

1979 ANNUAL REPORT

To the Minnesota State Legislature



CHAIRMAN'S MESSAGE

Headlines can be deceiving.

A casual skimming of last year's news regarding the Metropolitan Council could easily lead one to conclude that most of the agency's time and resources were expended on a few select issues.

Indeed, the Council's review of the Minneapolis domed stadium project was time-consuming and controversial.

So were certain other matters: the Fairview Community Hospitals proposal for a new suburban facility in Burnsville; the drawn-out interagency negotiations over curbing air and water pollution caused by the Pig's Eye sewage treatment plant; the Council's recommendations regarding the St. Paul Downtown People Mover.

Yet, as amply documented in this annual report to the Minnesota Legislature, the great bulk of Metropolitan Council work in 1979 involved other regional issues — issues that seemed more mundane and less controversial in character, but which nonetheless were significant to the people of the Twin Cities Region and which were very much in keeping with the Council's long-range planning and coordinating responsibilities.

In the environmental area, for example, the Council completed months of study and discussion with adoption of new regional policy plans in two major fields: the management of water quality in the Region's lakes and rivers, and management of the mounting volumes of trash, diseased trees, and other solid wastes being generated in the Seven-County Metropolitan Area.

Six other regional plans or plan components, each of which also required extensive study and debate, were also approved by the Council last year.

Increasingly, particularly in the second half of 1979, the Council turned its attention to the demanding task of carrying out a landmark 1976 state law, the Metropolitan Land Planning Act. By year's end, the Council had received and reviewed but a handful of the more than 240 long-range plans the law requires each local government in the Seven-County Area to prepare. The Council has laid the groundwork, however, for rapid and equitable review of the remaining local plans in 1980, the end of the statutory three-year process designed to bring about — for the first time in this country — a meshing of local and regional planning on a metropolitan-wide basis.

This annual report contains more, much more, about the priorities, programs, finances, intergovernmental relationships and other activities of the Metropolitan Council. I invite you to read on.

In conclusion, I would be remiss if I did not express, on behalf of the Metropolitan Council, a heartfelt "Thank You" to the more than 300 people for their invaluable assistance over the past 12 months as members of committees and task forces.

A handwritten signature in cursive script, reading "Charles R. Weaver".

Charles R. Weaver, Chairman



SOLID WASTE

Recycle It! Recover It!

At first glance, it's a very efficient system. Put the garbage and trash out on Monday morning and forget about it. Some time during the day, the bags are collected, hauled, dumped somewhere and covered, at a cost to the consumer of only a few dollars a month.

But the appearance of efficiency masks a massive system of waste, a system the Metropolitan Council says has to change, and change in the direction of the new regional solid and hazardous waste plan adopted by the Council in 1979.

Underlying the plan is the knowledge that first, the Region does not have enough space for another decade of reliance on landfills for disposal of solid waste, and second, that trash contains too much energy and reuse potential to be thrown away.

The new Council solid waste plan calls for developing a solid waste system in the Region that shifts from landfill disposal to other types of recycling and disposal alternatives.

In order of priority, they are:

1. Industrial, commercial and residential "generators" of solid waste should reduce consumption of energy and raw materials where possible.
2. Large-scale programs to separate paper, glass, metals and other waste for recycling should be put into effect.
3. Where conservation and separation for recycling are not possible, waste facilities to reclaim energy should be constructed.

To the extent that the above actions do not replace the need for landfills, additional sanitary landfills will be needed.

The Council's plan is based on estimates of the amount of landfill space that the Area's counties will need to provide in the next decade, assuming no recycling. The capacity "need" will be reduced to the extent the counties are successful in developing waste reduction or recycling programs.

In addition, the plan contains policies under which the counties in the Region are carrying out tree waste disposal programs. The plan has a goal: the safe disposal of diseased trees to control the Dutch elm disease epidemic and reuse of the trees for other purposes.

The diseased tree program was in its third year in 1979. Each county has or will shortly make arrangements to cease the open burning and landfilling that have been employed as temporary measures. In their place, the counties have been developing sites and facilities that prepare the wood for other uses, such as wood chips, firewood and mulch. In 1979, approximately 30 percent of the wood was salvaged for reuse. Next year, the figure should jump to 70 percent.

The solid waste plan was adopted in March of 1979. Since that time, the

Council has been assisting the counties in developing county plans that will carry out the Council's regional plan. County planning during this period is critical to the implementation of the regional plan.

The recent history of planning large-scale efforts to capture and use the energy and resource potential of trash has yet to show any tangible results.

No new landfill has been sited in the Region since 1971. Proposals to locate landfills to be used in the 1980s have encountered stiff public opposition.

In addition to technical assistance to counties, the Council sponsored conferences on the "how to get started" aspects of recycling efforts from the neighborhood level to large-scale resource recovery facilities. The Council, as a public service, published two editions of *Recycle It!*, a directory of locations where the public can take materials for recycling.

The new plan makes reference to the hazardous waste problem, but does not contain planning recommendations. Through the Council's Solid and Hazardous Waste Advisory Committee, the Council is continuing to look at the Region's hazardous waste problem.

1980 Activities

The Council will review county solid waste master plans prepared to carry out the regional solid waste plan. The review is expected to begin in mid-year to coincide with review of county comprehensive land use plans prepared under the Metropolitan Land Planning Act.

The Council will continue to provide technical assistance to counties and others developing solid waste disposal and resource recovery facilities.

Solid and Hazardous Waste Advisory Committee

A 26-member advisory committee assisted the Council in formulating the plan. The committee is made up of citizens and representatives of governmental agencies and businesses concerned with solid waste disposal.

Committee members who served in 1979 are: Bruce Nawrocki, chair; Dale Bacon, Stanley Cowle, John Crump, John Curry Jr., Louis Demars, Scott Dickman, Floyd Forsberg, Edward Gregory Sr., Jean Irvine, Rodney Kager, Barbara Kelley, Charles Kutter, Bruce Labno, Art Lee, John Leadholm, Barbara Lukermann, Mertyce Mayne, Jesse Miller, Victor Miller, Luther Nelson, Steven Pedersen, Robert Pederson, Frank Rauschnot, Edwin Ross, Richard Schradle, Patrick Scully, Robert Silvagni, Irving Stern, Russell Susag, Fay Thompson, Thomas Troskey, Carol Trusz-Masuda, Dale Wikre, Leroy Wolfe and Doug Wood.

METRO HRA

"Matchmaker, Make Me a Match!"

Many Twin Cities Area citizens need financial assistance if they are to live in decent housing.

And there are a number of federal and state programs to help people get such housing.

The Metro HRA's job is to match them up.

In its role as a Metropolitan Housing and Redevelopment Authority, the Council in 1979 continued administration of a Section 8 rent assistance program, which served 2,770 low- and moderate-income households in 51 communities which have formally decided to participate in the program. Total federal funding was \$7.2 million.

Under the program, eligible families select their own rental units in the private market, and pay no more than 25 percent of their income toward rent. The Metro HRA pays the balance. To qualify for assistance, a rental unit cannot rent for more than the established fair market rent for the size of the unit.

The Metro HRA provides overall administration and coordination of Section 8 program activities.

Municipalities provide direct help to people who apply for assistance. The joint local-regional program is the only one of its kind in the nation.

Using funds provided by the Minnesota Housing Finance Agency, the Council continued its administration of a housing rehabilitation assistance program in 19 communities in the Region. Under the program, rehabilitation grants of up to \$5,000 each are made to low-income homeowners to pay for needed repairs and energy saving improvements.

Under the "rehab" program, 64 low-income homeowners received \$230,000 in 1979. An additional \$250,000 for grants was approved for 1980.

The Metro HRA initiated a new program to improve existing rental units that then would be used in the rent assistance program. The U.S. Department of Housing and Urban Development (HUD) has approved

funding for 50 dwelling units under the Section 8 moderate rehabilitation program. In conjunction with several metropolitan communities, the Metro HRA will help owners rehabilitate the dwellings and then provide rent assistance to eligible households living in those units.

After discussion with HUD and several affected suburban communities, the Council decided to cancel its reservation of funds for construction and management of up to 50 single-family homes for large, low-income families on scattered sites in suburban areas. Although the need for such housing continues to exist, the Council decided it should not own or directly manage housing units in its role as a regional HRA. Instead, the Council decided to investigate alternative programs and funding sources to develop housing for large, low-income families.

1980 Activities

The Council will continue to administer the Section 8 rent assistance and moderate rehab programs, and the state-funded rehabilitation grant program.

In so doing, the Council will be continuing its efforts to help lower-income households find suitable housing where they would like to live in the Region.

Metro HRA Advisory Committee

The committee assists the Council in establishing programs and project priorities for its housing and redevelopment authority activity. It helps the Council obtain joint agreements with local governmental units. The committee is made up of nine members and was formed in 1974.

Members of the committee who served in 1979: Mary Anderson, chair; Elizabeth Buckley, Steven Chavez, Peter Cooper, Mary Kinney, Thomas Lacey, Arthur Peabody, Mary Ann Sudeith and Kenneth Yager.



AIR QUALITY

A New Council Role

In June, the Council adopted an air quality control plan for transportation. The Council action marks the Council's first entry into regional air quality planning. Prior to 1979, the Council performed essentially a monitoring role.

The 1979 plan's focus is on the steps envisioned by 1982 to meet transportation-related air quality standards that year.

It proposes:

1. Making auto traffic in congested areas move more smoothly.
2. Encouraging alternatives to auto use for trips to work.
3. Conducting preliminary tests and study of a possible region-wide vehicle inspection and maintenance program (VIM).

In addition, the plan recommends improvements that will help reduce

pollution from autos, buses and trucks in the Region. These include planned roadway construction, expanded transit service, computerized traffic management and car pooling.

The VIM approach is being studied because even with the implementation of a number of programs to reduce the amount of transportation-based air pollution, it remains unclear if the existing program will be sufficient in and of itself to meet air quality standards set for 1982.

To date, the most serious carbon monoxide problems have been documented in the two downtown areas.

The region has violated the federal eight-hour period carbon monoxide standards many times since the standard was established in 1973. The Region has never violated the one-hour standard.

The transportation control plan has

been approved by the MPCA and was being reviewed by the U.S. Environmental Protection Agency at year's end.

In addition, the Council began steps to carry out the transportation control plan, and assisted by a grant from EPA, initiated several studies to test different options, such as VIM, to reduce transportation-related air pollution.

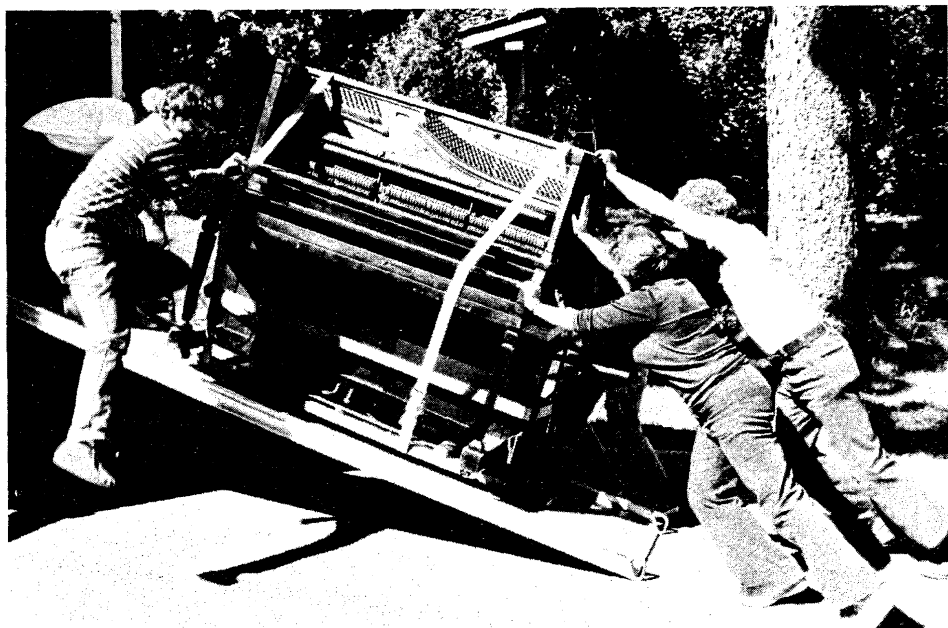
The Council received an air quality technical demonstration grant to develop long-range proposals for air pollution control based on land use planning and the projected growth and development in the Metropolitan Area. A primary concept to be examined is "emission density zoning." This involves establishing allowable levels of air pollution for selected, smaller geographic areas.

