

# **ANNUAL REPORT 1958**

**TWIN CITIES METROPOLITAN PLANNING COMMISSION**

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STATE OF MINNESOTA

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## I. PURPOSE

This report has been prepared in accordance with the requirements of Chapter 468, Section 9, Minnesota Laws of 1957, which provides: "The Commission shall make an annual report of its activities to the governing bodies of the governmental units and to the public in its metropolitan area." For convenience, this report is deliberately brief, and is limited to conveying in summary the highpoints of the Commission's activities during 1958. (See appendices for further details about the Commission and its activities and for a bibliography of Commission records, reports, and research material available for reference at the Commission office.)

## II. BACKGROUND

The Metropolitan Planning Commission was created by an act of the Minnesota Legislature April 17, 1957, for the purpose of providing research and advice concerning the growth and development problems in the metropolitan area made up of Anoka, Dakota, Hennepin, Ramsey, and Washington counties. The Commission had its first organizational meeting June 19, 1957, at which Professor C. C. Ludwig was elected temporary chairman. He was also elected chairman of a steering committee which prepared a plan of organization and recommended a set of by-laws that were considered and adopted at the September 11th meeting of the Commission as a whole. At that time the following permanent officers were elected to serve until June 1958: C. C. Ludwig, Chairman; P. C. Bettenburg, Vice Chairman; Mrs. A. V. Maki, Secretary-Treasurer. After distributing its proposed 1958 budget to the governmental officials of the metropolitan area and after a public hearing held September 30, 1957, the Commission adopted the budget and certified the levy of 1/10 mill on each of the five counties. As the levy was not expected to produce income before the spring of 1958, a number of private organizations contributed money to the Commission so that staff operations could get under way prior to receipt of its tax revenues (see Appendix K).

C. D. Loeks, Planning Director in Saint Paul, was chosen as the Commission's first Director, September 11, 1957. The Commission adopted a tentative schedule of positions and salaries in December 1957, and the Director was authorized to start recruitment of a paid professional staff. Mr. Loeks assumed his duties as Director February 1, 1958, with temporary headquarters in the State Capitol Building.

### III. 1958 IN REVIEW

During the period February 15 to June 1, 1958, the Ford Foundation made it possible, at no public expense, for Mr. Loeks to visit 18 major metropolitan areas in the United States, for the purpose of reviewing their metropolitan planning programs. Because of the obvious benefits of these studies to the Commission's program, Mr. Loeks was granted leave to make the trips.

In a pamphlet published by the Commission early in 1958 entitled, "Twin Cities Metropolitan Planning Commission," the Commission described its 1958 work program objectives in terms of filling the role of "a supplement . . . to the many planning activities which are under way in the metropolitan area, emphasizing, of course, those conditions which are area-wide in effect." The report further stated: "To be effective in this cooperative, coordinative and advisory role, the Commission intends to get started as soon as possible on some of the basic research" needed to develop plans which would respond to area-wide problems. The Commission pamphlet warned against quick solutions to area-wide problems, stating that the development of good plans for the area must be based on careful, factual studies of existing conditions and trends.

This statement also established the Commission's basic intent to work primarily with local governmental officials in the area, although recognizing that good planning for the area also needs the cooperation of the citizens and civic agencies. This statement solicited suggestions of cooperation from all interested parties.

In March 1958, the Commission adopted a tentative work program that identified the work of the Commission as being divided into two general stages: Stage I, a four-year program of organization, basic research, and plan preparation; Stage II (after four years), a continuing program of research, refinement of plans, and plan implementation.

The year 1958 marked the completion of the organization portion of Stage I of the Commission's work program, with a substantial beginning made on the basic research phase. Accomplishments included:

- 1) Assembly of a full time staff of 10 persons;
- 2) Establishment of permanent quarters in the Griggs-Midway Building, University at Fairview, Saint Paul, May 1958;
- 3) The conducting of three "educational meetings" with interested officials and citizens in the area concerned with aspects of development programs in the area;

- 4) A continuing educational program about the Commission's objectives (85 meetings, 23 speeches or talks - see Appendix C);
- 5) Assistance to local communities in organizing local planning programs;
- 6) The development of a two-year program of accelerated research and planning to be financed in part by a planning assistance grant from the Housing and Home Finance Agency under Section 701 of the National Housing Act of 1954; the Commission budget for 1959, adopted in September 1958, was distributed before adoption to all local communities in the metropolitan area and reflects this program (see Appendix G);
- 7) Granting of Carver County's request to join the Commission, September 1958;
- 8) Publication of the Commission's first research report, "The Challenge of Metropolitan Growth," which summarized major findings about problems of the area and transmitted for public review the Commission's proposed work program.

