

METROPOLITAN COUNCIL 1980 ANNUAL REPORT TO THE MINNESOTA STATE LEGISLATURE

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STATE OF MINNESOTA



Chairman's Report

Since taking over the chairmanship of the Metropolitan Council in early 1979, I've heard a lot of talk about "innovation."

From a national perspective, the Metropolitan Council is regarded as one of the most, if not the most, innovative of the more than 670 substate regional planning agencies in the country.

Closer to home, I've often heard the Council criticized as being "too innovative" and too eager to take on new and different assignments. At the same time, others have contended the Council has become bureaucratized and covered with barnacles; that it is "not innovative enough."

I've been properly pleased with some of these characterizations and have fretted over others. In the process, I've come to suspect the truth lies somewhere in the middle; that the Council, in short, has struck a pretty healthy balance with regard to "innovation."

A University of Minnesota professor inadvertently helped me sort things out. During what I might suggest was at least a moderately innovative series of "pre-1981 budget" sessions last summer with several organizations, the professor observed that innovation seldom occurs in "what" a person or organization does, but in "how" the "what" is done.

It's my feeling this balance has been reflected in the Council's work over the past year. Some examples — not a complete listing, by any means — of innovative Council activities include:

THE COMBINING, in coordination with the Minnesota Pollution Control Agency, of state and regional environmental review processes for the expansion of several large regional sanitary landfills. Consecutive reviews would have taken well over a year to complete; concurrent reviews

cut this time to five months for the first landfill expansion application considered.

THE CREATION of an economic advisory committee responsible, in part, for measuring the impact on the private sector of the Council's regional "guided growth" development plan.

PASSAGE by the Legislature of the Metropolitan Agricultural Preserves Act. A Rural Area Task Force created by the Council was instrumental in the development and enactment of this law, the first of its kind in the country.

The flip side of the coin, in considering the matter of balance, involves Council attention to ongoing responsibilities and additional tasks resulting from new state and federal legislation.

In this regard, the Council devoted much of its time and effort in 1980 to helping carry out provisions of the new state solid and hazardous waste management act, the Metropolitan Land Planning Act of 1976, a long-range health cost containment plan for the Twin Cities Area, and a wide variety of other mandates.

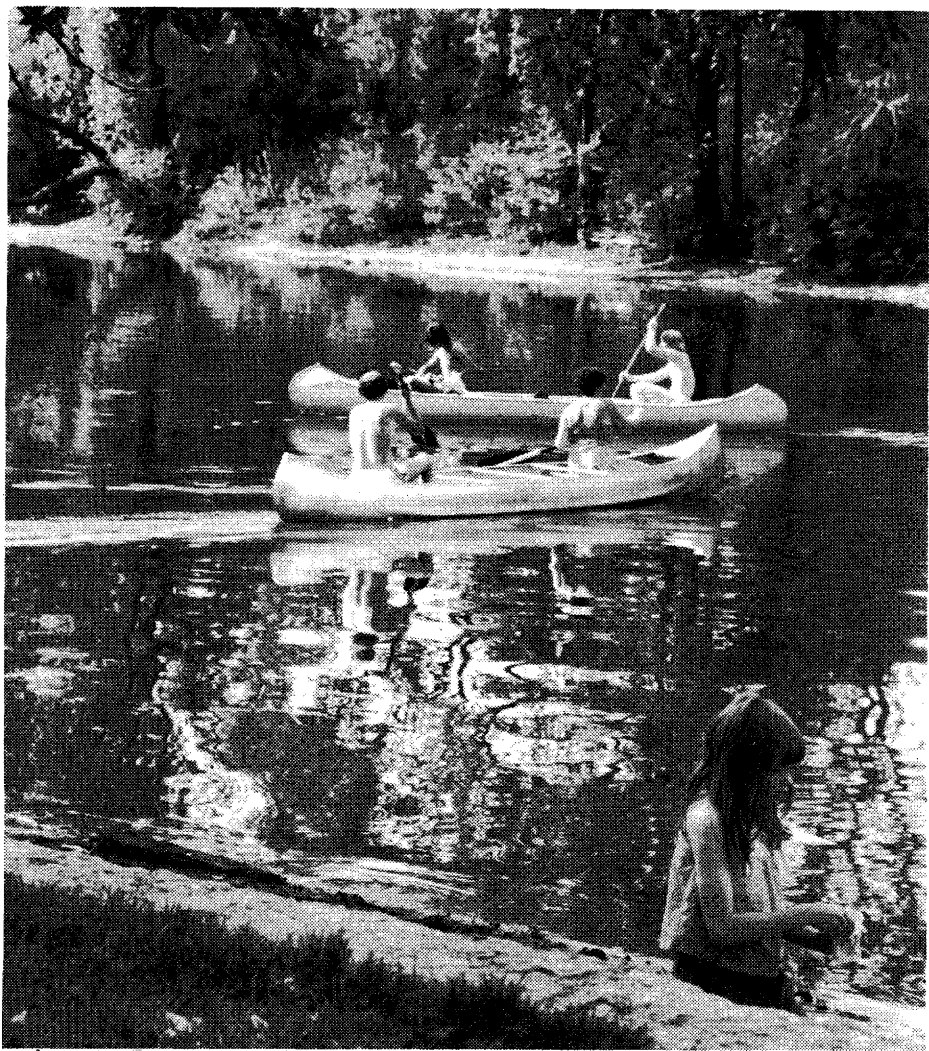
Again, in my judgment, the Council's work over the past year reflects a pretty sound balance with regard to the approach it has taken in meeting its overall planning and coordinating responsibilities.