Emission density zoning could be a

regulatory or a planning tool. Minneapolis and St. Paul are participating in the study. The cities will provide industrial development projections for 1985 and 1990, and assist in developing emission density limits and a model ordinance that can be used to implement the program.

1980 Activities

The Council will continue its transportation and emission density studies in 1980. The Council will analyze results of work performed by the participating agencies and develop recommendations for amendments to the air quality control plan for transportation. The Council will also evaluate data on the desirability and effectiveness of a vehicle inspection and maintenance program.



HOUSING

Stretching an Already Thin Pot

Regardless of income, race, age or family size, all residents in the Twin Cities Region should have:

- A decent place to live.
- A choice of housing locations.
- Housing they can afford.

Today, there isn't enough lower-cost housing in the Region to meet that basic Metropolitan Council goal.

The Council estimates there are at least 57,000 more lower-income families and elderly people who now need financial help to rent adequate housing. That number is expected to grow to 100,000 in the 1980s. That's in addition to the 34,650 households getting housing subsidies now.

Encouraging and helping communities throughout the Metropolitan Urban Service Area provide more lower-cost housing was the main thrust of the Council's housing program in 1979.

New Allocation Plan

The Council prepared a new three-year regional allocation plan to guide locations and distribution of an estimated \$24 million in federal housing subsidies between 1980 and 1982. The proposed plan, scheduled for adoption early in 1980, establishes four categories of subsidy recipients: families, large families, elderly people, and people with special needs. The latter, a new category, would be used to help communities provide more subsidized housing for handicapped people and needy displaced people, and to undertake financially feasible projects not possible with their initial allocations of funds.

Other proposed changes in the plan would allow certain small rural towns to receive subsidized housing funds; discontinue certain "priority area" designations and encourage all communities with "fair share" goals to achieve them; give greater weight to community needs in allocating Section 8 dollars; and base the community allocations on "dollars" instead of housing "units."

The special needs category and most other changes were requested by citizen groups, local elected officials, and city, state and federal housing agency representatives during development of the plan.

Subsidized Housing "Score"

The Council reported progress toward expanding and diversifying the supply of subsidized housing in an October 1979 report. The report said the central city-suburban split of subsidized housing changed from 90-10 percent in 1971 to 63-37 percent in 1978. The Region's supply of subsidized housing nearly doubled in the same eight years, from 18,736 to 34,650 units.

The Council expects federal subsidies to provide about 2,500 additional subsidized housing units in the Region in 1979.

Federal housing "bonus" funds totaling \$6.3 million awarded to the Region in 1978 for its outstanding housing

opportunity program spurred 1979 development, too. The Section 8 bonus funds will provide rent subsidies for another 891 families. Community Development bonus funds aided in provision of 422 of the 2,500 subsidized units mentioned above.

Long-Range Planning

Longer-term efforts to expand and diversify the Region's lower-cost housing supply through regional planning also were made in 1979. The Council adopted guidelines for reviewing the housing elements of local comprehensive plans, and prepared materials to help communities prepare their plans. The guidelines place high priority on local efforts to provide opportunities for lower-cost housing through modifying zoning, subdivision ordinances, innovation, and through use of subsidy programs.

The Council continued research on escalating housing costs. It conducted studies and published reports on practical ways to keep down housing construction costs, and ways to streamline the housing development approval process. The latter report was the fourth in a series published jointly by the Council and the Association of Metropolitan Municipalities.

A Council study of manufactured housing and mobile homes is underway and will be published in 1980. Council staff is examining health and safety factors, development and financing costs, and cost and availability of mobile home sites throughout the Region.

In response to a 1979 state law, the Council prepared guidelines for review of municipal plans to sell tax-exempt revenue bonds to reduce interest rates on mortgage loans for purchase or development of single-family and multifamily housing. These bonds have the potential of reducing housing finance costs substantially.

Housing Planning in 1980

One priority will be to review the housing elements of local comprehensive plans.

Housing market studies, begun in 1979, will be completed in 1980, and a series of data reports will be published. The reports will analyze trends in housing construction, housing production factors such as financing, labor and materials, and housing occupancy.

The Council plans to revise its review guidelines for subsidized housing applications, local housing assistance plans, and Community Development block grant applications. In addition, it will revise criteria for measuring local housing performance under its Housing Policy 39.

A fifth joint study with the Association of Metropolitan Municipalities will assess the impact of local housing subdivision and engineering standards on housing costs. The Council will continue to look at housing cost issues during the year.

WATER QUALITY

New Plans to Meet New Standards

A new regional water quality plan intended to meet new federal standards was adopted by the Council in March.

The plan focuses on "point-source" pollution; that is, pollution that comes out of a pipe, such as waste from sewage treatment plants and factories.

Under the plan, nine of the 21 sewage treatment plants now owned and operated by the Metropolitan Waste Control Commission (MWCC) would be closed. Eight plants will be expanded and one replaced.

In addition, treatment quality is to be improved at six plants. No further expansion of the Region's three largest plants is proposed.

The plan sets out steps to be taken to dispose or reuse wastes from treatment plants and suggests ways to improve coordination of municipal and private sewer systems with regional policies.

The plan directs the MWCC to conduct a number of so-called "201" studies required by Section 201 of the 1972 federal Clean Waters Act. The 201 activity consists of more detailed planning than that contained in the Council's regional plan. The MWCC studies generally involve physical facilities. They focus on evaluating alternatives for sewerage parts of the Region, but also involve some specialized region-wide studies.

The Council has been monitoring the MWCC studies to help maintain consistency with Council plans.

In September, the Council received a federal grant to develop a "non-point" source pollution abatement plan. Several studies were initiated during the year to measure the impact of such "non-point" sources of pollution as urban and agricultural runoff on water quality. A two-year planning program is envisioned.

During the year, the Council participated in a Minnesota Pollution Control Agency task force looking at the designation of uses for the Minnesota and Mississippi Rivers. The results will be used to evaluate current water quality standards.

In late 1979, the Council was reviewing proposals from independent consulting firms to evaluate the performance of the Metropolitan Wastewater Treatment (Pig's Eye) Plant to see what operational changes could be made or other steps taken to bring the plant up to standards.

The plant was not in compliance with state and federal air and water pollution control requirements during the year, even though an extensive construction program was underway to meet the standards. Agreement with the MPCA over what to do in the meantime was reached after lengthy discussion (see Operation of Metro Plant story).

During the year, the Council approved the following new capital expenditures for the Region's sewer system: 1) installation of controls to computerize the Metro Plant's operations and a secondary power source; 2) construction of a new Hastings treatment plant; 3) a new maintenance and dispatch building at the Seneca Plant; 4) purchase of the Burnsville interceptor sewer as a metropolitan facility; and 5) reconditioning of two metering stations in Minneapolis.

1980 Activities

The study of Metro Plant operations will be completed in the early part of the year. Study results are expected to provide data from which to assess the adequacy of the permit under which the plant operates, and whether any changes are needed in the permit or plant.

The research phase of "non-point" pollution planning will continue throughout the year.

The plans and capital budget of the MWCC will be reviewed for consistency with the Council's overall plan, as will the results and recommendations of MWCC 201 facility planning.

A major task will be to review every community's comprehensive plan to see if they are consistent with regional sewer system planning and other sewer-related regional policies and guidelines.

208 Water Quality Management Advisory Committee

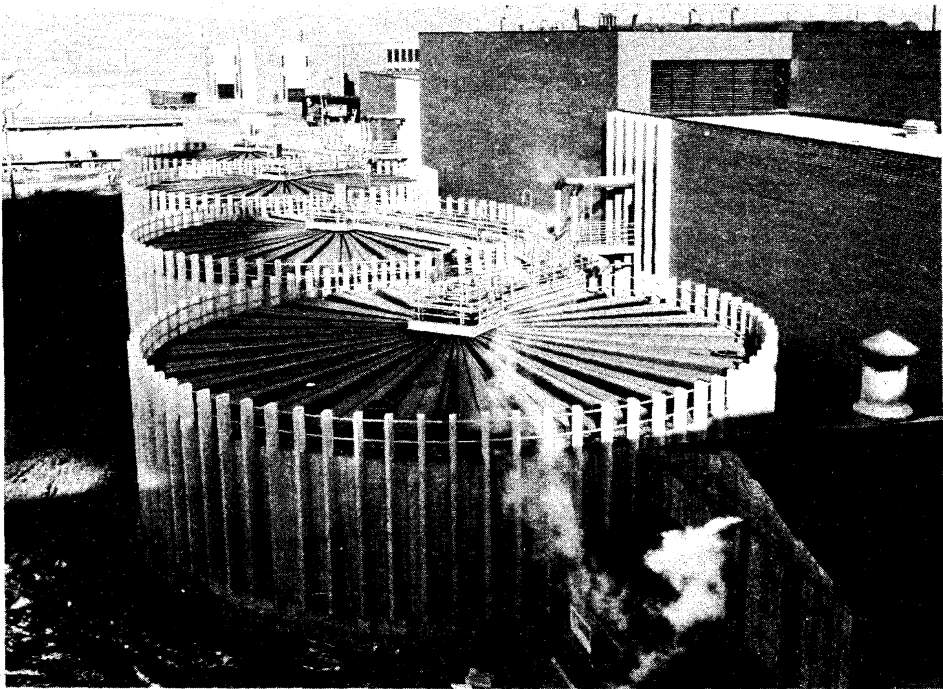
The 33-member committee is advising and assisting the Council in the measurement of the extent of pollution from urban and agricultural runoff and in the development of an abatement plan for non-point source pollution.

Members who served during the year: Alison Fuhr, chair; Thomas Allen, Ian Ball, Ken Carr, Jon Christensen, Milton Christensen, Marilyn Deneen, George Dimke, William Downing, Virginia Harris, Stanley Holmberg, Gary Kaziukewicz, Robert Kruell, Phyllis Letendre, Patricia Maxeiner, John McCall, Mervin Mindess, Allen Moe, Christine Olsenius, Roger Peterson, Donald Pennie, Donald Reichel, Brandt Richardson, George Schroepfer, Pat Schwartz, Thomas Segar, William Sorg, Barbara Spevak, Thomas Stevens, Paul Toren, Dale Trippler and Frank Voth.



MAJOR WATER QUALITY ISSUE

Operation of the Metro Plant



Newly constructed thermal conditions at the Pig's Eye plant.

The major public water quality issue in 1979 was not in the planning area. Rather, the controversy focused on the operational performance of the Metro Plant.

The plant was in and out of compliance with air and water quality standards set for it during the entire year.

In part, the violations were brought on by more strict permit operating requirements. Violations were also due to the failure of new equipment installed to meet standards, as well as construction delays on installation of new pollution abatement equipment.

Given existing equipment, it turned out to be difficult to determine whether the plant was operating as efficiently as possible and whether any operational or other changes would have measurable impact on air and water quality.

The answer, worked out by the MPCA, MWCC and the Council, was to hire an outside expert to analyze the plant's performance, treatment capability and operational problems. The consultant is to make recommendations on what changes might be made at the plant or what changes should be made in the plant's permit requirements.

One MPCA concern was the question of whether that agency's continued granting of permits for housing subdivisions and other developments was causing further deterioration in water quality at a time when the plant was not meeting standards. During the

discussions, the MPCA temporarily delayed approval of a number of residential hookups to the Metro Plant.

Under the agreement, the MPCA will allow additional hookups while the impact of additional hookups to the system is analyzed.

In addition to the studies, the agreement sets timetables for air quality compliance with standards and improving sewage sludge handling facilities at the plant.

Specific schedules were set for installation and operation of new pollution control equipment on two existing sludge incinerators and on two new incinerators now under construction.

The MWCC must meet the standards for the old incinerators by July 1, 1980, and must be entirely in air quality compliance by January 1983.

The plant's inability to remove, dewater and dispose of all solids affects the quality of the effluent discharge from the plant. The agreement requires construction of thermal conditioning and dewatering equipment by July 1, 1980, with the new machinery to be fully operational by January 1, 1981.

The plant, built in 1937, receives more than 200 million gallons of sewage a day for treatment. It processes more than 85 percent of the Twin Cities Area's sewage. A \$300 million construction program now underway at the plant is expected to bring it up to standards by 1983.

REGIONAL PARKS

Acquisition Program Humming; 1980 Issues Surfacing

Most Twin Cities count ready access to swimming, picnicking, boating, fishing, camping, hiking and cross-country skiing facilities among the advantages that add up to the "good life" in this Region.

So the news that opportunities to enjoy these and other outdoor activities within the Metropolitan Area have multiplied during the last five years should be welcomed.

