

\*\*Roseville Contract

TABLE III. LOCAL GOVERNMENT SERVICES SURVEY

Cities by Population	Refuse Collection	Sanitation (Other than Sewers)	Snow Removal	Road and Street Maintenance
Gem Lake	0	X	X	X (also)
Lauderdale	0	0	R	R (ice control, signs)
North Oaks	0	0	0	0
Vadnais Heights	0	X	X	X
Falcon Heights	0	0	X	X (also)
Little Canada	NR	NR	R	R (ice control, signs) (also)
Arden Hills	0	0	R	R (ice control, signs)
Town of White Bear	0	0	X	X
North Saint Paul	0	X	X	X
Mounds View	0	0	R	R (ice control only)
Shoreview	0	0	X	X
New Brighton	0*	X	X	X
White Bear Lake	0**	NR	X	X
Maplewood	0	0	R	X
Roseville	0	X	X	X

X = Service provided by the municipality itself  
 0 = Service not provided by municipality  
 R = Service provided by Ramsey County  
 NR = No Response

\*Regulates service, though no contract exists.

\*\*Private contract on total city bid basis.

TABLE IV. PROFESSIONAL SERVICES

Many communities employ professional consultants in their local administration for legal, engineering or planning services. Some communities maintain their own staff, some use both. This table illustrates the use of professionals; consultants and staff.

Cities by Population	Engineer	Attorney	Planner
Gem Lake	C	C	C
Lauderdale	NR	C	NR
North Oaks	C	C	No
Vadnais Heights	C	C	C
Falcon Heights	C	C	C
Little Canada	NR	NR	NR
Arden Hills	C	C	C
Town of White Bear	C	C	C
North St. Paul	X&C	C	C
Mounds View	C	C	NR
Shoreview	X&C	C	X&C
New Brighton	X&C	X	X
White Bear Lake	X&C	C	C
Maplewood	X&C	C	X
Roseville	X&C	C	C

X = Employed by the City  
 C = Consultant  
 NR = No Response

TABLE V. GOVERNMENTAL PLANNING

Cities by Population	Water Supply Plan	Storm Sewer Plan	Street Plan	Land Use Plan	Comprehensive Plan	Comprehensive Plan Submitted for Metro Council Review
Gem Lake	NR	NR	NR	X	X	
Lauderdale	NR	NR	NR	NR	X	Yes
North Oaks	NR	NR	NR	NR	X	Yes
Vadnais Heights	0	0	0	X	X	X
Falcon Heights	0	0	0	0	0	
Little Canada	NR	NR	NR	NR	NR	
Arden Hills	X	0	X	X	X	
White Bear Township	NR	X	X	X	X	X*
North St. Paul	X	X	X	X	X	
Mounds View	X	X	0	In Process	In Process	X (Park Plan)
Shoreview	X	X	X	X	X	X
New Brighton	X	X	X	X	NR	X (Land Use)
White Bear Lake	0**	0**	0**	X	X	X
Maplewood	In Process	In Process	X	X	X	X
Roseville	X	X	X	X	X	

X = Plan adopted  
 0 = Plan not adopted  
 NR = No Response

\*Plan sent back because of a boundary definition and resubmitted.

\*\*Used in developing capitol improvements program.

TABLE VI. SERVICE CONTRACTS: PROVIDERS AND RECEIVERS

Cities by Population	Service Provided	Service Received:	Fire	Police	Road	Other
Gem Lake	0		X	X		
Lauderdale	0		X	X	X	Animal Control
North Oaks	0		X	X		
Vadnais Heights	0			X		
Falcon Heights	0			X	X	
Little Canada	NR		NR			
Arden Hills	0		X		X	Water, water line construction
Town of White Bear	0		X			
North St. Paul	0			D		
Mounds View	0				X	
Shoreview	0		X	X	X	Sewer treatment
New Brighton	0					
White Bear Lake	X*		X			
Maplewood	0				X	
Roseville	X**		SC	D		

X = Provides service  
 0 = Does not provide service  
 SC = Service Contract  
 NR = No Response  
 D = Dispatching only

\*Fire and emergency service, police and emergency dispatching, sewer maintenance and inspection.