#### IV. HOW THE COMMISSION FUNCTIONS

The Commission's by-laws, adopted at its meeting of September 11, 1957, provides that the Commission meet quarterly to consider the work of its Executive Committee and its four standing committees (see Appendix B, Commission Officers and Committees). The Executive Committee consists of nine persons: the three officers of the Commission, chairmen of the three standing committees, and three members at large elected by the Commission.

The Executive Committee meets monthly to provide policy direction to routine activities. It also initiates recommendations or acts on recommendations of the Director and the standing committees before consideration by the full Commission.

The Administration Committee met six times during 1958, preparing recommendations to the Executive Committee concerning personnel policy, by-laws, budget, and finance.

The Intergovernmental and Public Relations Committee met five times during 1958, concentrating on the "coordination" function of planning, with particular emphasis on developing and promoting methods of cooperation between units of government, creating a wider understanding of intergovernmental problems, and conveying general information and education to the public about planning and the Commission's work.

Among the projects undertaken by this committee were the sponsorship of three educational meetings, where citizen and governmental leaders from the entire area met to consider such problems as highways, sewerage, and water pollution.

The Planning and Research Committee met eight times during 1958 to review and coordinate the research activities of the Commission. A major project of this committee was the development of the application for planning assistance funds from the Housing and Home Finance Agency to supplement the Commission's funds for planning and research during the year 1959. The basic work program which was developed to document this application actually constitutes the work program objectives of the Commission for the years 1959 and 1960. If this work proceeds on schedule, Stage I, identified in the Commission's original program of March 1958 as being conducted in four years, will be compressed into a total of three years, with completion coming in early 1961. At this time, research and planning will have been completed on some of the major problems confronting the metropolitan area. Another major project of the Planning and Research Committee was the review of the Commission's first staff report, "The Challenge of Metropolitan Growth."

#### V. 1959 WORK PROGRAM

The 1959 work program will consist of an intensification of the basic research and planning program initiated under Phase I in 1958. This is made possible by a federal planning assistance grant of \$50,000 which was applied for in August 1958 and approved February 28, 1959. The studies outlined in the following passages are characterized by intensive basic research on some of the more important problems confronting the metropolitan area. At the same time, the Commission intends to work with the communities in the area, encouraging the development of more effective local planning programs through local governmental cooperation and the establishment of development districts.

The Commission is also working with such area-wide functions as the State Highway Department, the Minneapolis-Saint Paul Sanitary District, the Metropolitan Airport Commission, the Twin Cities Mosquito Control District, and other area-wide services. Some of the studies identified in the material that follows will function to supplement work being undertaken by existing agencies and will be conducted collaboratively. Other studies represent initial research on subjects that are not being touched by other agencies.

## METROPOLITAN STUDIES

The studies to be undertaken in 1959, expressed in terms of the basic questions that they will be aimed at answering, are listed below. They will be continued in 1960, and, as they are completed, new studies of other problems will be initiated.

Population and Housing Analysis. What will be the number and distribution of future population by subareas? What kind of housing will be needed, and how much land should be provided for this growth?

Land Suitability Analysis. How might the vacant land in the path of urban expansion best be used?

Land Use and Zoning Analysis. How is the land in the area presently being used and regulated, and what existing characteristics of use have a bearing on future land use?

Economic Base Study. What is the role and function of the Twin Cities Metropolitan Area in the economic region of which it is a part? How will future economic growth affect urban growth?

The last three studies deal with functional problems:

Water Supply and Distribution Study. What must the area do to assure an adequate supply and proper distribution of water in the future?

Sanitary Sewer and Storm Drainage Study (in cooperation with the Minneapolis-Saint Paul Sanitary District). What must the area do to make provision for sanitary sewers and storm drainage? How will future urban development influence these plans?