Since 1974, the network of regional-scale public parks and park reserves has grown significantly. About 12,000 acres of parkland has been purchased, and more than \$13 million has been spent to develop trails, beaches, picnic grounds, camp sites, ski slopes and other park facilities. Today, there are 35 regional parks and park reserves open to the public.

The Metropolitan Council's role in this effort is primarily planning and funding. During 1979, the Council:

- Initiated work on revising the *Regional Recreation Open Space System Policy Plan*, adopted in 1974.
- Analyzed a Council park user survey to determine what kinds of recreation facilities are needed most and where they should be located.
- Granted more than \$9 million in state funds to counties, park districts and municipalities to acquire and develop regional parks.
- Worked out a program to provide more public access to lakes in the Region in cooperation with the Minnesota Department of Natural Resources (DNR) and the State Planning Agency.
- Assigned top priority to local proposals for federal and state park funds that would acquire and develop public access on six lakes in the Region.

Policy Issues

Who should pay for the operation and maintenance of regional parks? That's the issue that surfaced as Council staff met with boards of the 11 agencies that implement park plans—counties, cities and special park districts—to discuss revisions in its plan for the regional recreation open space system. The same issue was raised in meetings with

citizens, and local and state officials.

Currently, the Council grants state and regional funds to these agencies to buy land and build park facilities. But each county or other "implementing" agency pays operating and maintenance costs of parks under its jurisdiction. In 1978, the 11 agencies spent nearly \$14 million for regional park operations and maintenance. Of that total, \$10 million came from local property taxes. The rest came from park user fees and small grants for special projects.

The question now before the Council and the Metropolitan Parks and Open Space Commission is whether the revised policy plan should recommend different funding sources and arrangements for operating and maintaining regional parks. Using state or regional funds would require a change in state law.

Other current recreation open space policy issues include:

- What should the Council's role be in supporting funding and establishing policy for local park and recreation facilities?
- Should all regional parks have the same rules and user fees?
- What kinds of facilities should be developed in regional parks?
- Should a local government be able to prevent purchase of land within its boundaries for a regional park or reserve?

1979 Grants for Parks

The 1979 State Legislature appropriated \$27 million to continue land acquisition and development of regional parks, park reserves, trails and special recreation facilities. The Council granted more than \$7 million of this money to implementing agencies during 1979 (see table for locations of funded projects). This brought total grants for park acquisition and development since 1974 to more than \$72 million.

In reviewing applications for federal and state grants for acquisition and development of local park and open space projects, the Council gave priority to six projects that would provide public access to lakes. Ninety-four applications totaling \$11 million were submitted for \$2 million in funds. The Council's role was to



help the State Planning Agency rank the applications. The Council recommended funding projects at Lotus Lake in Chanhassen, Crooked Lake in Andover, Langdon Lake in Mound, Burandts Lake in Waconia, White Bear Lake in Ramsey County and Lake Virginia in Carver County.

1980 Program

The Council and parks commission expect to complete revision of the plan by April 1980. The parks commission will also prepare by mid-March an updated five-year (1981-85) Capital Improvement Program for acquiring and developing regional parks.

The Council staff will continue to work with counties and other implementing agencies on their master plans for regional parks. These plans define boundaries of parks or other regional recreation open space and describe how they will be developed. Master plans must be approved by the Council.

Additional grants for regional park acquisition and development will be made from the \$20 million left in funds appropriated by the 1979 legislation.

The joint effort of the Council, Minnesota DNR and State Planning Agency to provide more public access to lakes in the Region will continue in 1980.

The Council hopes to develop better formulas for recommending allocations of state and federal grants for local park and recreation projects, based on data that communities will submit in their local comprehensive plans.

Metropolitan Parks and Open Space Commission

The nine-member commission advises and assists the Council in developing the long-range park and open space

plan and the park acquisition and development program.

Members who served during 1979 are: Elliott Perovich, chair; Thomas Baker, Michael Bosanko, Richard Carroll, W. Peter Enck, Neil Franey, Mark Mahon, Beverly McCumber, Robert Piram, Joan Simons, G. Rolf Svendsen and Patricia Wirtanen.

Regional Parks and Open Space 1979 Grants	
<i>Acquisition Grants</i>	
Anderson Lakes Regional Park Reserve (RPR)	\$ 105,500
Battle Creek Regional Park (RP)	972,500
Cleary Lake RP	166,244
Coon Rapids Dam RP	400,000
Fish-Eagle Lake RP	1,885,000
Lake George RP	448,500
North Hennepin Demonstration Trail	311,974
Rice Creek West Regional Trail	536,000
Rum River RP	24,000
Acquisition Total	\$4,849,718
<i>Development Grants</i>	
Baylor RP	\$ 62,200
Bryant Lake RP	75,000
Chain of Lakes RP	3,460
Lake Rebecca RPR	45,800
Lilydale RP	548,500
North Hennepin Demonstration Trail	350,000
Noerenberg Memorial Gardens	266,400
Otter Lake RP	27,000
Phalen-Keller-Gervais RP	971,370
Springbrook Nature Center	365,000
Development Total	\$2,714,730
GRAND TOTAL	\$7,564,448

ECONOMICS AND ENERGY

How Does the Regional Economy Work? What Influence Will Energy Availability Have on It?

Ask two people out for a walk what public issues are most often on their minds, and chances are they'll say: energy and the economy.

People often think of these two issues only in national or international terms. But economic and energy factors within the Region are also powerful influences on regional development. Accordingly, two new Council efforts initiated in 1979 reflect this influence.

The Council began a study of the regional economy last year to gain a better understanding of how governmental planning and programs affect decisions in the private sector. In addition, the Council formed an Economic Technical Advisory Committee to help analyze the Region's economy and identify economic issues the private sector thinks are important.

As part of the economic study effort, the Council prepared "discussion papers" on economic data, issues and

goals. It completed a report on where new industry is locating in the Region, and analyzed the mix of industries that now make up the Region's economy. It also examined how the regional economy "works," what its strengths are, future economic trends and possibilities for giving some policy direction to the economy.

The technical advisory committee was appointed from representatives of the public sector, business and labor. It started discussions on the economic impact of existing Council policies, the factors that influence economic growth in the Region and possible ways the Council could assist economic activity.

Energy also received attention from the Council in 1979. The Council started an energy policy study that is examining the impact of the national energy situation on the Region. As part of the study, the Council is identifying energy objectives and issues for the Region.

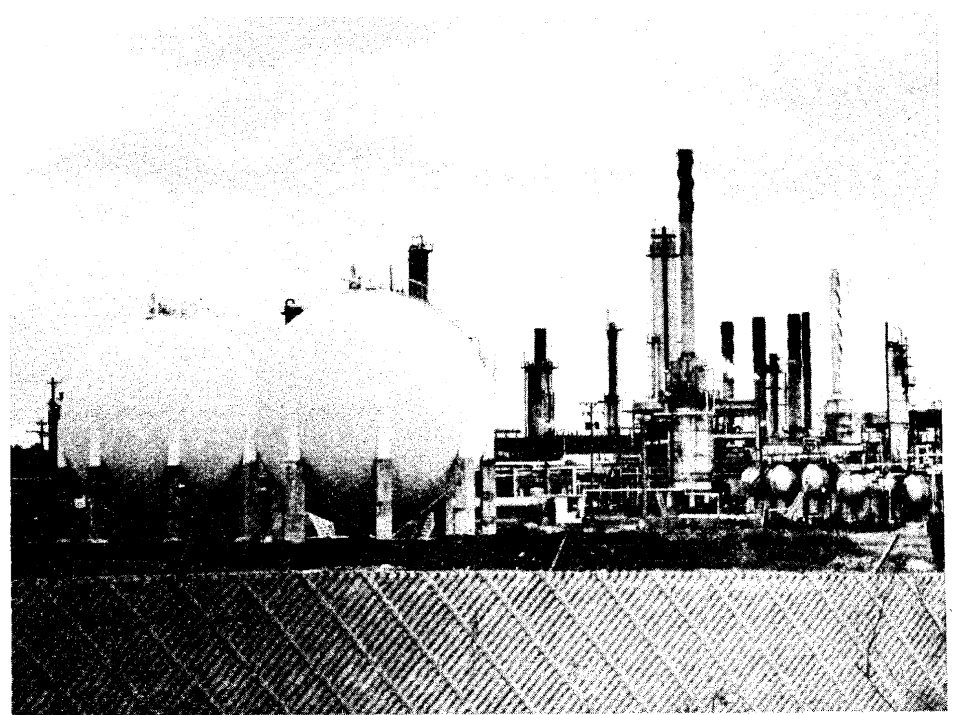
1980 Activities

The Council will continue to work on developing regional economic policies and goals, clarify economic issues and collect data that will help measure the Region's economic health.

Issues to be examined include the impact of business location decisions on the economy, the economic use of regional systems such as transportation and sewers, recurring problems in the labor force, and the economic effects of demographic changes.

With the help of the advisory committee, it will continue to study private sector concerns and the impact of Council policies on the economy. Through the committee, the Council hopes to encourage ongoing communication between the Council and private sector.

The Council will also examine the relationship between economic growth, land use and energy, and the potential economic effects of energy shortages.



HEALTH

Continuing the Focus on Hospital Costs

Clearly, containing the rise in hospital costs was a major focus of health planning at the Council in 1979. Health planning at the Council is conducted primarily by the Metropolitan Health Board. The board garnered its share of the public limelight as it moved from setting goals for an overall hospital bed reduction of 2,000 beds and consolidation of specialized services to specific programs and timetables to carry out the goals.

The *Long-Range Hospital Plan for the Twin Cities Metropolitan Area*, adopted in mid-year, spelled out the board-private hospital interaction the board hoped would occur through 1983, the target year to achieve the reduction in excess capacity.

At year's end, it was anticipated that all reductions called for by the end of 1979 would be firmly committed.

While much of the public focus may have been on hospital beds, the board established goals for the size and number of deliveries in obstetric units and for the reduction of perinatal intensive care units. In addition, goals were set that called for reduction of open heart surgery and pediatric units, and for keeping the number of cardiac catheterization labs and megavoltage radiation units in line with need for such specialized facilities.

During the first half of the year, while the long-range hospital plan was under study, the Region's hospitals agreed not to submit any major plans for renovation or new construction for certificate of need review.

One major project was submitted for review after plan adoption. Fairview Community Hospitals Inc. introduced plans to make major changes in its hospital system that it said were consistent with the long-range hospital planning effort. (See Fairview story.)

In addition to hospital planning, the Health Board was active in planning community health services, the personal and environmental health services that prevent illness or are the normal entry point into the health care system, such as doctor's offices or community clinics.

While preparing the community health services section of the *Health Systems Plan*, the board began looking at the need for clarification of roles and relationships of the state, the Health Board, and public and private community health service agencies.

As a result, a Health Board committee, with the participation of community health service agencies, prepared a discussion paper that reflected federal and state legislation while assuming an expanded role for county community health agencies. Based on community discussion, a broader-based committee was formed at the end of the year to continue to look at community health service questions.

Working through private and public community health agencies, the board saw the beginning of its programs to prevent heart disease and save lives through cardiopulmonary resuscitation training (CPR). The CPR classes, sponsored by the American Red Cross and Heart Association, began in December. The program is aimed at training people in neighborhoods in the Region where the incidence of heart attacks is high.

Fewer federal A-95, Section 1122, and state certificate of need reviews were conducted compared to the previous year due to the voluntary halt in submitting hospital expansion proposals while the long-range planning process was underway.

The cost of all health care proposals reviewed by the board in fiscal year 1978-1979 was \$106 million.

1980 Activities

The board will continue carrying out the hospital cost containment program. A July report will be prepared that documents results from the long-range hospital planning effort.

The board expects to be reviewing several major hospital certificate of need applications, including reconstruction of the University of Minnesota Hospitals, estimated to cost approximately \$204 million. In addition, new federal regulations provide for board and Council

review and approval of more types of health-related applications for federal funds.

The discussion of roles and relationships in the community health services area will continue in 1980. In addition, the board expects to take the first steps towards developing a long-range plan for nursing homes in the Region.

Metropolitan Health Board

The 30-member board, together with the Council, make up the Health Systems Agency for the Region. The board is made up of consumers and providers of health care and was formed in 1971.

The board conducts regional health care planning and advises the Council on whether proposed certificates of need

should be granted. Council recommendations are forwarded to the state commissioner of health, who makes the final decision.