\*\*Police services (ambulance)

**APPENDIX E**

**LOCAL GOVERNMENT STUDY COMMISSION**  
**OF RAMSEY COUNTY:**

**HEALTH AND SAFETY SUBCOMMITTEE SURVEY**

APPENDIX E

LOCAL GOVERNMENT STUDY COMMISSION OF RAMSEY COUNTY

HEALTH AND SAFETY SUBCOMMITTEE  
QUESTIONNAIRE

1. What is the area of your municipality? \_\_\_\_\_
2. What is the population of your municipality? \_\_\_\_\_

Health

1. How do you define "Health Services?" \_\_\_\_\_  
\_\_\_\_\_
2. Is there a Board of Health \_\_\_\_? If so, how many members does it have? \_\_\_\_ Are they appointed or elected? \_\_\_\_\_  
What are their qualifications? \_\_\_\_\_  
\_\_\_\_\_ terms of office? \_\_\_\_\_  
\_\_\_\_\_ duties? \_\_\_\_\_  
\_\_\_\_\_ salaries? \_\_\_\_\_. Is it responsible \_\_\_\_\_  
for policy or advisory only? \_\_\_\_\_ .
3. Is there a Department of Health? \_\_\_\_ To whom is it responsible? \_\_\_\_\_ What are its functions? \_\_\_\_\_  
\_\_\_\_\_  
Is there a full time director (or commissioner, chief officer)? \_\_\_\_\_  
\_\_\_\_\_ How is he selected? \_\_\_\_\_  
What are the qualifications? \_\_\_\_\_  
\_\_\_\_\_ Principal duties? \_\_\_\_\_  
\_\_\_\_\_ Salary? \_\_\_\_\_. What decisions are made by the department? \_\_\_\_\_  
\_\_\_\_\_
4. Are health services provided by any other agency or department within your municipality? \_\_\_\_\_
5. Are some or all health services performed jointly or cooperatively with other local governments? \_\_\_\_ If so which? \_\_\_\_\_  
With other health agencies? \_\_\_\_\_ by what means, i.e., contracts? \_\_\_\_\_  
\_\_\_\_\_

6. Are there control programs and/or clinics for communicable diseases in your municipality? \_\_\_\_\_ Is there a preventive health program? \_\_\_\_\_
7. What services and programs are there for maternal and child health? \_\_\_\_\_
8. What public services are provided for the poor or for minority groups? \_\_\_\_\_  
What efforts are made to inform people of the availability of such services? \_\_\_\_\_
9. Are there private and voluntary health programs in the community? \_\_\_\_\_ If so, what kind? \_\_\_\_\_
10. How is long-range health planning conducted? \_\_\_\_\_
11. List any other health programs available in your community? (schools, etc.) \_\_\_\_\_  
\_\_\_\_\_
12. Is there a public health nursing service? \_\_\_\_\_
13. What health service is needed most in your community at this time? \_\_\_\_\_
14. Is there consumer evaluation and input into your health program? \_\_\_\_\_ If so, explain \_\_\_\_\_
15. What services are available in the area of mental health? \_\_\_\_\_  
\_\_\_\_\_
16. Have you noticed any duplication of health services in your community? \_\_\_\_\_
17. What part of your total budget is allocated for health services? \_\_\_\_\_  
\_\_\_\_\_
18. How is evaluation of health services done in your community? \_\_\_\_\_  
\_\_\_\_\_
19. Do you have any services for physical rehabilitation? \_\_\_\_\_  
our patient services? \_\_\_\_\_ public or private? \_\_\_\_\_



20. How many medical doctors practice in your community? \_\_\_\_\_
21. Has your community ever conducted a survey of medical needs? \_\_\_\_\_ If so, what were the results? \_\_\_\_\_  
\_\_\_\_\_
22. Would your community like to join another community or communities in initiating or providing medical services? \_\_\_\_\_  
Has there ever been any discussion in this area? \_\_\_\_\_ .
23. Are there any plans for a new private or public clinic or hospital in your municipality? \_\_\_\_\_ .
24. Who provides ambulance service to your area? \_\_\_\_\_  
Are they under contract? \_\_\_\_\_ What kind of contract? \_\_\_\_\_