Metropolitan Transportation Study. What should the area do to assure maximum coordination in the planning of various forms of transportation in relation to future land use and community development?

## LOCAL PLANNING

The metropolitan studies outlined above will be prepared in such a way as to be of maximum usefulness for local planning purposes. While the Metropolitan Planning Commission does not presently have the resources to comply with requests to prepare plans for local communities, it will assist planning at the local level by conveying general advice concerning organization, procedures, and standards of community development (zoning, subdivision regulations, and others).

With the area broken up into 118 municipalities and 62 townships, many municipalities lack adequate land area and financial resources to undertake effective local planning. One of the most important aspects of the Commission's relations with the communities of the area concerns the encouragement of the formation of planning and development districts to function as vehicles for local planning, which would be undertaken cooperatively by groups of communities. The Commission is presently working with communities interested in the identification of appropriate geographical areas for the establishment of such districts.



APPENDIX A - TWIN CITIES METROPOLITAN PLANNING COMMISSION

CENTRAL CITIES MAYORS

Joseph Dillon, Mayor, Saint Paul  
Arnett W. Leslie, President,  
Minneapolis Planning Commission  
(Representative appointed by Mayor  
P. K. Peterson, Minneapolis)

CENTRAL CITIES COUNCIL  
REPRESENTATIVES

Robert F. Peterson, Commissioner of  
Public Safety, Saint Paul  
Kent B. Youngdahl, Alderman,  
Minneapolis

SUBURBAN MUNICIPAL REPRESENTATIVES

P. C. Bettenburg, Architect and  
Engineer, Lakeland  
Frank Breen, Manufacturer  
Columbia Heights  
F. Robert Edman, Former Mayor,  
Mendota Heights  
Russell Fernstrom, Former Mayor,  
Saint Louis Park  
Mrs. Rolland Hatfield, Roseville  
H. O. Kallestad, Mayor, Wayzata

TOWNSHIP REPRESENTATIVES

Walter Larson, Chairman,  
East Oakdale Township Board  
Bryan D. McGroarty, Chairman,  
Inver Grove Township Board

SCHOOL DISTRICT REPRESENTATIVE

\*Richard J. Parish, Member,  
Robbinsdale School Board

\*Resigned as of January 1, 1959,  
because he became a member of the  
State Legislature; replaced by Paul  
Swensson, Chairman, Hopkins School  
Board, March 4, 1959

COUNTY BOARD REPRESENTATIVES

\*\*Edward Borak, Commissioner,  
Carver County  
\*\*\*William E. Carlson, Commissioner,  
Ramsey County  
H. E. Palmer, Ass't District Engineer,  
Saint Paul Park, Dakota County  
Howard W. Perkins, Surveyor,  
Hennepin County  
O. R. Van Wirt, Mayor, Forest Lake,  
Washington County  
Everett S. Vevea, Ass't District  
Highway Engineer, State Aid,  
Anoka County

SPECIAL DISTRICT REPRESENTATIVES

Kerwin L. Mick, Chief Engineer and  
Superintendent, Minneapolis-  
Saint Paul Sanitary District  
Fred T. Paul, Commissioner,  
Metropolitan Airports Commission

CITIZENS APPOINTED BY GOVERNOR

Otto G. Bonestroo, Consulting  
Engineer, Falcon Heights  
E. E. Engelbert, Businessman,  
Saint Paul  
C. C. Ludwig, University of Minnesota  
Faculty, Minneapolis  
Mrs. A. V. Maki, North Saint Paul  
Stephen J. Nehotte, Labor Business  
Representative, Richfield  
Joseph Robbie, Attorney, Minneapolis  
Adolf T. Tobler, Labor Business  
Representative, Saint Paul

\*\*September 1958; replaced by Julius  
Smith, Attorney, February 1958  
\*\*\*Replaced by Edward Salverda,  
Commissioner, January 1959

APPENDIX B - COMMISSION OFFICERS AND COMMITTEES

To June 4, 1958

OFFICERS: C. C. Ludwig, Chairman; P. C. Bettenburg, Vice Chairman;  
Mrs. A. V. Maki, Secretary-Treasurer