Board members who served in 1979 are: Coral Houle, chair; Stanley Antolak, Paul Bowlin, Beverly Boyd, John Burns, Sandra Butler, Doris Caranicas, Daniel Cooney, Janet Dieterich, Delores Dinzeo, Robert Ditmore, Barbara Donaho, Kenneth Everhart, Brad Farnham, John Foley, Sam Graiss, Roxanne Givens, Richard Gunderson, Russell Heise, Noel Jagolino, James Kaiser, Cynthia Kitlinski, Steve Kumagai, Harriett Mhoon, Barbara O'Grady, Doug Person, Betty Pink, Richard Setzler, Richard Sha, Jean Smelker, Joan Stoltz and Jane Van Avery.

FAIRVIEW DECISION

The Major Hospital Controversy

Regional long-range hospital planning has been underway in the Twin City area for several years, but it was not until 1979, when Fairview Community Hospitals proposed a new suburban hospital, that hospital planning became a major public issue.

Last summer, Fairview Community Hospitals requested Metropolitan Health Board and Metropolitan Council review of an application to the state for a certificate of need to close Lutheran Deaconess Hospital in Minneapolis, renovate downtown Fairview Hospital and build a new 150-bed hospital at the Ridges site in Burnsville.

Six months later, after special Health Board committee review, a review extension, special public meetings and a public hearing, the Health Board and the Council concluded that the state should grant a certificate of need for a scaled-down version of the original proposal. The two bodies endorsed some renovation and new construction at downtown Fairview, with emphasis on planning for sharing facilities with adjacent St. Mary's Hospital, but said "no" to a new hospital in Burnsville at this time.

Rather, Fairview was urged to expand its existing emergency care service at the

Ridges and add other services needed by Burnsville area residents.

People who spoke before the review committees or who testified at the public hearing saw the significance of the Fairview Ridges hospital in different ways.

Some said the question of a new Burnsville hospital was an issue of the central cities versus the suburbs, or as a competition between a community need and a region-wide need.

Others argued that the issue was government regulation versus marketplace competition.

Complicating the issue was the fact that the Fairview proposal was the first major hospital expansion request to be reviewed since adoption of new guidelines aimed at containing the rise in hospital costs by reducing unneeded specialized services and beds.

As a result, the Fairview plan became a test of the viability of regional health care cost-containment guidelines and the entire voluntary hospital planning process.

At year's end Fairview officials were evaluating the Council's recommendations to determine if they would accept the modifications or take their original proposal to the state or commissioner of health for his decision.

AIR TRANSPORTATION

Noise and Peaceful Coexistence

The definitions are easy. Webster's defines noise as "any sound that is undesirable or interferes with one's hearing of something." Peace, according to Webster's, is "quiet."

But what is not so easy is to define criteria for noise. In an airport noise context, what, is a reasonable, acceptable middle ground between aviation and neighborhood needs? And what actions should be carried out at the airports and in the affected communities to meet those criteria?

Planning activity to make the noise generated by the Region's 14 public airports compatible with airport environs was the focus of Council air transportation activities during 1979.

Building on extensive noise analyses work completed in 1978, the Council was developing guidelines on aircraft noise and land use compatibility for all the public airports, but with a particular focus on Minneapolis-St. Paul International Airport (MSP).

In addition, the Council examined how the physical expansion of public airports is meshing with local land use plans. (The Council's role is to coordinate such planning.)

The noise and land use compatibility questions over MSP came up during the Council's review of Metropolitan Airports Commission's proposed long-range master plan for the Region's one major airport.

The Council, completing its review of the plan, said the plan was basically consistent with the regional aviation plan, but that certain noise and other airport development impacts on adjacent communities were not.

As a result, the Council and the MAC established a joint committee of MAC and Council members to identify ways to resolve the noise, housing, transportation and other incompatibilities identified during plan review. The committee has been meeting since August, and will continue its activities

into 1980.

1980 Activities

The major objective for 1980 is to amend the Aviation chapter of the Metropolitan Development Guide to include guidelines to improve the compatibility of airports and adjacent

land uses.

In addition, the Council will continue to review local plans under the Metropolitan Land Planning Act to insure that the airport system plan and local plans are well integrated.



Photo courtesy of The Ethnic Dance Theatre

ARTS

Puppets and Poets Share Grants

Heart of the Beast, St. Anthony Civic Orchestra, the Ballet Foundation of America, Film in the Cities and Artists Registry were among 68 arts organizations awarded \$251,083 by the Metropolitan Council in 1979.

The State Arts Board designated the Metropolitan Council as the Regional Arts Council for the Seven-County Metropolitan Area in 1977.

The Council's role in the arts is to assist local arts development and to offer other support services for development of arts resources.

In addition to funding arts organizations and providing technical assistance, the Council published results from a Council survey of the needs of arts organizations and individual artists. The report showed that the requirements of day-to-day management were as important for success as mastery of art forms. The report, *Arts Services in the Metropolitan Area*, offered recommendations for improving services.

A directory of private, nonprofit, public and quasi-public arts services in the Twin Cities Area was included in the report.

1980 Activities

The Council will continue to fund arts organizations and evaluate its grant application and review process. Information from the arts needs study will be used to assist the Council in its grant program and in planning for arts development in the Area.

Regional Arts Advisory Committee

A 25-member advisory committee assists the Council in its arts planning work and grant program. The committee is made up of representatives of the arts community and consumers.

Members who served during 1979: Rose Diestler, chair; Marian Bagley, Elizabeth Bassett, James Borland, Jane Burris, Alvaro Cardona-Hine, Melisande Charles, Winston Close, Diane Darr, Jack Desai, Lois Gibson, Eileen Hock, Judith Brin Ingber, Ron McCoy, William McGlaughlin, Donald McNeil, Carol Ann Mackay, William Menkevich, Donald Michaelis, Christopher Owens, James Rafferty, Michael Jane Rice, W. Bradley Rouse, Dudley Riggs, Marian Schneck, Donna Skagerberg, John Taylor, David Voss, Krista Walsh and Anne Lewis.

SPORTS STADIUM

"A Sound Fiscal Proposal"

After satisfying itself that the Metropolitan Sports Facilities Commission's proposal for a downtown Minneapolis stadium met all the conditions the Council was required by state law to review, the Council in October sold \$55 million in revenue bonds to construct the facility.

Under the stadium act, the Council's job was to review 14 specific features of the commission's proposal—contracts, agreements, permits, revenues, expenditures and the like—and determine whether the proposal met all conditions laid down in the statute.

The same law said the Council, if it concluded the conditions were met, "shall" sell bonds to construct the facility.

The major—and most controversial—determinations made by the Council were:

1. Whether there will be sufficient revenues from all sources to fund construction of the stadium.
2. Whether there will be sufficient revenues from all sources to pay all operating costs.
3. Whether bond proceeds of \$55 million will be sufficient to build a financially sound stadium.

4. Whether the construction management agreement will guarantee a \$52.7 million construction price, with any cost overrun to be the responsibility of contractors and not the public.

5. Whether the Minnesota Vikings, Minnesota Twins, National Football League and the American Baseball League have entered into agreements with the commission consistent with the stadium law.

The stadium was one of the most controversial issues in the Region during the year.

After the Legislature, the commission and Minneapolis had all given the green light to the stadium, the Council became the public agency "court of last resort" for those who opposed the stadium, as well as for those who wanted to have the proposal modified in some way.

The law establishing the stadium planning process did not permit the Council to debate the "need" for the stadium or its location. Rather, the law limited the Council's role to reviewing the commission's proposal to ensure the financial integrity of the project, and, then, to sell the bonds as directed in the law.



Photo courtesy Minneapolis Chamber of Commerce

DEVELOPMENTAL DISABILITIES

Are Developmentally Disabled People's Needs Being Served?

The Council has a program aimed at coordinating services for a very small part of the population. In fact, a small part of the handicapped population. It's a program for the developmentally disabled.

What distinguishes such a person from other handicapped people is that the person has substantial, chronic handicaps (physical or mental) which occur during a person's developmental years (birth to age 22) and which interfere with basic living skills, such as self-care, learning, mobility and language development.

The purpose of the Council program is to encourage the development of comprehensive services that meet the needs of developmentally disabled individuals. The program is administered at the Council by the Health Board.

One of the problems in the field has been the lack of data—data on numbers of developmentally disabled in the Region, types of disabilities, present living arrangements and services in the Region established to meet their needs.

As a result, the focus of the program's efforts in 1979, as it has been the last few years, was to obtain data from which to begin to develop plans and programs. The efforts have included:

1. Collecting data on the developmentally disabled population.
2. Identifying priorities for residential and educational-training services.
3. Collecting information on available resources.
4. Providing technical assistance and public forums to exchange information among consumers and professionals and to foster coordinated planning.

In 1979, data on secondary students who are developmentally disabled was collected. The data formed the basis for reports to the school districts on the need for support services to augment special education services.

A survey was prepared to determine the needs for "respite care" in the Region (resources for developmentally-disabled people for short periods either due to family crisis such as illness or the need to rest or recreate). In addition, preparations were made to survey the level of diagnostic and evaluation services.

1980 Activities

Major activities and products in 1980 will include collection of new trend data and preparation of a profile of the Region's developmentally disabled population.

Workshops to improve the delivery of specialized services will be conducted and technical assistance will be provided.

Developmental Disabilities Task Force

The 25-member committee has the job of putting together a plan so programs in the Region are readily available for developmentally disabled people.

The task force is made up of developmentally disabled people (or parents or guardians), providers of services and community representatives from each of the seven counties.

Members who served on the task force in 1979: Regis Barber, chair; Jaime Becker, Kathryn Beebe, Duane Bengtson, Alice Bloedorn, John Brunkow, Mary Ann Bush, Joseph Capell Jr., Donna Caswell, Barbara Foster, John Gemperle, Sharon Hardy, Mary Hinze, Charlotte Johnson, Dennis Johnson, Harold Kiewel, Nancy Ledin, Richard Lubansky, Jill Margolis, Bruce Markkula, James Nettleton, Clifton Ollila, Bernardine O'Shaughnessy, Judith Plawecki, Kathryn Roberts, Kathy Robson, Karen Sandsness, Sharon Sayles, Carol Schuldt, Deborah Skwarek, Carolyn Stady, Sally Swallen, Anneke Thompson and Chris Walter.

EMERGENCY MEDICAL SERVICES

The First Regional Plan

During 1979, the Emergency Medical Services Advisory Committee of the Council completed a draft of an EMS plan for the Metropolitan Area. The draft represents the culmination of a two-year study to assess EMS conditions and prepare a plan from a regional point of view.

Emergency medical services (EMS) take place during the response to and care for people involved in medical emergencies. It includes care at the scene of an emergency and when a person is being moved to a medical facility, as well as a specialty care for critically ill people at hospitals.

The EMS plan promotes a system-wide approach for emergency medical care in that it attempts to integrate all the different parts of the system. The plan sets goals and contains guidelines for the provision of emergency medical services in the Region.

The plan was developed by Council staff and the EMS Advisory Committee.

The committee had a number of subcommittees and task forces that worked on the various parts of the plan during the year. The subcommittees and task forces were made up of physicians, hospital administrators, nurses, ambulance personnel, public safety personnel and representatives of the public.

The plan contains goals and guidelines on public issues (public information and education), prehospital care, medical control (physician direction of paramedics and emergency medical technicians), critical care (hospital care for critically ill or injured people), hospital-ambulance communications, and system management (long-term coordination of the EMS system).

The 1979 session of the Minnesota State Legislature amended the ambulance licensing law to require comment by health systems agencies on applications for ambulance licenses. The Council and the Metropolitan Health Board are the health systems agency in the Metropolitan Area. Procedures to review license applications were being developed by the Council at year's end.

Work also began on a grant application

to be submitted to the federal Department of Health and Human Services (formerly Health, Education and Welfare) in early 1980. The grant would help finance implementation of the EMS plan and improve the provision of emergency medical care.

1980 Activities

During 1980, the Metropolitan Council is expected to approve an EMS plan for the Region. The Council will also be submitting a grant application to the federal Department of Health and Human Services. The application will request funds to train people who provide emergency medical care, for equipment for EMS providers and for other activities which will improve the EMS system.

The Council will assist hospitals, ambulance services and local units of government in upgrading the hospital-ambulance radio communications system in the Region, and in implementing a method to coordinate EMS on a long-term basis. The Council will also work with various organizations on EMS public information and education, especially on how to use the regional poison information center. The Council will also develop methods to be used for continuing evaluation of the emergency medical services system.

Emergency Medical Services Advisory Committee

The committee assists the Council in the planning and development of the regional emergency medical services system. The 25-member committee is made up of consumers and health care professionals.