Police

1. How and by whom is the chief of police recruited and appointed or hired? \_\_\_\_\_  
To whom is he responsible? \_\_\_\_\_ .
2. How is the police department organized? \_\_\_\_\_  
What are the divisions? \_\_\_\_\_  
their functions? \_\_\_\_\_
3. How many police stations do you have? \_\_\_\_\_ What kind of equipment do they have? \_\_\_\_\_
4. What kind of arrangements are there for joint service, equipment of training w/the county? \_\_\_\_\_  
other local communities? \_\_\_\_\_  
the state? \_\_\_\_\_  
federal government? \_\_\_\_\_
5. Does your police department receive funding through LEAA? \_\_\_\_\_
6. Have there been advisory or other agencies working on police-community relations? \_\_\_\_\_ If so, what kinds? \_\_\_\_\_  
With what results? \_\_\_\_\_
7. What portion of your budget is spent for police protection? \_\_\_\_\_  
How are priorities set for additional funding? \_\_\_\_\_

8. Who evaluates what constitutes adequate police protection in your area? \_\_\_\_\_
9. Are there any new problems which are arising or have arisen in the past two years in your community? (i.e., drug related crimes)  
\_\_\_\_\_
10. If your police department provides ambulance service, what is their training program? \_\_\_\_\_

## Fire

1. Is the fire department under the direct control of the chief executive of your government? \_\_\_\_ If not, to whom is he responsible? \_\_\_\_\_  
How is the fire chief recruited? \_\_\_\_\_  
Who appoints or hires him? \_\_\_\_\_ What are his qualifications? \_\_\_\_\_  
What is his salary? \_\_\_\_\_
2. What fire equipment and how many fire stations are there? \_\_\_\_\_  
Are they adequate to meet present needs in your community? \_\_\_\_\_
3. Who evaluates what constitutes adequate fire protection in your area? \_\_\_\_\_
4. How many firemen are employed? \_\_\_\_\_ Are they volunteer? \_\_\_\_\_
5. Is there a fire prevention program? \_\_\_\_\_
6. Does your local government take part in any arrangements with other fire departments? \_\_\_\_\_
7. What portion of the budget is allocated for the fire department? \_\_\_\_\_
8. If the fire department provides ambulance service, what are the training requirements? \_\_\_\_\_
9. Does the fire department provide any other health or safety services for the community? \_\_\_\_\_

## HEALTH SERVICES SURVEY

Cities by Population	Health Board	Duties	Health Department	Duties
Gem Lake	No		No	
Lauderdale	Yes	Responds to complaints	No	
North Oaks	Yes	Annual health survey, well water testing, responds to complaints	No	
59 Vadnais Heights	No		No	
Falcon Heights	Yes	Responds to complaints	No	
Little Canada	Yes	Responds to complaints	No	
Arden Hills	Yes	Inspects business and garbage haulers equipment	No	
Town of White Bear	No		No	
North Saint Paul	Yes	Responds to complaints	No	
Mounds View	Yes	Responds to complaints	No	

### HEALTH SERVICES SURVEY (Continued)

Cities by Population	Health Board	Duties	Health Department	Duties
Shoreview	Yes	Annual sanitary inspection of community	No	
New Brighton	Yes	Advises Department on policy	Yes	Health program for schools
City of White Bear Lake	Yes	Responds to complaints	No	
8 Maplewood	No		Yes	Responds to complaints
Roseville	No		Yes	Responds to complaints
Saint Paul	No		Yes	Venereal disease clinic, family planning clinic, maternal infant care clinic, TB. clinic, throat cultures, immunizations, overseas travel information, Model Cities Health Clinic, 10 child health neighborhood clinics for screening and referrals.