EXECUTIVE COMMITTEE

C. C. Ludwig, Chairman; P. C. Bettenburg, Vice Chairman; Mrs. A. V. Maki,  
Secretary-Treasurer; F. Robert Edman, Russell Fernstrom, Adolf T. Tobler,  
Joseph Dillon, Everett S. Vevea, Kent B. Youngdahl

ADMINISTRATION COMMITTEE

F. Robert Edman, Chairman; Frank Breen, William Carlson, H. E. Palmer,  
Robert Peterson, Mrs. A. V. Maki

INTERGOVERNMENTAL AND PUBLIC RELATIONS COMMITTEE

Russell Fernstrom, Chairman; Joseph Dillon, Bryan D. McGroarty, R. J. Parish,  
O. R. Van Wirt, E. S. Vevea, Kent B. Youngdahl, C. C. Ludwig

PLANNING AND RESEARCH COMMITTEE

Adolf T. Tobler, Chairman; O. G. Bonestroo, E. E. Engelbert, Mrs. R. Hatfield,  
H. O. Kallestad, Walter Larson, Arnett W. Leslie, Kerwin Mick, S. J. Nehotte,  
Fred Paul, H. W. Perkins, Joseph Robbie, P. C. Bettenburg

From June 4, 1958

OFFICERS: C. C. Ludwig, Chairman, Adolf T. Tobler, Vice Chairman;  
Mrs. A. V. Maki, Secretary-Treasurer

EXECUTIVE COMMITTEE

C. C. Ludwig, Chairman; Adolf T. Tobler, Vice Chairman; Mrs. A. V. Maki,  
Secretary-Treasurer; P. C. Bettenburg, Mrs. Rolland Hatfield, H. O. Kallestad,  
F. Robert Edman, Arnett W. Leslie, Everett S. Vevea

ADMINISTRATION COMMITTEE

P. C. Bettenburg, Chairman; F. Breen, William Carlson (to January 1959), H. E.  
Palmer, Robert Peterson, Ed Salverda (from January 1959), Mrs. A. V. Maki

INTERGOVERNMENTAL AND PUBLIC RELATIONS COMMITTEE

H. O. Kallestad, Chairman; J. Dillon, F. R. Edman, R. Fernstrom, Bryan McGroarty,  
R. J. Parish (to January 1959), Julius Smith (from February 1959), O. R. Van Wirt,  
Everett S. Vevea, Kent B. Youngdahl, C. C. Ludwig

PLANNING AND RESEARCH COMMITTEE

Mrs. Rolland Hatfield, Chairman; O. G. Bonestroo, E. E. Engelbert, Walter  
Larson, A. W. Leslie, Kerwin Mick, S. J. Nehotte, Fred T. Paul, H. W. Perkins,  
Joseph Robbie, Adolf T. Tobler

APPENDIX C - 1958 MEETINGS

Metropolitan Planning Commission . . . . .	5
Executive Committee . . . . .	11
Administration Committee . . . . .	6
Intergovernmental Relations Committee . . . . .	5
Planning and Research Committee . . . . .	8
Educational . . . . .	3
Conferences with interested citizens or officials .	62
Talks before citizen groups . . . . .	23

APPENDIX D - COMMISSION STAFF

C. D. Loeks, Director, February 1, 1958  
 Helen Backlin, Secretary, February 1  
 John E. Vance, Assistant Director, February 16  
 Edward G. Maranda, Planner II, March 1  
 Myndel Rotstein, Junior Clerk Typist, March 12  
 R. A. Conrad, Sr. Planning Technician, May 16; resigned December 3  
 Clement D. Springer, Planner II, June 1  
 Erik P. Rocks, Planner III, October 1  
 Fred Kedney, Senior Plannint Technician, October 8  
 Curtis E. Olsen, Junior Planning Technician, December 17  
 Kermit V. Crouch, Junior Planning Technician, January 1, 1959

APPENDIX E - ALLOCATION OF STAFF TIME BY FUNCTION

	<u>March 6-June 3</u>	<u>June 4-December 31</u>
Administration	43%	26%
Planning and Researchq	39%	60%
Intergovernmental Relations	18%	14%
Number of working days, March 6 - December 31, 1958 . . . . .		207
Metropolitan Planning Commission staff days . . . . .		1682
March 6 - June 3, 1958: 310		
June 4 - December 31: 1372		