Members who served in 1979: Martha Yucel, chair; Dale Anderson, Warren Bosch, Beverly Boyd, John Colonna, Leo Daly, Margaret Egan, Duane Fredrickson, Everett Janssen, Donald Leivermann, Robert Lossie, Thomas Markus, David McGraw, Linda O'Connell, Paul Pederson, Robert Pye, James Pierce, Gloria Reisman, Janet Sands, Karen Schaffer, Andrea Scott, Elizabeth Semotink, Richard Sha, G. C. Sponaugle, James Sulerud, Mary Taylor, John Waldron and Curtis Wassberg.

NATURAL RESOURCES

Planning for Continued Water Use

Water Supply

Data developed by the Council and other agencies in 1979 showed that the Region's abundant supply of water should meet future needs, given proper water use management.

The Region taps a large underground water reservoir, and also relies on the Mississippi River for domestic and industrial water uses.

But with the increasing use by industry and communities of deep well water, a better monitoring and water management program is needed to avoid local shortages.

The Council, together with the Minnesota Geological Survey, the Minnesota Department of Natural Resources and the U.S. Geological Survey, began work on a groundwater "model," of the Region. The model is being developed from existing data on present and forecasted water supply, use, hydrologic characteristics and geologic mapping.

When completed, the model will help guide major policy decisions and determine the impact of planned large-

volume water withdrawals on other public and private water uses in the Region.

Planning activity is also underway to evaluate the impact of known pollution sources and how they may be affecting water supply.

Critical Area Planning

Nearly all "critical area" plans developed by local governments for the Mississippi River corridor were submitted to the Council for review during the year.

The specialized critical area planning process was started in 1976 to: 1) initiate local planning for the long-range use of the river corridor that would be consistent with regional and state interests; and 2) provide a governmental mechanism to ensure that decisions made while the local planning was underway would not be detrimental to the entire river corridor area. The state paid 75 percent of local planning costs.

In all, the Council completed reviews of six local plans, two state agency plans and 17 individual development proposals. Twenty of the 24 communities along the river submitted plans for review.

The Critical Areas Act contains an option that either the Minnesota Legislature or the Council can make the critical area designation permanent.

In 1979, the Council evaluated the objectives of critical area planning, legislation affecting the river, and the implications of river planning contained in the Metropolitan Land Planning Act.

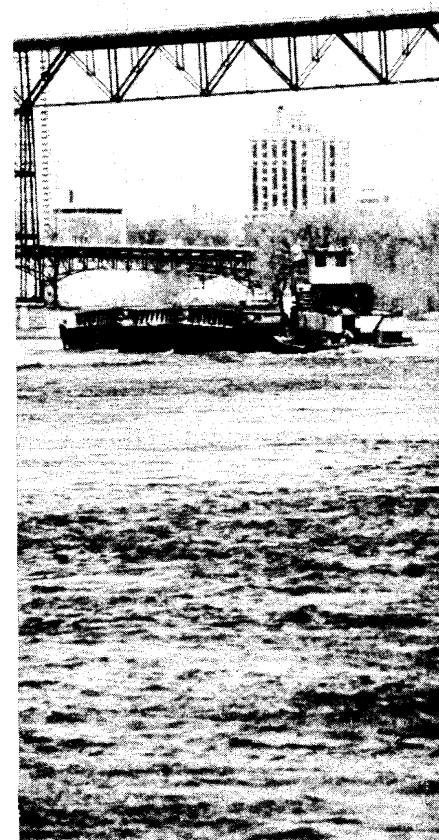
The Council's conclusion was that the process should continue. Formal action to continue the designation was taken in July.

The Council also said there is a need for coordinated river planning on all three major river corridors in the Region. For example, continued expansion of commercial navigation continues to have a significant impact on the physical, social and economic environment of the Region. However, this expansion is occurring in the absence of a coordinated planning program.

1980 Activities

The Council will continue to develop the groundwater model, adding geologic information for the outlying areas and improving the hydrologic information base.

A study will be initiated to identify riverfront areas suitable for barge tie-up areas, and criteria will be developed to identify wetland areas that play a major role in the hydrologic, wildlife and esthetic environments of the Region.



AGING

Fostering Independence... With a Little Help



The needs of older people, like everyone's, are diverse. Yet, too often, our society has tried to meet older people's needs in a way that fosters personal dependence, and has ignored what they can do for themselves.

A major planning effort of the Council's program on aging in 1979 was directed toward developing a system of housing and services that would provide older people with a wider choice of living arrangements and related assistance. The alternatives would range from independent settings, with or without certain services available, to supervised kinds of care, like nursing homes. In working toward such a housing and service arrangement plan, the Council carried out a survey of older people's needs and preferences for housing and related assistance, and prepared an inventory of housing and services available in the Region.

Another important need is better coordination of existing services for older people. To achieve this goal, the Council is working with public and private groups—providers of services and agencies that fund such services—to develop "delivery system plans" for services in each county in the Metropolitan area. In 1979, a plan was completed for Ramsey County and work was undertaken on a similar plan for Dakota County. The Council also developed plans for providing home-delivered meals to older people in the Region, guidelines for funding multipurpose senior citizen centers, and a 1980 Area Plan on Aging, used in Council administration of grants under the federal Older Americans Act (OAA).

In 1979, The Council awarded approximately \$2.3 million in OAA funds to local agencies and organizations that provide services to older people. The services include transportation, homemaker assistance, home health aide services, legal aid, adult day care,

home chore services and congregate dining.

1980 Activities

The Council will complete its housing and service arrangements plan and a service delivery plan for Dakota County. Work is to be started on a similar plan in a third county. It will carry out new planning and grant program responsibilities under 1978 amendments to the Older Americans Act, including identifying "community focal points" for providing services.

The Council will continue its grant program activities for congregate dining and social service programs, begin administering grant funds for home delivered meals and "multipurpose" senior centers and develop additional data on the older population and available services.

Advisory Committee On Aging

The 25-member committee focuses on the needs of elderly people in the Region and assists the Council in developing plans and programs to meet those needs.

The committee is made up of elderly people and professionals representing public and private organizations that provide services to elderly people.

Members who served during 1979: Viola Hymes, chair; Bruno Aijala, Royal Bakke, Arline Bloom, Theresia Brenke, Oscar Carlson, Rose Carlson, Juanita Christensen, Richard Flesher, Arnold Foslien, Kris Henneke, Patrick Irvine, Agnes Johnson, Artur Johnson, Midge Keegan, Eugene Kitzman, Randy Lussier, Wilbert Monson, Leota Perkins, John Pfaff, Naomi Pikul, Evelyn Robinson, Richard Schneider, Karla Skahen, Thorsten Smith, Richard Storla, Harriet Swan, Charlotte Wicklund, Dorothy Wandersee and Benjamin Withhart.

LOCAL GOVERNMENT

Technical Assistance, Communications, and Research

Technical Assistance

During the course of 1979, about 115 requests for planning assistance were received at the Council from local officials related to carrying out the Land Planning Act. Assistance rendered by council staff normally entailed explaining Council policies and relating them to local planning situations. The Council also conducted workshops for planning commission members and assembled data and resource materials on specific topics such as land use, capital programming and official controls.

Other activities were directed at promoting intergovernmental coordination through special task forces. Examples were the Champlin, Anoka and Brooklyn Park Task Force on local sewer questions, and the Northern Scott County Task Force on transportation questions.

In addition, an informal local-regional officials' group was started to pin down regional storm water drainage questions and recommend an appropriate planning process to address the issues.

A number of planning problems have been found to be common to a number of communities. As a result, the Council prepared advisory materials such as handbooks on the protection of solar access rights and the development of capital improvement programs. Other materials under preparation included suggestions on a process local governments might follow in carrying out their plans and identifying commonly used ways to manage local development.

In addition, a series of planning briefs were published on such topics as how to carry out rural area plans, capital improvement programs and rural planning for on-site septic systems.

A capital improvement training exercise was also published for use by

local officials during the year. The exercise provides direct experience in the preparation of a capital improvements program for a small community.

The Council makes grants to local governments to pay part of the cost of preparing comprehensive plans under the Land Planning Act. More than \$2 million has been disbursed under the program. All but two local governments have received such funding.

Additional funding for the 1980 biennium has been authorized by the state.

In 1980, the focus of technical planning assistance will be involved in the review of local plans by the Council, assisting local governments in getting their plans reviewed and aiding in the resolution of any issues that might arise. Guidelines will also be developed to disburse planning assistance grants for preparation of official controls.

One-On-One Communications

Casey Stengel said it: The Mets has come along slow, but fast! Local officials in the Twin Cities Area have been known to attribute equal clarity to Council policies.

Most people agree with the proposition that sound, long-range planning and coordination at the regional level is "good." But planning and coordination are abstractions. Their benefits are typically indirect and difficult to quantify. They are something like quality: you can't define quality, but you know when it's not there. Similarly, it's tough to determine what constitutes good planning and coordination, but it's painfully obvious when those ingredients are missing in almost any governmental endeavor.

So how does the Council handle the difficult task of communicating with the Region?

The answer is, in a lot of ways and on a number of levels.

The Council has consistently taken the position that it can't do its job, nor will the benefits that flow from its activities be realized, unless the people of the Twin Cities Area, legislators, local officials and others are fully informed regarding Council objectives and activities. It places heavy emphasis on maintaining a strong, comprehensive communications program.

At one level, the Council chairman maintains a busy schedule of meetings around the Region with various groups regarding Council policies, programs and issues. His agenda this past fall included a series of 16 meetings with officials from dozens of communities in the Region to try and clarify issues, answer questions and hear concerns about the Council and issues in the Region.

In addition, the Council encourages its 16 members to meet regularly with local government bodies, interest groups and residents.

The Council also supplies local officials and others with a steady stream—some say a flood—of communications on matters of regional concern.

This flow of material includes a one-page weekly newsletter that provides a quick update of meeting times, agendas, and Council actions, a monthly newsletter in which regional issues are treated in more depth, regularly printed reports on subjects of general and specialized interest, press releases on Council actions of local interest, and radio and television public service spots on specific Council projects.

In addition, a Council "speaker's bureau" expedites filling requests for Council speakers on various subjects.

Local Officials Advisory Committee

To involve local governments in Council planning activities, the Council chairman meets regularly with an advisory committee made up of local officials.

Members who served on the committee during the year: Josephine Nunn, chair; Dick Asleson, Rich Bloomquist, Phil Cohen, Al Hofstede, David Hozza, Dick Hullander, LeRoy Johnson, William Koniarski, Tim Lovassen, Dean McGowan, Bruce Nawrocki, Elliott Perovich, Gerald Splinter and Shelley Wright.

Data Activity

Until 1979, the only demographic data available to communities in the Region, other than estimates of population and households, was the 1970 Census.

To find out what demographic changes were occurring in the Region as a whole and in its individual communities, the Council contracted with R. L. Polk and Co. to acquire current information on household characteristics.

The Polk data covered most of the developed part of the Region. The Council assembled the information from computer files, analyzed it and made it available to local governments.

In addition, the Polk data pertaining to the Fully Developed Area was summarized, and together with other information available to the Council, published in the Council's 1979 *State of the Region: The Fully Developed Area*.

The data, much of it available by census tract and covering 1970, 1974 and 1978, was acquired to help local governments as they prepare their local comprehensive plans.

The Council also kept "logs" on residential building permits and new industrial and commercial construction. Work was underway at year's end to inventory the amount of office space in the Region and to provide an up-to-date inventory of each community's employment.

The Council continued to work with each community in estimating population, households and housing units. The estimates are used in several state fiscal aid formulas.

Aerial photographs of each community were made available free to every governmental unit in the Region. In all, the Council provided 4,900 copies of the photos during the year.

The Council staff also worked with local governments and the census bureau, thus helping see to it that the 1980 census will be as accurate as possible and can be used for planning purposes.

Research information generated by the Council is, of course, also made available to the public.

COMPREHENSIVE PLANNING

Local Plans under Preparation. Regional Finances on Solid Ground

The year 1979 was an active period for local planning under the 1976 Metropolitan Land Planning Act, and it marked a "first" in regional fiscal monitoring. Local communities and school districts in the Region were busy preparing comprehensive plans and capital improvement programs for Council review. The Council gave informal, "over the shoulder" comments on 50 plans and programs and completed five formal plan reviews, with 11 others in various stages of review.

On the fiscal side, a Council *Regional Fiscal Profile* report covering the 1960-75 period indicated that regional agency financing is on solid ground. One major purpose of the report is to help the Twin Cities Area avoid the financial problems plaguing municipal and county governments in other metropolitan areas in the nation.