The following report contains the Council's legislative priorities, its response to major legislative requirements, an assessment of several emerging regional problems, and a programmatic description of the Council's work program during the past year.

We hope you find it interesting and informative.

Charles R. Weaver,
Chairman

Parks: A Revised Plan Takes Shape



While parks and open space represent leisure and fun to most citizens, adoption of a new regional recreation open space policy plan represented a major Council work effort in 1980.

The plan estimates the outdoor recreation needs of the Metropolitan Area to the year 2000 and selects park facilities to meet those needs. When it is transformed from paper to reality, citizens will find 11 more parks and six more park reserves than the system now contains. The plan also calls for extensive development of the regional park sites.

The plan contains several major elements that distinguish it from the 1974 park plan, which it replaced:

1. It sets forth policies on providing levels of regional recreational facilities and levels of costs to taxpayers that are equitable throughout the Metropolitan Area. Policy 22 says the parks should have consistent basic operating policies and a stable and equitable method of financing their operation and maintenance.
2. It limits the number of implementing agencies, which own and operate the regional parks, to 10: the seven counties and the cities of St. Paul, Minneapolis and Bloomington.
3. It changes the status of several park sites from the earlier plan:
 - Hampton Woods, St. Francis Hills and Mississippi Islands are dropped.
 - The regional parks of Lake Minnetonka, Anoka County Riverfront, and the Mississippi Gorge, plus a special-use facility to provide public access to Lake Minnetonka, are added.
 - Six regional sites are reclassified: Big Marine Lake, Miesville Ravine and Upper Grey Cloud Island from parks to park reserves; Grass-Vadnais, South Washington County and Lebanon Hills from park reserves to parks.

About 13,500 acres remain to be acquired to complete the system. Most of the newly acquired lands remain to be developed.

The capital improvement program (CIP) included in the new plan calls for expenditures of some \$31 million for acquisition and development in 1981-82. However, the Council is now working with the implementing agencies to cut the CIP total down to the range suggested by the state Department of Finance, \$22.5 to \$27.5 million.

Good parks benefit virtually everyone and are a major factor in the high "quality of life" of this Region. The increasing cost and scarcity of gasoline make it even more urgent that a "near-in" regional park system be completed and readily accessible to the half of the state's people who live in the Seven-County Area.