APPENDIX F - STATEMENT OF BUDGET ESTIMATES, REVENUE  
AND EXPENDITURES FROM JANUARY 1, 1958 TO JANUARY 1, 1959

REVENUE	<u>Budget Estimate</u>	<u>Actual Revenue</u>	<u>Balance of Estimate</u>
Real and personal property taxes from the five counties	\$ 84,250.00	\$72,900.80	\$11,349.20
Contributions and donations	<u>20,000.00</u>	<u>14,325.00</u>	<u>5,675.00</u>
Total	<u>\$104,250.00</u>	<u>\$87,225.80</u>	<u>\$17,024.20</u>
EXPENDITURES	<u>Budget Estimate</u>	<u>Actual Expenditures</u>	<u>Unencumbered Balance</u>
Salaries	\$ 52,750.00	\$47,355.34	\$ 5,394.66
Consultants' Fees	5,000.00	450.00	4,550.00
Travel expenses	2,000.00	1,762.14	237.86
Memberships, subscriptions, library	1,000.00	780.02	219.98
Reimbursement of Commission members' expenses	1,000.00	561.21	438.79
Mapping and printing	4,000.00	4,495.77	495.77*
Miscellaneous office expenses	12,000.00	13,025.59	1,025.59*
Contingencies	<u>26,500.00</u>	<u>                    </u>	<u>26,500.00</u>
Total	<u>\$104,250.00</u>	<u>\$68,430.07</u>	<u>\$35,819.93</u>
Actual Revenue		\$87,225.80	
Actual Expenditures		<u>68,430.07</u>	
Cash on hand		<u>\$18,795.73</u>	

Addendum as of March 4, 1959

1958 taxes received since January 1, 1959	\$ 14,646.36	
1958 encumbrances paid in 1959	<u>1,647.04</u>	
Balance		\$12,999.32
Cash balance at December 31, 1958		<u>18,795.73</u>
Total available for 1959 budget purposes		<u>\$31,795.05</u>

\* Overdraft items

APPENDIX G - BUDGET FOR 1959

Estimated Receipts and Balance for the Year 1959

Estimated receipts from 1/10 mill tax levy . . . . .	\$ 85,500
(based on 1957-58 valuations)	
Federal grant applied for under 701 of National . . . . .	
Housing Act 1954 . . . . .	68,500
Balance in revolving fund from donations . . . . .	14,325
Possible contributions toward Commission's work . . . . .	Indefinite
Possible reimbursement for local planning work done on a reimbursement basis, pursuant to the provisions of the statute (Section 6, Subdivision 3) . . . . .	Indefinite
Estimated balance from 1958 tax levy . . . . .	<u>14,500</u>
 Total, not including indefinite estimates . . . . .	 <u>\$182,825</u>

Estimated Disbursements

Object Classification of Expenditures for Commission Operation, 1959

Salaries . . . . .	\$114,000
Consultants . . . . .	10,000
Travel . . . . .	5,500
Services, Supplies, and Equipment . . . . .	22,000
Contingencies . . . . .	<u>17,000</u>
	\$168,500
Expenditures of reimbursable and unanticipated funds . . . . .	Indefinite
Use of reimbursable funds for working capital between tax settlements . . . . .	<u>14,325</u>
 Total . . . . .	 <u>\$182,825</u>