Metropolitan Land Planning Act

Council review of local plans is carried out under the provisions of the 1976 Metropolitan Land Planning Act. In a nutshell, the act is a way for local communities and school districts to confront—today—the impacts that population, fiscal and other trends will have tomorrow. Under the law, each of the 137 municipalities, 50 townships and the seven counties in the Metropolitan Area is required to prepare a 10-year comprehensive plan. The 49 school districts in the Region are to prepare a five-year program of capital expenditures.

The Council reviews these plans to make sure they are in harmony with regional growth and development goals. Local plans must be consistent with the Council's plans for major metropolitan systems—sewers, transportation, parks and open space, and airports. The Council also reviews the plans to see if they are compatible with plans of adjacent units of local government and consistent with other Council plans.

The Council may require a local unit to modify its plan if it has a "substantial impact" on or constitutes a "substantial departure" from the four basic metropolitan system plans. The Council

role in reviewing capital programs of schools is advisory only.

The five reviews completed in 1979 were the comprehensive plans of the City of Lilydale, Ravenna and Waterford Townships, and the capital improvement programs of Centennial and Westonka School Districts. None required modifications.

In a related effort, the Council carried out several studies aimed at developing information on the costs, often hidden, that governments pay in meeting the increased demand for urban services that accompany growth. The studies examined current levels of urban services in rural areas, what key factors trigger service demands, and ways communities can respond to these demands.

Other staff work focused on what implications local planning for rural areas may have on the Council's rural policy, and service levels in rural town centers.

Fiscal Monitoring

The 1979 *Regional Fiscal Profile* report concluded that the revenues, debt service costs and outstanding debt of metropolitan agencies have not exceeded the thresholds, or indicators, established by the Council in its *Investment Framework Chapter of the Metropolitan Development Guide*. It also concluded that regional agency fiscal activity would likely remain within the indicators during the period of the agencies' current five-year development program.

Based on fiscal profile data, the Council recommended that the Legislature review the levy limitation law, especially the impact of the fixed percentage limit on the ability of local communities to provide municipal services.

1979 marked the second year that the Council reviewed the annual capital budgets of metropolitan commissions simultaneously. The joint review enabled the Council to better measure the total impact on its Investment Framework guidelines. The process revealed a combined total of \$145 million in capital programs for 1980, a five-year

total of \$579 million for the period ending in 1983.

The relationship of development changes to changes in local governmental fiscal activity was under study in 1979. Thirty cities, varying in both geographic and population size, were studied to determine if there is a way to measure a community's development level by some measure of fiscal activity.

Review of Agency User Charge Changes

The Council reviewed two separate proposals by the Metropolitan Transit Commission to increase bus fares by a dime. The Council said the first increase, proposed in early summer and put into effect, was consistent with regional transportation planning and the *Investment Framework's* regional commission revenue benchmarks.

The Council said the second dime fare increase, proposed at year's end, was also consistent with regional planning, but the Council instructed its staff to prepare a service-financial analysis of the MTC system.

1980 Activities

The Council's land planning and review efforts will focus on completing the remaining 238 reviews of local comprehensive plans and school district capital improvement programs. July 1, 1980, is the deadline for submission of township, city and county plans to the Council for review under the Metropolitan Land Planning Act. The deadline for completion of the school capital

programs was the end of 1979.

The Council plans to analyze how well the Land Planning Act process has worked and report its findings to the Legislature in 1981.

In fiscal matters, the Council will review the 1981-85 development programs of the Metropolitan Transit Commission and Metropolitan Waste Control Commission, and the capital improvement programs of the Metropolitan Airports Commission and the Metropolitan Parks and Open Space Commission.

In 1980, the Council will conduct the third review of commission annual budgets under the review guidelines established in its Investment Framework.

Metropolitan Land Use Advisory Committee

The 17-member committee assists the Council in the administration of the comprehensive planning grant program to local governments and performs an "appeals board" role at several points in the local-regional planning process as spelled out in the Metropolitan Land Planning Act. Half the committee is made up of local elected officials.

Members who served in 1979 are: Gerald Stelzel, chair; Todd Baldwin, James Bergman, Brad Bjorklund, Louis DeMars, Joe Fogarty, Kenneth Ford, Michael Garrison, Edward Gergen, Charlee Hoyt, Howard Hunt, Jerome Kamprud, Gayle Kincannon, Margaret Langfeld, Gerry Neils, Gordon Nelson, Lloyd Neilsen, Gerald Pitzl, Rosemary Thorsen, Russell Virsen, Gordon Ziebarth and Al Zweber.



PUBLIC SAFETY

A Juvenile Justice and Crime Prevention Emphasis

The Criminal Justice Advisory Committee of the Council set the stage during 1979 for a regional policy plan revision that places increased emphasis at the regional level on juvenile justice and local crime prevention.

The committee is expected to reflect this emphasis in its recommended revisions to the existing *Law and Justice* chapter of the *Metropolitan Development Guide*, planned for updating early in 1980.

Because juvenile justice policies have often been conflicting and overlapping, the advisory committee and the Council hope to simplify policies and encourage less costly and more flexible non-institutional approaches to dealing with problems caused by young people.

In 1979, with the assistance of the advisory committee, the Council adopted a Criminal Justice Plan for 1980. The plan documents Metropolitan Area crime

problems and recommends solutions. Based on the data and recommendations contained in the plan, the award of \$1.4 million in federal grants for local programs to deal with crime is suggested. During the year, the Council reviewed more than \$7 million in local grant proposals to federal and state agencies. The review process at the Council helps avoid duplication, encourages coordination of efforts and provides a cost-benefit analysis of proposed programs.

Technical assistance to local governments during the year was provided in several areas. An eight-part series on ways to combat complex (white collar) crime was sponsored jointly by the Council and the Minnesota Attorney General's office. More than 200 local officials and business people attended.

The Council continued to assist in the development of plans and specifications

for the installation of a 911 emergency telephone system in the Region. The Council also helped the counties establish the 911 Emergency Telephone System Board, a county organization set up to secure funding and implement 911.

In addition, the Council helped 40 suburban communities develop job-related suburban police selection standards that they can use in place of the present battery of tests to screen police officer candidates.

1980 Activities

The Council will revise the *Law and Justice* chapter of the *Metropolitan Development Guide* and examine public safety financing and criminal justice service problems in the Area.

Criminal Justice Advisory Committee

The essential tasks of the 33-member committee are to help develop a regional plan and recommend to the Council crime prevention and control programs aimed at improving public safety in the Region. The committee consists of citizens, professionals and elected officials.

Members serving during 1979: Kevin Burke, chair; Howard Albertson, Tammy

Aichinger, Donald Blakely, Barbara Chester, Judy Corrao, James Crawford, Carlyle Davidsen, Stephen Doyle, Thomas Durand, Paul Engstrom, Wally Ess, Tollie Flippin Jr., Polly Franke, Mike Geraghty, Susan Gray, Charlee Hoyt, Randall Johnson, Robert Johnson, Thomas Johnson, James Kennedy, Scott Kline, David Knefelkamp, Peter Lindberg, Ron Maddox, Peter Meintsma, Tom Morgan Jr., Elaine Nissen, Anne Rummel, John Sonsteng, Douglas Tietz, Paul Tschida, Samuel Verdeja, Eleanor Weber, Dick Wedell, Rochelle Wright and John Wunsch.

911 Technical Advisory Committee

The specialized committee has assisted the Council for several years in working out the technical aspects of the 911 emergency telephone system and also aided the Council in the formation of the 911 county organization.

Members who served during the year: James Brekken, chair; Mark DeWolf, Al DuBois, Michael DuMoulin, Wallace Ess, Dale Folstad, Fred Gibson, Don Johnson, Peter Korolchuk, Greg Mangold, Daryl Plath, Joseph Ries, Phil Sanders, Duane Spoors and C. D. VanDusen.

COUNCIL BUDGET

A 14 Percent Dip in 1980

Federal funding to support Council planning operations will drop by \$1.466 million in 1980 compared with 1979, based on Council projections made as part of its 1980 budget planning.

The drop is largely due to the inclusion in the 1979 Council budget of a large, one-time consultant contract (nearly \$1 million) to conduct an environmental impact statement on proposed Interstate 35E in St. Paul.

The drop in the Council's federal revenue in 1980 means that the share funded from this source will drop from 57 percent in 1979 to 48 percent in 1980. The latter figure, 48 percent, is close to the percentage of Council revenues from federal sources over the years.

As a result of the absence of the I-35E consultant money in the Council's budget, the overall budget will also drop, from an estimated \$9,520,319 in 1979 to \$8,174,800 in 1980. This is a decline of nearly 14 percent.

The federal share of the 1980 budget will be \$3.926 million, compared with \$5.392 million in 1979. The state share, historically very small, shows a growth of from \$138,000 in 1979 to \$348,000 in 1980.

The Council, in effect, bills its regional system planning work back to four regional commissions. In 1979, the Council received more than \$1.35 million from the Metropolitan Airports Commission, the Metropolitan Waste Control Commission, the Metropolitan Transit Commission and the Metropolitan Sports Facilities Commission.

The amount received from the regional agencies is expected to drop to \$687,000 in 1980. The main reason for the change is the extensive involvement the Council had in 1979 in the review of the Metropolitan Sports Facilities Commission's stadium proposal. In 1980, reimbursement from the commission to the Council is pegged at \$27,000. This compares with \$430,000 in 1979.

The Council's property tax levy of .267 (8/30ths) mill does not change in 1980, although the amount generated by the levy is expected to increase from \$2.97 million in 1979 to \$3.235 million in 1980.

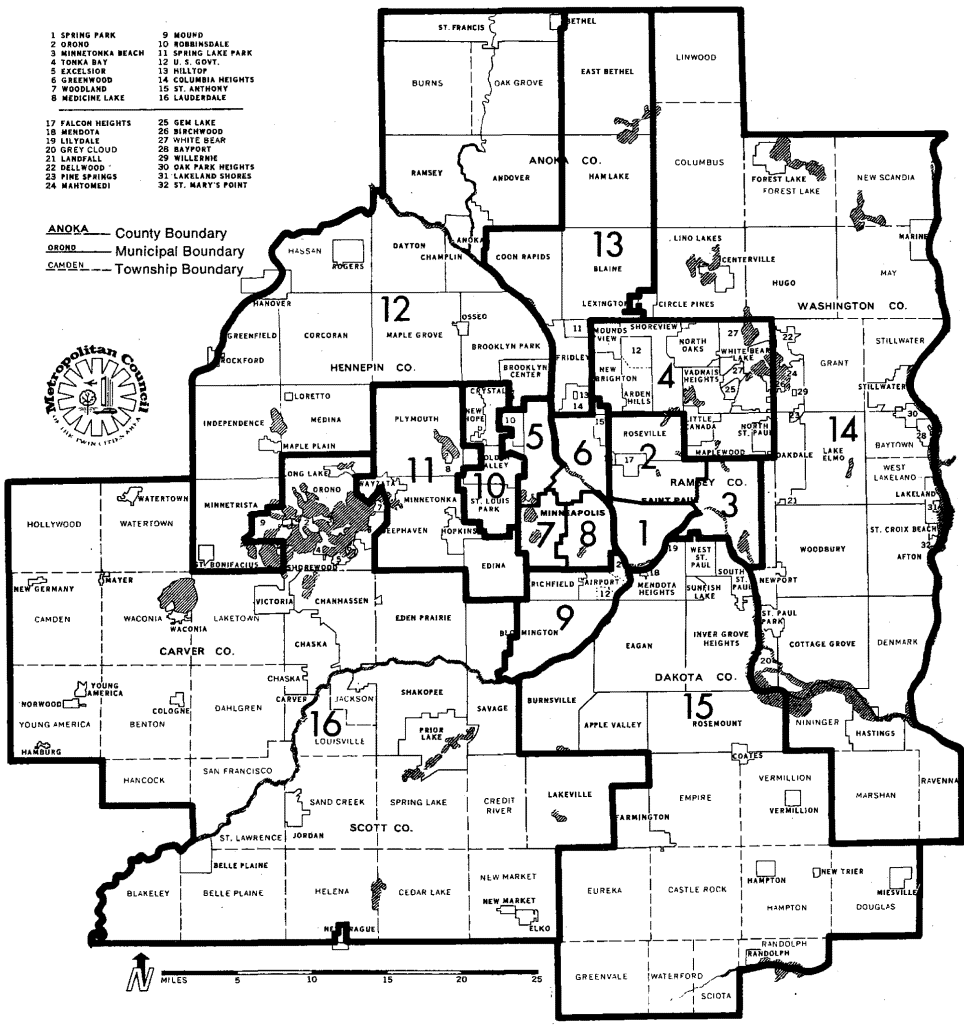
The local property levy that supports Council planning activity will amount to \$1.63 per capita in 1980, less than a six-pack of Milwaukee's finest.