## EMERGENCY SERVICE AVAILABILITY

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Cities by Population	Contracts for or Provides Volunteer Ambulance Service	Police Provide Ambulance Service	Ramsey County Sheriff's Department	Unity Hospital	Paramedic Program
Gem Lake			X		
Lauderdale		X			
North Oaks			X		
Vadnais Heights			X		
Falcon Heights			X		
Little Canada	X		X		
Arden Hills				X	
Town of White Bear	X				
North Saint Paul	X				
Mounds View				X	
Shoreview			X		
New Brighton				X	
City of White Bear	X				
Maplewood		X			
Roseville		X			
Saint Paul					X

**APPENDIX F**  
**FIRE PROTECTION**

TABLE I. RAMSEY COUNTY FIRE PROTECTION\*

Cities by Population	Population	ISO Class <sup>2</sup>	Protected by/ Contracts with	Type of Department	Staffing	
					Vol.	Paid
Gem Lake	236	9	White Bear Lake F.D.	Municipal	49	-
Lauderdale	2,507	7	Minneapolis F.D.	Municipal	-	514
North Oaks	2,558	9	Lake Johanna F.D.	Non-Profit Corp	50	-
Vadnais Heights	4,169	9	Vadnais Heights F.D.	Municipal	34	-
Falcon Heights	5,506	6	Falcon Heights F.D.	Municipal	30	-
Little Canada	5,778	7	Little Canada F.D.	Non-Profit Corp	30	-
Arden Hills	5,831	7	Lake Johanna F.D.	Non-Profit Corp	50	-
North Saint Paul	12,650	6	North St. Paul F.D.	Municipal	38	14
Mounds View	12,792	6	Spring Lake Park F.D.	Non-Profit Corp	65	-
Shoreview	14,201	8	Lake Johanna F.D.	Non-Profit Corp	50	-
New Brighton	23,559	6	New Brighton F.D.	Municipal	35	-
White Bear Lake	24,915	6	White Bear Lake F.D.	Municipal	49	-
Maplewood	29,144	6	East County Line F.D.	Non-Profit Corp		
			Gladstone F.D.	Non-Profit Corp	133	13
			Parkside F.D.	Non-Profit Corp		
Roseville	39,258	7	Roseville F.D.	Municipal	57	13
Saint Paul	304,651	3	Saint Paul F.D.	Municipal	-	420

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1. 1970 Census
2. Insurance Services Office Fire Insurance Class
3. Fire Marshal
4. Fire Chief

\*Information provided by the University of Minnesota, Fire-Service Information, Research and Education Center, 3300 University Avenue S.E., Minneapolis, Minnesota 55414

TABLE II. RAMSEY COUNTY – MUNICIPAL EXPENDITURES FOR FIRE PROTECTION<sup>1\*</sup>

Cities by Population	Cost of Fire Protection				
	Taxable Value (Real)	Dollars Per Capita <sup>4</sup>	Percent of City Budget <sup>4</sup>	Percent of Taxable Values	Fire Protection Budget <sup>5</sup>
Gem Lake	399,252	4.85	11.6	.3	\$ 1,050
Lauderdale	2,275,612	3.17	10.3	.4	8,145
North Oaks <sup>2</sup>	2,600,991	3.14	9.6	.2	6,293
Vadnais Heights	No data (Department Organized in 1971)				
Falcon Heights	3,971,294	2.52	6.4	.4	16,437
Little Canada	2,255,146	5.72	4.4	.9	19,913
Arden Hills	5,036,041	2.08	1.6	.2	10,689
North Saint Paul	5,556,583	2.36	3.8	.5	28,509
Mounds View	3,250,012	2.34	2.4	.8	24,942
Shoreview	5,463,805	1.28	2.0	.3	14,072
New Brighton	11,256,155	1.45	2.4	.3	28,265
City of White Bear	13,404,702	1.76	3.2	.3	44,529
Maplewood	23,239,021	6.50	7.5	.7	204,739
Roseville	32,912,894	3.49	4.4	.4	222,364
Saint Paul	227,580,496	21.09	13.4	2.9	7,212,101

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1. Financial Data from State Public Examiner – 1970
2. Contracts with Non-Profit Corporation (s)
3. Contracts with Municipal Department
4. Capital and Operating Expenses
5. Excluding Capital Costs

\*Information provided by the University of Minnesota, Fire-Service Information, Research, and Education Center, 3300 University Avenue S.E., Minneapolis, Minnesota 55414