APPENDIX H - POPULATION AND TAX BASE

	1950 Population (or special or incorporation census later)	Taxable Valuation (1958 for 1959)
<b>ANOKA COUNTY</b>		
Municipalities	32,209	\$ 19,318,536
Towns	<u>5,177</u>	<u>2,139,193</u>
County Total	37,386	\$ 21,457,729
<b>CARVER COUNTY</b>		
Municipalities	7,645	\$ 3,554,868
Towns	<u>10,510</u>	<u>8,255,128</u>
County Total	18,155	\$ 11,809,996
<b>DAKOTA COUNTY</b>		
Municipalities	37,715	\$ 25,839,744
Towns	<u>11,874</u>	<u>19,502,853</u>
County Total	49,589	\$ 45,342,597
<b>HENNEPIN COUNTY</b>		
Minneapolis	521,718	\$391,308,825
Other Municipalities	188,230	162,655,191
Towns	<u>9,632</u>	<u>3,551,988</u>
County Total	719,580	\$557,516,004
<b>RAMSEY COUNTY</b>		
Saint Paul	311,349	\$233,918,000
Other Municipalities	55,531	48,141,470
Towns	<u>8,002</u>	<u>1,160,715</u>
County Total	374,882	\$283,220,185
<b>WASHINGTON COUNTY</b>		
Municipalities	21,068	\$ 10,565,940
Towns	<u>14,652</u>	<u>10,290,767</u>
County Total	35,720	\$ 20,856,707
<b>SIX-COUNTY SUMMARY</b>		
Two Central Cities	833,067 67.4%	\$625,226,825 66.5%
Other Municipalities	342,398 27.8%	270,075,749 28.7%
Towns	<u>59,847 4.8%</u>	<u>44,900,644 4.8%</u>
	1,235,312	\$940,203,218

APPENDIX J - 1958 BIBLIOGRAPHY

Material Distributed to Local Governmental Officials, Planning Com-  
missions and Other Interested People in the Twin Cities Metropolitan Area

Twin Cities Metropolitan Planning Commission (pamphlet on  
organization), February

Preliminary Planning and Research Data Release No. 1, July 14  
Map, Townships and Incorporated Areas, July 14

Research Advisory Bulletin No. 1, August 4; No. 2, October 22

Preliminary Planning and Research Data Release No. 2, October 17  
Map, Metropolitan Area Growth

MPC Newsletter, Vol. I No. 1, November

Report Number One, "The Challenge of Metropolitan Growth," December  
Map, Predominant Land Use 1958

Documents Available at the Metropolitan Planning Commission Office

Commission Meeting Minutes

Executive Committee Meeting Minutes

Administration Committee Meeting Minutes

Intergovernmental Relations Committee Meeting Minutes

Planning and Research Committee Meeting Minutes

Educational Meeting Data

Resolutions:

Statement of Commission's Position Relative to the Organisation of  
Voluntary Councils for the Purpose of Facilitating Effective Planning  
and Intergovernmental Cooperation in the Twin Cities Metropolitan  
Area, March 5

Resolution Urging Congress to Continue Appropriations for Community  
Planning Assistance Under Section 701, Title VII of the National  
Housing Act, March 5

A Resolution Authorizing the Executive Committee to Submit an  
Application to the H. H. F. A. for a Federal Grant Under Section 1  
of the National Housing Act, March 5

A Resolution Outlining the Policy of the Twin Cities Metropolitan Planning Commission in Rendering Planning Assistance to Local Units of Government in the Twin Cities Metropolitan Area and Consenting to Such Assistance on the Part of the State Department of Business Development , March 5

A Resolution Authorizing a Change in the By-Laws of the Commission for the Purpose of Establishing a Legal Name for the Commission , June 4

A Resolution Admitting Carver County to the Twin Cities Metropolitan Planning Commission , September 3

Resolution Approving the Amendment of an Application for a Planning Assistance Grant Under Section 701 of the National Housing Act , Designated by H. H. F. A. as Minn. P-3 , September 24

Resolution Establishing the Dollar Amount of the Ramsey County Pro Rata Share of the 1959 Budget of the Twin Cities Metropolitan Planning Commission , December 10

Monthly Financial Statements

Director's Quarterly Reports

Wednesday Morning Reports

Statement on Office Procedures

Personnel Policy , April 13

Work Programs: Toward a Work Program for Planning , February 28

1959 Work Program and Proposed Budget , August 19

#### APPENDIX K - CONTRIBUTIONS AND DONATIONS

The Metropolitan Planning Commission acknowledges financial assistance, permitting its work to get under way prior to receipt of its tax revenues, from the following sources:

The Dayton Company

The First National Bank of Saint Paul

The Hamm Foundation

Louis W. and Maud Hill Family Foundation

The Minneapolis Clearing House Association

Minneapolis Gas Company

Minneapolis-Honeywell Regulator Company

Minneapolis Star and Tribune Company

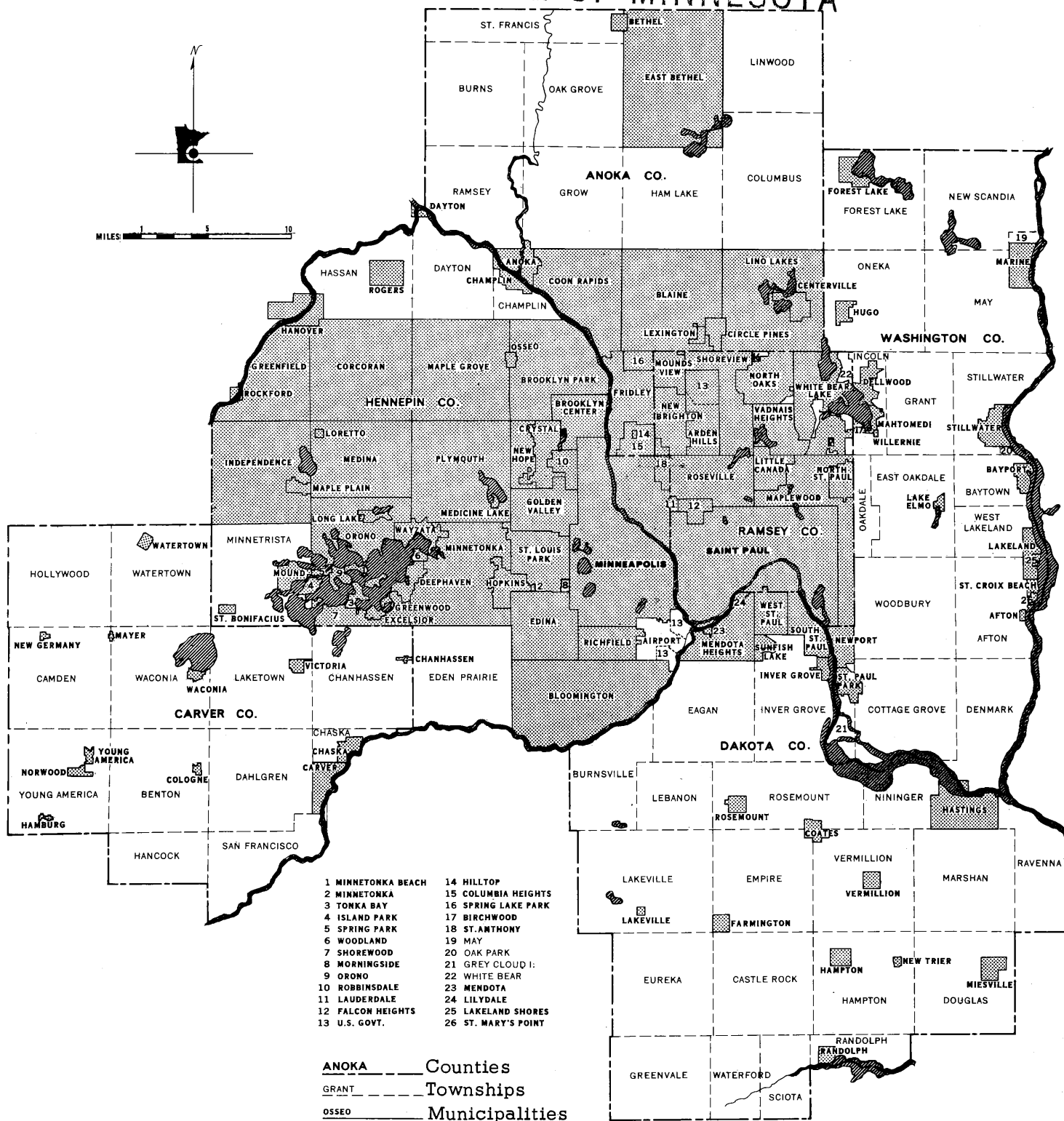
Northern States Power Company

St. Paul Dispatch-Pioneer Press

The Twin City Federal Savings & Loan Association



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## TOWNSHIPS AND INCORPORATED AREAS, 1959

TWIN CITIES METROPOLITAN PLANNING COMMISSION