METROPOLITAN COUNCIL
1979 AND 1980 REVENUE ESTIMATES

Source of Revenue	1979 Estimate	1980 Estimate
A. Federal Sources		
Department of Transportation	\$1,624,000	\$ 786,300
Department of Housing and Urban Development	1,182,600	951,800
Environmental Protection Agency	642,600	392,300
Department of Health, Education and Welfare	1,648,900	1,710,900
Law Enforcement Assistance Administration	294,100	85,500
Federal Subtotal	\$5,392,200	\$3,926,800
B. State Sources		
Crime Control Planning Board	\$ 49,000	\$ 200,000
State Arts Board	46,300	48,000
Minnesota Housing Finance Agency	6,500	---
Department of Transportation	34,500	---
Pollution Control Agency	2,000	---
State Parks Act	---	100,000
State Subtotal	\$ 138,300	\$ 348,000
C. Local Sources		
Reimbursement from Metropolitan Commissions	\$1,351,100	\$687,000
Interest on Investments	60,000	70,000
Council Ad Valorem Tax Levy	2,970,000	3,235,000
Local Sources Subtotal	\$4,381,100	\$3,992,000
TOTAL COUNCIL REVENUE	\$9,911,600	\$8,266,800
Less: Reserve	391,281	92,000
TOTAL AVAILABLE FUNDS	\$9,520,319	\$8,174,800

METROPOLITAN COUNCIL
1979 and 1980 EXPENDITURES

Programs	1979 Estimate	1980 Budget
Aging	\$ 369,317	\$ 442,955
Housing Planning	351,382	346,583
Metro HRA	521,643	596,828
Crime Control Planning	514,247	471,289
Emergency Medical Services	294,095	302,803
Developmental Disabilities	113,179	113,108
Arts	102,728	104,078
Human Resources Department	\$2,266,591	\$2,377,644
Comprehensive Planning	567,573	1,007,351
Research	479,331	396,915
Referral Administration	31,932	37,650
Local Planning Assistance	321,399	217,969
Air Quality Management	360,769	197,100
Natural Resource Management	229,505	142,356
Solid and Hazardous Waste Management	130,902	110,675
Water Pollution Control	476,963	207,767
208 Water Quality Management	509,974	456,389
Parks and Open Space	361,239	374,807
Air Transportation	127,120	134,532
Land Transportation	1,846,409	1,114,765
Physical Planning and Development Department	\$5,443,116	\$4,398,276
Chairman's Office	807,014	367,181
METROPOLITAN COUNCIL	\$8,516,721	\$7,143,101
Metropolitan Health Board	1,003,598	1,031,699
COMBINED TOTAL	\$9,520,319	\$8,174,800



METROPOLITAN COUNCIL OF THE TWIN CITIES AREA

The Council members and their districts are as follows: Chairman - Charles Weaver, Anoka

- | | | | |
|--------------------------------------|--------------------------------------|--|--|
| 1 - Martin Kellogg,
St. Paul | 5 - George Dahlvang,
Minneapolis | 9 - Ernest A. Lindstrom,
Richfield | 13 - Marcia Bennett,
Columbia Heights |
| 2 - Todd Jeffery Lefko,
St. Paul | 6 - Joan Campbell,
Minneapolis | 10 - Patricia Hasselmo,
Golden Valley | 14 - Opal M. Petersen,
Stillwater |
| 3 - Charles L. Rafferty,
St. Paul | 7 - Gladys S. Brooks,
Minneapolis | 11 - Dirk deVries,
Minnetonka | 15 - Kathleen Ridder,
Mendota Heights |
| 4 - Stanley B. Keger,
Maplewood | 8 - Alton J. Gasper,
Minneapolis | 12 - Roger Scherer,
Brooklyn Center | 16 - M. James Daly,
Belle Plaine |

(Betty Kane, District 10, resigned 9/79)

KEEPING IN TOUCH WITH THE COUNCIL

Here Are Some Ways

As A Member

The most direct way to participate in regional activities is, of course, as one of the 17 members of the Council. Members are appointed by the Governor from 16 districts of equal population size. The chair, the 17th member, serves at the Governor's pleasure and is appointed from the Region "at large." Council terms run four years. Terms of half the members (from the even numbered districts) expire in January 1981.

Under the provisions of the state open appointment act, the Secretary of State's office will begin to take applications in the late fall.

On An Advisory Committee

One very important way to participate in Council affairs is as a member of a regional commission or advisory committee. The Council appoints the members of the Metropolitan Transit Commission (MTC), the Metropolitan Waste Control Commission (MWCC) and the Metropolitan Parks and Open Space Commission. Each commissioner serves a four-year term. The chairs of the MTC and MWCC are appointed by the Governor. The Council appoints the Parks and Open Space Commission chair.

In addition, the Council normally has about a dozen standing advisory committees like the ones described elsewhere in this *Annual Report*. The Council's advisory committee structure offers the opportunity for substantial numbers of people to be directly involved in regional planning. The Council assigns staff and substantive duties to the committees. The record shows findings of the advisory committees are seriously considered and generally accepted by the Council.

Most of the committees are made up of a balance of consumers of a service, plus professionals who work in the field or represent provider interests.

More than 300 people serve on advisory committees. In addition, there are many specialized task forces or subcommittees that perform a wide variety of tasks. This is particularly true in the health and transportation areas.

The Council has followed an "open appointment" process for the past four years in naming members to the commissions and advisory committees. It asks residents who wish to be considered for appointment to fill out a simple application form that summarizes qualifications and interests. The Council reviews each application when vacancies occur.

As A Periodic Advisor

Not interested in being a committee member? Then the Council encourages citizens to participate in its planning programs by attending key meetings and hearings and presenting their points of view.

The Council publishes the *Metro Monitor* monthly to help people stay abreast of Council activities.

In addition, the Council publishes a *Weekly Review*, which contains information for those who wish to follow specific agenda items on a week-to-week basis or the weekly chores of selected committees.

The *Monitor* is mailed to about 16,000; the *Weekly Review* to about 4,000. Both are free.

New publications available at the Council are announced and summarized in both publications.

LAND TRANSPORTATION

The Economic-Energy Crunch

What changes, if any, should be made in the Region's transportation plan in light of changing energy availability and economic conditions?

Planning activity designed to answer the question was underway in 1979.

In addition, the Council made several amendments to the existing regional

transportation plan to "fill in some gaps" and meet federal requirements.

The Metropolitan Reorganization Act of 1974 instructs the Council to review and amend its transportation plan every four years.

The Council's existing plan, adopted in 1976, is designed to reduce the stubborn

and costly reliance of people on the private automobile, especially the driver-only "habit." It does not encourage deployment of any single, large-scale transit technology.

Rather it contains policies to improve "subregional" mobility with a highway and transit system geared to meet that need. At the same time, the plan continues to meet the need for longer-distance regional travel, particularly to the central business districts, through bus service and completion of the planned freeway system.

Research Activity

Basic Data

Research work conducted at the Council in 1979 included revision of 1990 travel forecasts to match changing population and household projections.

The data was fed into existing small area travel "models," which are computer-based mathematical models used to estimate travel demand (number of trips beginning, passing through or ending) in a small area of the Region. The estimates were then converted to transportation facility needs at the regional level for planning purposes. The data can also be used to design specific highways.

In addition, the Council developed new computer capability to analyze special transit programs, such as the impact of exclusive lanes for buses and carpools, and "light rail transit," the modern day version of the streetcar.

Research on the "goods movement" component of the Region's transportation system was initiated in 1979. The purpose of the research is to develop data to measure and forecast needs for truck travel in the Region.

I-35E EIS

The Council began preparation of a draft Environmental Impact Statement (EIS) for proposed Interstate Highway 35E in St. Paul.

The Council is in charge of preparing the EIS, which, at this point in the long history of controversy over the highway, is limited to extensive study of the Shepard Rd. and Pleasant Av. corridor alternatives.

The EIS involves preparing special studies in order to assess the social, environmental and economic impact of each alternative. The studies will also provide information on issues raised by local governments and citizens groups during EIS work performed in 1978.

The studies include the examination of concerns about air quality, noise, vibration, urban landscape, historic sites and the vitality and development of St. Paul's downtown area.

The draft EIS is to be completed in the summer of 1980. It will not contain a recommendation on which alternative should be selected. Rather, it will contain information so decision makers can select the most beneficial and environmentally-sound alternative.

A Project Coordination Group comprised of representatives of affected communities is assisting the Council with the study.

Plan Amendments

The Council adopted a transportation-related air quality plan (see separate air quality article) that spells out the

transportation-related steps needed to bring the Area into compliance with federal and state air quality standards.

A plan for transit service for the elderly and handicapped was adopted. It identifies ways in which the Region's transportation system can be made more accessible to elderly and handicapped people.

The plan contains a commitment to provide elderly and handicapped people with the same basic Metropolitan Transit Commission service as that available to the general public by 1990. The plan contains changes in equipment, operating procedures and specialized services—like the MTC's Metro Mobility program—to meet the needs of the elderly and handicapped people.

1980 Activities

Work on revising the general plan will carry over into the first half of 1980.

The I-35E draft EIS is to be completed, and special planning emphasis will be placed on studies of energy, subregional transit planning, and the potential of transit in the heavily-traveled transportation corridors of the Region.

The impact of fuel availability and cost on Area residents will be assessed. Plan options will be identified.

Ways to more fully realize the potential of transit and paratransit in the Area's subregions will be studied.

Transportation Advisory Committees

The Council's transportation planning effort is assisted by two advisory committees. The *Transportation Advisory Board* functions as a forum for cooperative decision-making on transportation issues. The 30-member group also coordinates and directs agencies in the Region that carry out the Region's long-range transportation plan as well as advise the Council on transportation matters.

The *Transportation Technical Advisory Committee*, as the name implies, works with Council staff and advises the Transportation Advisory Board on technical aspects of transportation planning. The committee is made up of transportation experts.

Members who served in 1979:

Transportation Advisory Board — David Graven, chair; Cameron Anderson, Richard Braun, Robert Britton, Robert Darr, Joe Fogarty, Earl Gnan, Walter Harbeck, Sam Higuchi, Terry Hoffman, Charlee Hoyt, Dave Hozza, Dennis Hron, Frank Johnson, LeRoy Johnson, James Kennedy, Gayle Kincannon, Richard Kramer, James Krautkremer, Robert Lindall, Naomi Loper, John Lyles, Bruce Nawrocki, Hal Norgard, John Pickar, Peter Popovich, Earl Robb, Al Ross, Barbara Savanick, Jacqueline Slater, Clayton Sorenson, Irving Stern and Gertrude Suel.

Transportation Technical Advisory Committee — Lawrence Bousquet, chair; Steve Balfanz, James Barton, Emil Brandt, Brad Beckham, James Bellus, Oliver Byrum, Larry Dallam, Scott Dickson, Hugh Faville, Horst Graser, Art Lee, Pat Murphy, Lowell Odland, John Ohrn, Bill Olson, William Ottensmann, Dwight Picha, E. W. Prenevost, Paul Ruud, Robert Sandeen, Richard Schnarr, Perry Smith, Fred Tanzer, William Thibault, Theodore Weigle and Ken Weltzin.



THE PEOPLE MOVER

Easily the Hottest Transportation Issue

Clearly, the most controversial regional transportation question to come before the Council in 1979 was the proposed St. Paul Downtown People Mover (DPM).

St. Paul, the MTC, the Council and the Legislature had, two years earlier, each given the green light to a preliminary engineering study of the DPM. The feasibility of the project was to be examined in the study. The DPM was envisioned as a 2.6-mile elevated transit system interconnecting the downtown area in a way that would get people around and spur private investment.

If the parties to the study could agree on the assumptions, design and financial arrangements for the DPM, then the federal government would fund 80 percent of the capital cost of the project.

The Council's role, as established in state law, was to provide the Legislature with an independent evaluation of the feasibility and benefits of the people mover.

To fulfill its responsibilities, the Council hired the Boston consulting firm of Charles River Associates to review the

accuracy, reasonableness and reliability of the assumptions and forecasts behind the proposal.

In March, the Council concluded, based in part on the Charles River firm's evaluation, that the DPM was financially feasible, would help bring about new downtown development and would positively benefit the downtown area in other ways.

But the Council also cautioned that operating costs for the new transit system could be higher than estimated and that the new construction potential attributed to the DPM may have been overestimated.

The Council suggested more study be given to the questions involving fringe parking and to winter operation of the system.

The Legislature subsequently rejected a bill to fund part of the local costs for the system.