APPENDIX G

USAGE CLASSIFICATION ON REAL PROPERTY IN RAMSEY COUNTY BY MUNICIPALITY<sup>1</sup>

Cities by Population	Percent Residential	Percent Commercial	Percent Industrial	Percent Utility	Percent Apartment	Percent Farm	Percent Seasonal Cab.	Percent Timber
Gem Lake	.59	.38			.00	.02	.01	
Lauderdale	.42	.12	.07	.22	.16			
North Oaks	.94	.03		.00	.00	.02	.00	
Vadnais Heights	.61	.22	.01		.13	.04		.00
Falcon Heights	.72	.17		.00	.11			
Little Canada	.43	.24	.01	.01	.31	.01	.00	.00
Arden Hills	.55	.14	.27	.03	.00	.00	.00	
Town of White Bear	.86	.05	.01	.04	.00	.04	.01	
North St. Paul	.68	.13	.04	.00	.15			
Mounds View	.71	.10	.01		.18			
Shoreview	.75	.06	.03		.16	.00	.01	
New Brighton	.67	.11	.02	.00	.20		.00	
White Bear Lake	.79	.11	.00	.00		.00	.00	
Maplewood	.44	.10	.37	.01	.08	.00		
Roseville	.50	.26	.08	.02	.14			
Saint Paul	.49	.23	.12	.03	.13	.00		

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<sup>1</sup>Ramsey County Department of Property Taxation

## APPENDIX H

### CITIES PER CAPITA RECEIPTS AND DISBURSEMENTS (In Dollars)\*

Cities by Population	Population Rank	Per Capita Receipts	Per Capita Disbursements
Gem Lake (216)	647	237.58	144.72
North Oaks (2,002)	185	48.99	41.84
Lauderdale (2,530)	157	55.16	39.30
Vadnais Heights (3,411)	124	708.98	86.63
Little Canada (3,481)	122	144.85	229.70
Arden Hills (5,149)	91	233.58	135.63
Falcon Heights (5,530)	86	84.80	64.83
Mounds View (10,599)	52	134.00	85.57
Shoreview (10,978)	50	173.30	87.61
North St. Paul (11,950)	47	172.28	79.79
New Brighton (19,507)	29	107.22	79.22
White Bear Lake (23,313)	25	108.94	86.49
Maplewood (25,186)	21	136.54	119.59
Roseville (34,438)	12	159.89	99.70
Saint Paul (309,866)	2	245.27	227.09

\*Source: State of Minnesota, Office of the State Auditor, "Cities and Villages Per Capita Receipts and Disbursements," For the Fiscal Years Ended During the Period July 1, 1972 to June 30, 1973.

PER CAPITA EXPENDITURES (In Dollars)\*

Cities by Population	Health	Libraries	Recreation
Gem Lake	NI**	NI	NI
North Oaks	NI	NI	NI
Lauderdale			3.05
Vadnais Heights			5.81
Little Canada			4.75
Arden Hills			11.74
Falcon Heights			2.10
Mounds View			4.30
Shoreview	.01		7.99
North St. Paul	.21		9.85
New Brighton	.11		17.37
White Bear Lake	.08	.08	3.98
Maplewood	.21		9.35
Roseville	.13		13.91
Saint Paul	6.34	5.96	43.23

\*Source: Report of the State Auditor of Minnesota, For the Fiscal Years Ended During the Period July 1, 1972 to June 30, 1973.

\*\*Not Included

**PER CAPITA EXPENDITURES (In Dollars)\***

Cities by Population	Police	Fire
Gem Lake	NI**	NI
North Oaks	NI	NI
Lauderdale	8.58	2.10
Vadnais Heights	7.93	2.98
Little Canada	7.52	10.30
Arden Hills	19.46	2.55
Falcon Heights	14.67	3.70
Mounds View	12.03	3.36
Shoreview	6.63	1.56
North St. Paul	13.87	2.60
New Brighton	11.77	1.54
White Bear Lake	18.85	3.19
Maplewood	20.75	7.38
Roseville	14.72	3.40
Saint Paul	32.74	27.17

\*Source: Report of the State Auditor of Minnesota, For the Fiscal Years Ended During the Period July 1, 1972 to June 30, 1973.