Besides acquisition and development funding, which the Council provides, funding operations and maintenance of the regional park system has become a significant problem. While the Council does not plan to recommend a shift from local financing of these costs in 1981, it expects to recommend doing so in the 1982 session. Concern on the part of implementing agencies about this increasing tax burden has become a major impediment to implementation of the regional park system.

Enmeshed in this issue is a key Council goal for the system: to achieve an equitable distribution of regional parks around the Metropolitan Area. The western portion of the Area is much further along and moving at a more rapid pace than the eastern section. Local funding overlooks the fact that as a regional facility, the park may be needed primarily for residents of other counties. Also at issue is equity. The amount of tax money paid by each citizen annually in the Metropolitan Area for regional park operations varies widely, from 99 cents to \$15.50.

The Metropolitan Parks and Open Space Commission helped the Council develop the new plan and advises the Council in carrying out the regional system through review of implementing agency plans and grant requests. The Council has granted \$82 million since 1974 to buy and develop regional parklands under the 1974 Metropolitan Parks Act. *Minn. Stat., secs. 473.301-473.341 (1978).*

Looking for Controversy? Try Solid and Hazardous Waste Disposal

Half the estimated 85,000 tons of hazardous waste generated annually in the Twin Cities Area goes to secret resting places. These wastes are buried in unknown places, poured into sanitary sewers or dumped into storm sewers and ditches. The illegal dumping threatens the Area's ground and surface waters and poses a danger to health.

There are now no environmentally safe public hazardous waste disposal facilities in Minnesota. No new sanitary landfills have been opened in the Region since 1971. The Council estimates the Region will run out of space for the 2.5 million tons of garbage generated each year by the mid-1980s unless new landfills are developed or existing landfills expanded.

Further, if nothing is done to reduce, recycle or recover solid waste more effectively than is now the case, the Region will need four times its present landfill capacity by the year 2000.

In 1979, the Metropolitan Council adopted a revised regional solid waste policy plan required by the 1976 Metropolitan Solid Waste Act. *Minn. Stat., secs. 473.801-473.823 (1978).* That plan recognized the problems of diminishing landfill capacity and set priorities that emphasized waste reduction, waste recycling, and energy recovery.

In support of the Council's plan, the Legislature passed the 1980 State Waste Management Act, a tough law that will provide the machinery to get the job done. It contains enforcement measures and deals with both solid and hazardous waste as well as sewage sludge and ash. *Minn. Laws 1980, ch. 564.*

The law authorizes spending \$17.9 million for waste management for planning, site selection and acquisition, and for demonstration projects.

The law requires selection and acquisition of: at least one site for hazardous waste in the state by June 1983; sites for chemical processing, incinerating and temporarily storing hazardous wastes; sites for landfills in the Metropolitan Area to handle trash, garbage and other solid wastes by June 1983; and sites for the Area's sewage treatment residues — one for sewage sludge and one for screenings, grit and incinerator ash. In addition, the law requires plans to reduce and reuse wastes so fewer land disposal facilities are needed.

In the months since the law was passed, the Council has stayed on schedule in meeting its assigned responsibilities:

In 1980, the Council:

- Completed a report that estimates the needed landfill disposal capacity in the Metropolitan Area between now and the year 2000.
- Developed a grant agreement with the seven metropolitan counties to fund county-level planning to identify four potential sanitary landfill sites and one demolition-construction debris landfill site in each county.
- Held well-attended public meetings to review sludge and ash disposal siting issues with the public. The law requires the Council to identify three candidate sites for sludge and three candidate sites for ash by July 1981.
- Completed a disposal "abatement" report that estimates that by reduction, recycling, processing and resource recovery, the waste headed

for landfills could be reduced by up to three-fourths.

- Initiated work on a local government compensation measures report.
- Completed an environmental impact statement (EIS) for a proposed expansion of the Pine Bend Sanitary Landfill which would provide added capacity to 1986. The EISs for the Burnsville and Freeway landfill expansions are nearly complete and permits for Louisville and Pine Bend landfill expansions have been approved.