Since then, the City of St. Paul has continued to fund additional study of the DPM proposal.

PUBLICATIONS

The Council published and distributed more than 100 reports on a broad range of regional issues during the year.

The Council's publications program saw greater emphasis on technical assistance materials designed to help communities prepare their comprehensive local plans. Fifteen reports and "planning briefs"—dealing with issues ranging from solar access questions to development of capital improvement programs—were distributed to local units of government.

In addition, the Council expanded the number and volume of public service materials for the general public and specialized audiences. Publications included:

- A regional directory of recycling centers.
- A regional guide to making decisions about nursing homes.
- A regional park directory.
- A guide to housing rehabilitation.
- A medical emergency preparedness guide.

A list of 1979 publications, by category, follows. Copies are available by calling the Council Public Information Office at 291-6464. Single copies of many publications are free. There is a charge for others.

A complete list of Council publications is also available.

Publications continued to page 12

RECOMMENDATIONS TO THE 1980 LEGISLATURE

While the Metropolitan Council has assigned top priority in 1980 to implementation of the Metropolitan Land Planning Act and other statutory mandates, it believes legislative remedies are needed in three important areas. These include:

CREATION of a statewide "reinvestment fund" to help preserve and revitalize older, built-up urban areas.

LEGISLATION to help protect agricultural lands near urban areas from the disruptive and costly influences of haphazard and unplanned urbanization.

REVISION of existing solid and hazardous waste management laws to clarify governmental and private sector roles and to introduce more certainty and public involvement in the planning, siting and project review processes for waste recovery and waste disposal facilities.

The reinvestment fund proposal is an outgrowth of a detailed Metropolitan Council study of problems affecting "mature" urban areas, and was presented in concept form to a House committee during the 1979 session. In the intervening months, the Council and the Minnesota League of Cities have revised and refined the proposal in the hope it will receive serious consideration this year.

The legislation that has been prepared would allow cities that have passed their greatest growth periods to draw on a state loan and grant fund for the purpose of stimulating private investment in declining commercial and industrial areas.

Assistance provided through the fund would not go to the downtowns of Minneapolis and St. Paul, or to newer, rapidly growing areas, where a range of governmental and marketplace

investment incentives already exist. Legislation that would further a key Council objective of protecting prime agricultural lands from unplanned urbanization was introduced in both houses in 1979, and will come before the Legislature again for consideration in 1980. The proposal, modeled in part after laws enacted by Wisconsin and New York, would establish a voluntary procedure whereby farmers could receive certain economic and other benefits in return for designating tracts of farmland as exclusive "agricultural preserves." The proposal drew favorable comment at a series of informational meetings conducted by the Council in rural portions of the Metropolitan Area this past fall. A related proposal which strengthens municipal regulation of large-lot subdivisions is also supported by the Council.

The Council has been working closely with legislative representatives and state and local officials on revisions in the laws dealing with solid and hazardous waste management. The Council supports the general objectives previously outlined, and is eager to assist the Legislature in any way it can in developing a more effective mechanism for dealing with this urgent problem.

At the request of the chairmen of the Senate Governmental Operations and House Local and Urban Affairs Committees, the Council last fall conducted a briefing for metropolitan area legislators on Council progress in implementing major metropolitan legislation enacted since 1974. It is the Council's hope that sessions such as the 1979 briefing will become an annual event.

An Appendix to the 1979 Metropolitan Council Annual Report to the Minnesota State Legislature contains more budget information and a complete list of all referrals reviewed by the Council in 1979.

Publications from page 11

METROPOLITAN DEVELOPMENT GUIDE

Published Chapters

Development Framework (1975) with 1977 Amendments. No. 01-79-036

Health Systems Plan Summary. No. 18-79-054

Health Systems Plan for the Metropolitan Area, 1979-1980 Midyear Revision. No. 18-79-084

Solid and Hazardous Waste Management Plan. No. 12-79-017

Water Quality Management. No. 62-79-015

Published Amendments and Supplements

Air Quality Control Plan for Transportation. No. 09-79-034

Housing Amendments. No. 19-79-035

Recreation Open Space Regional Trails Amendments. No. 11-79-005

Regional Parks Capital Improvements Program Amendments. No. 11-79-006

Transportation Amendments. No. 26-79-048

Draft Chapters, Amendments, Supplements

Amendments to Housing Chapter, and 1980-1982 Subsidized Housing Allocation Plan, Public Hearing Draft. No. 19-79-104

Transit Service Plan for the Elderly and Handicapped, Post-Public Hearing Draft. No. 26-79-071

METROPOLITAN COUNCIL GENERAL INFORMATION

Citizen's Guide to the Metropolitan Council. No. 08-79-051

Commissions, Boards and Advisory Committees associated with the Metropolitan Council,

series of brochures.

Four Views on the Role of the Metropolitan Council. No. 08-79-047

How the Council's Referral Process Works ... the Nuts and Bolts. No. 08-79-027

Metro Monitor, a monthly newspaper. Volume 1, Nos. 1-7

Metropolitan Council 1978 Annual Report to the Minnesota State Legislature. No. 08-79-001

Metropolitan Council Publications Directory. No. 08-79-094

Metropolitan Issues, a classroom kit. No. 08-79-082

Metropolitan Issues Report. September 1979

Perspectives, a quarterly magazine (discontinued) No. 08-79-032

Twin Cities Metropolitan Area, A Region That Works. 16 mm film

Weekly Review, a newsletter, 50 issues

AGING

Planning for Older People. No. 14-79-016

Housing Developments for the Elderly, Service and Design Considerations. No. 14-79-013

ARTS

1979-80 Handbook for Local/Regional Arts Grant Applications. No. 58-79-070

Arts Services in the Twin Cities Metropolitan Area. No. 58-79-055

Arts Plan for the Twin Cities Metropolitan Area. No. 58-79-033

Directory of Arts Services in the Twin Cities Metropolitan Area. No. 58-79-078

ASSISTANCE FOR LOCAL PLANNING

Aviation Planning Considerations for Communities Without Metropolitan System Airports. No. 07-79-068

Developing a Capital Improvements Program, a training kit. No. 07-79-029

Guide for School District Review of Local Comprehensive Plans. 07-79-064

1979 Local Planning Activity Survey. No. 07-79-056

Local Planning Assistance Newsletter, a quarterly publication.

Local Planning Under the Metropolitan Land Planning Act. No. 07-79-020

Model Implementation Program for Rural Township Comprehensive Plan. No. 07-79-044

Model Stormwater Management Plan Elements for Metropolitan Area Communities. No. 10-79-061

Planning Directory of Planning Consultants, County and Municipal Planners and School District Planning Contacts in the Twin Cities Metropolitan Area. No. 07-79-009

Planning for On-Site Waste Management Systems in the Rural Area. No. 07-79-069

Programs to Provide Lower-Cost Housing Opportunities. No. 19-79-106

Planning for Solar Access Protection, Local Planning Handbook. No. 07-79-059

Planning for Solar Access Protection, Planning Brief. No. 07-79-093

Recreation Open Space, Local Planning Handbook. No. 11-79-038

Stormwater Management Plan Elements Summary, Planning Brief. No. 10-79-063

Preparing a Capital Improvement Program Under the Metropolitan Land Planning Act. No. 07-79-100

CRIMINAL JUSTICE

Metropolitan 911 News, two issues.

Twin Cities Metropolitan Area Crime Trends. No. 36-79-095

DEVELOPMENT FRAMEWORK

Proposed Minnesota Agricultural Preserves Act. No. 02-79-101

Rural Area Task Force Report to the Metropolitan Council. No. 02-79-003

State of the Region: The Fully Developed Area. No. 01-79-023

The Fully Developed Area, A Profile of Trends. No. 08-79-052

ECONOMIC REPORTS

Commercial Construction in the Twin Cities Metropolitan Area in 1978. No. 01-79-073

1978 Construction Summary and Major Construction Projects in July-December, 1978, in the Twin Cities Metropolitan Area. No. 01-79-041

1978 Industrial Construction in the Twin Cities Metropolitan Area. No. 01-79-060

Industrial Migration Trends in the Twin Cities Metropolitan Area. No. 01-79-022

Major Construction Projects in the Twin Cities Metropolitan Area. No. 01-79-098

Regional Fiscal Profile. No. 02-79-021

ENVIRONMENTAL REPORTS

Energy Conservation Through Land-Use Planning. No. 01-79-025

Local Stormwater Planning in the Twin Cities Metropolitan Area. No. 10-79-039

Mississippi River Critical Area Designation, Public Hearing Draft. No. 08-79-053

Municipal Water Supply in the Twin Cities Metropolitan Area. No. 10-79-062

Recycle It! Recycling Centers in the Twin Cities Area. No. 08-79-089

Water Pollution from Nonpoint Sources: An Assessment and Recommendations. No. 62-79-008

208 Planning News, a monthly newsletter.

HEALTH

Annual Implementation Plan for the Metropolitan Health Systems Agency, 1979-1980 Midyear Revision, Draft. No. 18-79-102

Consumer's Guide to Long-Term Care, Nursing Homes and Alternative Services. No. 18-79-007

Developmental Disabilities Information Exchange, a monthly newsletter.

Emergency Medical Services, a brochure. No. 51-79-012

Emergency Medical Services Newsletter, a monthly publication.

Emergency Medical Services Plan Summary, Public Meeting Draft. No. 51-79-107

Health Board Bulletin, a monthly newsletter.

I Think I Need a Nursing Home: What Do I Do Now?, a brochure. No. 18-79-067

Medical Emergencies Can Happen Anywhere, Anytime to Anyone, a brochure. No. 51-79-077

Long-Range Hospital Plan for the Twin Cities Metropolitan Area. No. 18-79-066

1978 Metropolitan Health Board Annual Report. No. 18-79-004

Participation of Minorities in the Developmental Disabilities Movement in the Twin Cities Metropolitan Area. No. 53-79-002

Planning for the Needs of the Developmentally Disabled, a brochure. No. 53-79-080

HOUSING

A Guide to Housing Rehabilitation. No. 19-79-011

Estimated Housing Assistance Needs and Program Mix Goals for Metropolitan Area Communities. No. 19-79-090

Housing Regional Relocation Clearinghouse, a monthly newsletter.

Housing Rent Subsidy Program, 10-minute slide-tape show.

Housing Vacancy and Turnover Data, October-December 1978. No. 19-79-031

Housing Vacancy and Turnover in the Twin Cities Area, January-March 1979. No. 19-79-058

Housing Vacancy and Turnover in the Twin Cities Area, April-June 1979. No. 19-79-079

Housing Vacancy and Turnover in the Twin Cities Area, July-September 1979. No. 19-79-103

Modest-Cost Housing Ideas. No. 19-79-040

Proposed Changes in the Metropolitan Council's Subsidized Housing Allocation Plan. No. 19-79-091

Guidelines and Procedures for Review of Local Tax-Exempt Bond Plans. No. 19-79-100

Rent Assistance Program brochures for residents and property owners. No. 52-79-043

Section 8 Rent Assistance Program Owner's Handbook. No. 52-79-050

Streamlining the Housing Development Approval Process. No. 19-79-074

1978 Subsidized Housing Activity in the Twin Cities Metropolitan Area. No. 19-79-092

PARKS AND OPEN SPACE

Regional Recreation Open Space Major Policy Issues. No. 11-79-088

Winter in the Parks. No. 11-79-113

POPULATION REPORTS

Population Trends in the Twin Cities Metropolitan Area, 1970-78. No. 01-79-028

TRANSPORTATION

Interstate 35E Study, Phase I Report. No. 26-79-010

Metropolitan Highway Interchanges. No. 26-79-014

Park/Ride in the Twin Cities Metropolitan Area. No. 26-79-085

Proposed St. Paul Downtown People Mover. No. 26-79-042

1979-1983 Transportation Improvement Program. No. 26-79-037

1980-1984 Transportation Improvement Program. No. 26-79-105

MAPS

1980 Census Tracts, Twin Cities Metropolitan Area. No. 01-79-057A

1980 Census Tracts, Chisago, St. Croix and Wright Counties. No. 01-79-057B

Health Planning Areas, Twin Cities Metropolitan Area. No. 18-79-054A

Hospitals and Long-Term Care Facilities, Twin Cities Metropolitan Area. No. 18-79-054B

1979 Legislative Districts, Twin Cities Metropolitan Area. No. 08-79-026

Recycling Centers. No. 12-79-017B

Solid Waste Disposal System. No. 12-79-017A

Schools and School Districts. No. 08-79-018

School District Enrollment Trends, 1973-83. No. 08-79-019