\*\*Not Included

**PER CAPITA EXPENDITURES (In Dollars)\***

Cities by Population	Highway Construction	Highway Maintenance	Highway Lighting	Snow Removal	Other Outlays	Highway Total
Gem Lake	NI**	NI	NI	NI	NI	NI
North Oaks	NI	NI	NI	NI	NI	NI
Lauderdale	35.05	1.07	.07			36.84
Vadnais Heights		1.72	.30			2.02
Little Canada	56.06	5.46	.70			62.22
Arden Hills	8.36	5.78	.17		3.24	17.55
Falcon Heights		3.81	1.57		.05	5.43
Mounds View	19.20	1.93	.76	1.13	.22	23.24
Shoreview	2.64	10.45			2.64	15.72
North St. Paul	24.26	6.81	1.62	1.85	.86	35.41
New Brighton	10.91	5.01	1.09		.38	17.38
White Bear Lake	11.95	6.37			.87	19.20
Maplewood	11.96	10.02	.83		.88	23.69
Roseville	23.13	7.76				30.89
Saint Paul	11.36	10.27	2.93	3.70	2.89	31.15

\*Source: Report of the State Auditor of Minnesota for the Fiscal Years Ended During the Period July 1, 1972 to June 30, 1973.

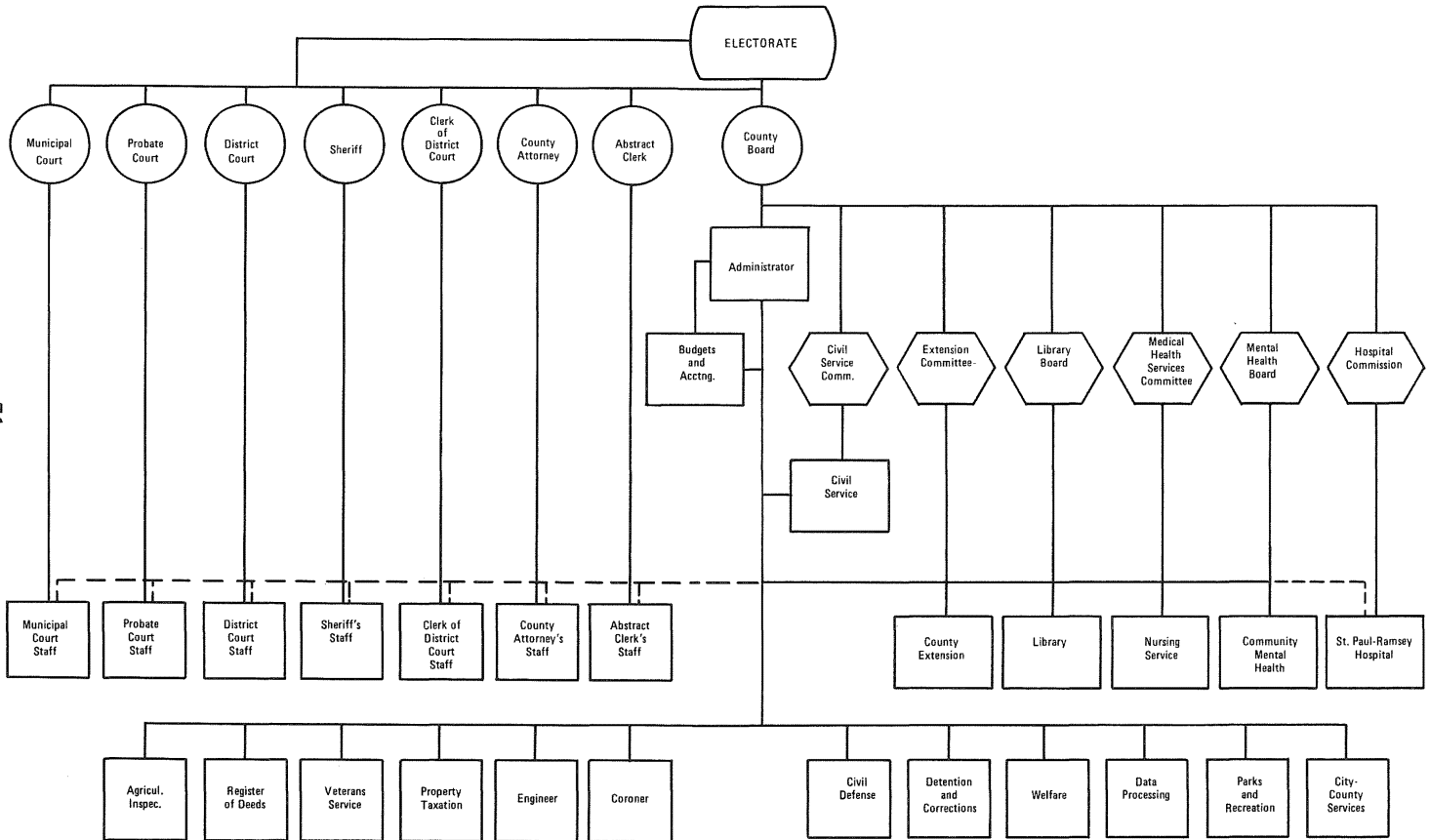
\*\*Not Included

**APPENDIX I**

**A-95 REVIEW BY METROPOLITAN COUNCIL: PROGRAMS BY MUNICIPALITY**

Cities by P Cities by Population	Sewer System	Park Programs	Land Use Plan	Comprehensive Plan	Water System	School Programs	Environmental Assessments	Maplewood Mall	Housing
Gem Lake	1								
Lauderdale	1		1			1			
North Oaks	1			1					
Vadnais Heights	2			1	1				
Falcon Heights	1								
Little Canada	3				1			1	
Arden Hills	1				1				
Town of White Bear	2			2	1				
North St. Paul	2	3						1	1
Mounds View	1	2				1			1
Shoreview	5	2		2					
New Brighton	1	6		1					
White Bear Lake	1	3		2		1	1	1	
Maplewood	3	1		1				1	1
Roseville	1	3							

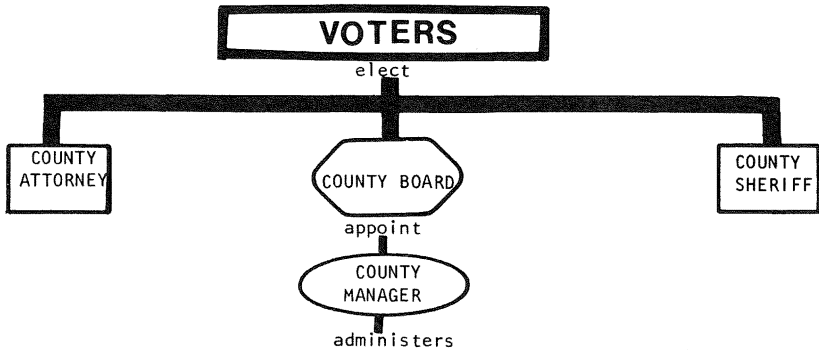
RAMSEY COUNTY GOVERNMENT



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## APPENDIX K