The Metropolitan Area will be affected by three separate land disposal facility siting processes: 1) the state Waste Management Board's hazardous waste facilities siting work; 2) the Metropolitan counties' sanitary landfill site selections, which must be approved by the Council; 3) and the Council's sewage sludge and ash disposal siting efforts.

To avoid duplication of effort among agencies, and to coordinate activities, representatives of the Council, the state Waste Management Board, the Pollution Control Agency (PCA), the Metropolitan Waste Control Commission (MWCC) and the counties have formed an interagency policymakers' committee.



The Council has several specific tasks in 1981. By July 1981, the Council must select six candidate sites for land disposal of sludge and other solid wastes produced by the Region's sewage treatment plants.

By October 1981, the metropolitan counties and the Council must complete preparation of an inventory of up to 30 or more candidate landfill sites for solid waste.

By the end of 1981, the Council must complete a report to the Legislature on policies for mitigating and compensating local governmental units for the adverse local effects of disposal facilities.

After July 1982, waste management districts, counties and the Metropolitan Council will have authority to direct waste to resource recovery facilities. Approval by the state Waste Management Board may also be required.

By the end of 1982, the Metropolitan Council must select final sites for land disposal facilities for sewage sludge and sewage ash.

The Council and the seven metropolitan counties will select and acquire sites for solid waste disposal facilities in the Metropolitan Area during 1983 and complete land disposal abatement plans early in 1983. The Council has every expectation that the new law will work. But the law has not removed the controversy: rather, it set up a process to ensure an end result. The task will be far from easy.

Making Local and Regional Plans Compatible

The Metropolitan Land Planning Act of 1976 requires the preparation of local comprehensive plans that are consistent with regional "systems" plans for sewers, airports, transportation and parks. The law established a four-year process intended to integrate substantially planning among the Council, local units of government and school districts. The law also spelled out what was to be contained in the Council's systems statements, local government comprehensive plans and school district capital improvement programs (CIPs). *Minn. Stat., secs. 473.851-473.872 (1978).*

The first major activity under the law took place in 1977. The Council met the mid-year deadline for transmitting its "systems statements" — its plans for regional sewers, parks, transportation facilities and airports and the forecasts on which they were based — to each community in the Region. Receipt of the statements triggered the local planning process. Communities and counties had until mid-1980 to complete their plans and submit them to the Council for review. School districts had until the end of 1979 to complete their capital improvement programs for Council review and comment.

This year was, then, earmarked to be the culminating year of the planning effort. It has not turned out that way.

While the law required transmittal of local plans to the Council by July 1980, it also made provisions for time extensions from the Council. Most local governments have requested more time to prepare their plans, and these requests were granted by the Council.

The log of reviews conducted to date follows: of 194 city, county and township plans, the Council has completed its review of 21; 60 have been turned in and currently are under review (the Council has 120 days to review each plan); 96 communities received time extensions to early- or mid-1981; and 10 have not responded to the law with either a plan for review or a request for a time extension.

The Council granted wholesale extensions for a number of reasons. Many communities were nearing completion of their plans, but found they could not comply with a provision in the law that they share their plan with neighboring and affected jurisdictions for their reactions before Council review. The law requires this local-level review six months in advance of Council review.

The Council took the position that compatibility between plans of neighboring jurisdictions is too important a part of the planning process to neglect.

Ravenna Township in Dakota County was the first to have its plan formally reviewed by the Council. But tiny Waterford Township, population 530, turned out to be the first community in the Twin Cities Area to have its plan reviewed by the Council and then adopted by the township.

The plan review process has involved extensive consultations between local governments and the Council. In most cases, the Council concluded that regional and local plans are mutually supportive. In some instances, however, the review process defined and highlighted differences between local and regional plans and helped speed up the resolution of regional and local problems.

The Council has, to date, only found one situation so serious that it exercised its authority to require a local government to modify its plan. In this instance, the local government identified

a potential health and pollution problem from on-site sewer failures, but did not identify a solution. The Council required the local government to do so.

In all likelihood, there will be other instances where modifications will be required, probably when local land use plans would result in more traffic or sewage flow than metropolitan systems can handle.