### County Manager Plan



COUNTY DEPARTMENTS - including the functions of the offices of Auditor, Treasurer, and Register of Deeds which are abolished under this plan. The Manager would also appoint a County Counsel if the county adopts this option.

#### FEATURES OF PLAN

1. County Manager is appointed by the County Board for an indefinite time solely on the basis of his training, experience and administrative qualifications. He may be removed from office at any time by the County Board, but after one year of service, he may demand written charges and a public hearing.
2. The offices of Auditor, Treasurer and Register of Deeds are abolished while the offices of Coronor and Surveyor are made appointive.
3. No administrative boards can be appointed by the County Board except for activities jointly administered with another jurisdiction. Advisory committees may be appointed by the County Board and created by the Manager.
4. The County Manager performs all duties of an administrative or executive nature vested in or imposed upon the County Board. By resolution of the County Board the Manager may also serve as the head of any department for which he is qualified.
5. The Manager exercises the personnel responsibilities of the County Board.
6. The Manager attends all County Board meetings with the right to take part in all discussions but not to vote.
7. The Manager prepares and submits to the Board an annual budget and a five - year capital improvement program.
8. The County Board shall control the administration of the county through the Manager.

\*Keyes, Ralph T., *Minnesota Counties*. Association of Minnesota Counties, Saint Paul, July 1973, p. 21.



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