To date, the Council has reviewed 45 school district capital improvement programs. The Council comments are advisory only. Three CIPs are currently under review, and one time extension has been granted. The CIPs were found to be largely consistent with regional planning. Since most of the community plans were not finished, the Council could not assess the CIPs' compatibility with local plans. The likely reason for the absence of controversy about the CIPs is that, by and large, the CIPs are based on declining enrollment and planned for a period of contraction of school facilities, rather than expansion.

Looking ahead, the Council in 1980 began to develop procedures that would apply when communities make amendments to their adopted comprehensive plans. The 1976 law requires local governments to transmit plan amendments to the Council for review before they are put into effect in accordance with the procedures used for the comprehensive plan.

The law does not define an "amendment" or outline a process for determining which amendments are of sufficient import to merit Council review. This subject resulted in protracted discussion between the Council and communities in the Region during the second half of 1980.

Several variations were proposed and discussed. Essential agreement on definitions and the process to be followed now appears to have been reached, and a public hearing will be held in early 1981 on the proposed plan amendment review procedure.

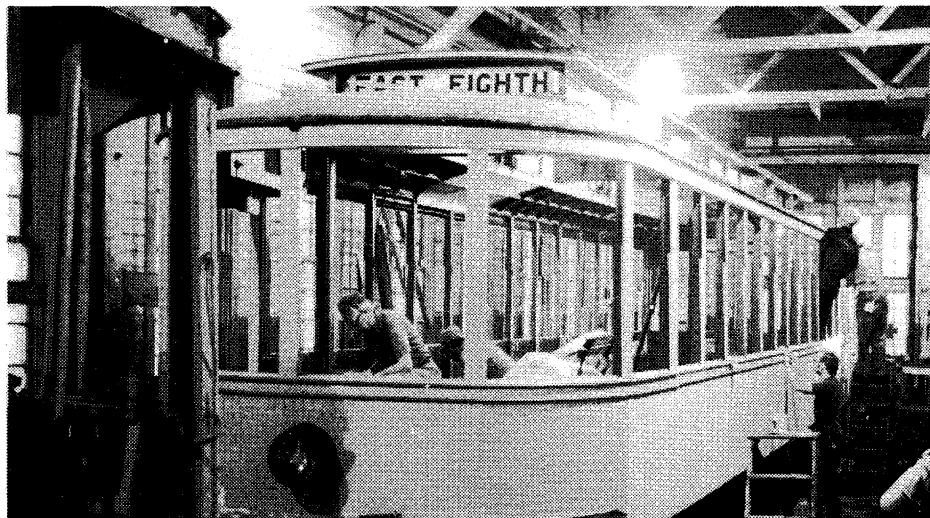
As part of the local comprehensive planning process, local governments identify parts of the community they intend to keep in agricultural use. A new law, the 1980 Agricultural Preserves Act, helps local communities carry out their intentions to keep such land in agricultural use. *Minn. Laws 1980, ch. 566.*

The law puts interested farmers near the urban area on equal footing with outstate farmers by providing them with protections and benefits so they can continue to farm and make farm investments with assurance they will be able to continue to farm their land.

Under the law, land in an "agricultural preserve" would be taxed at agricultural use value rather than market value, mill rates would be reduced to rates comparable to outstate areas, and special assessments for urban sewer and water would be prohibited. To be eligible, though, the land has to be planned and zoned by the community for long-term agriculture.

The Council advocated passage of the Agricultural Preserves Act during the legislative session. Since then, the Council has provided information to people affected by the law through publications and community meetings.

LRT: A Courtship — Will Marriage Follow?



A streetcar from bygone days is under restoration under the auspices of the Minnesota Transportation Museum. Modern systems are faster than the old streetcar, can be formed into trains and operate on exclusive rights of way.

A greeting card folder is circulating in the Twin Cities which reads, "Lonely? Let LARS take you home tonight." Opened, the folder becomes a full color map of "LARS," a fictitious alternative light rail system for the Twin Cities Metropolitan Area. The card reflects the growing interest in light rail transit (LRT) in the Region.

In response to public interest in LRT, the 1980 Legislature appropriated \$150,000 to the Council to conduct a feasibility study of light rail transit, requiring a report from the Council to the 1981 session. *Minn. Laws 1980, ch. 607.*

Light rail transit uses electrically powered, steel-wheel vehicles similar to streetcars. Modern light rail vehicles generally operate at high speeds along exclusive rights of way with widely spaced stops.

In the Council's 1976 policy plan on transportation, buses and automobiles were designated as the main modes for travel in the area until 1990. Rail transit was not to be considered, except for "circulation" systems in downtown areas.

But times change. The cost of petroleum to run cars and buses has skyrocketed. Further, increasingly heavy traffic on certain highways in the Region calls for looking into new approaches to ease congestion.

In its attempt to answer the feasibility question, the Council study will estimate ridership in the year 2000; evaluate the impact of such a system on urban development, energy and the environment; and determine the costs of building and operating an LRT system compared with other transportation alternatives such as exclusive lanes for buses, carpools and vanpools.

By April, the Council had named the Pottstown, Pa., firm of Sanders and Thomas, Inc., to serve as lead consultants on the study in association with Midwest Research Institute, Minnetonka, and COMSIS Corp., Wheaton, Md. The consultants' work is directed by a project management team composed of agencies responsible for transportation in the Area: the Council, the MTC and the Minnesota Department of Transportation (Mn/DOT).

Four broad corridors have been selected for study. To provide for community participation in the process, two representatives from each of the communities directly affected by the routes were named to a project coordinating group. In addition, a representative of the Council's inter-agency Transportation Advisory Board is also a member of the group. The project coordinating group hears reports on the progress of the study and provides community reaction.

Within the four corridors, five rights of way most likely to meet the selection factors established by the Council were selected for further study.

The rights of way selected for detailed study are as follows:

1. *West-Southwest corridor.* Two rights of way: one begins in Wayzata and follows Hwy. 12 to downtown Minneapolis. The second follows the Chicago-Northwestern railroad line from Hwy. 101 in Minnetonka east, then south to Hopkins, then northeast to downtown Minneapolis.
2. *St. Paul West-Minneapolis East corridor (University Av.).* University Av. from downtown St. Paul to Washington Av. in Minneapolis, then into the downtown area.
3. *Northeast corridor.* Railroad right of way from downtown St. Paul, north and east of Hwy. 61 to Beam Av., east along Beam Av. to Maplewood Mall in Maplewood.
4. *Northwest corridor.* Generally along West Broadway from near downtown Minneapolis north to Robbinsdale, northeast along Hwy. 100 and 169 to Hwy. 152, then north to Brookdale Shopping Center in Brooklyn Center.

Nine factors were used in determining that these routes, of many possible, represented the best opportunities for developing LRT. These include: service to the downtown areas; service to shopping centers; routes that do not require heavy capital expenditure; and use of existing railroad or highway rights of way.

In addition, consideration was given to minimizing the need for frequent stops and starts; relatively favorable ridership possibilities; serving existing and projected population concentrations; serving areas of potential development and redevelopment; and finally, coordination with other modes of transportation.

The fact that four corridors and five rights of way were chosen for study does not necessarily mean that a light rail transit system, if built, would necessarily be built only in the identified locations. The alignments were chosen for the characteristics each represents. Other corridors may have identical characteristics.

The consultant's work will be completed by the end of January. Following Council review, a final report will be prepared and delivered to the Legislature by mid-March. The report will include information from a study of Hwy. 55 (Hiawatha Av.), being conducted by Minneapolis.

Interstate Hwy. 35E: Decision Due in 1981

The 1978 Legislature directed the Metropolitan Council to prepare an Environmental Impact Statement (EIS) on the uncompleted five-mile segment of I-35E in St. Paul. *Minn. Stat., secs. 161.117-161.124 (1978).*

The action followed a prohibition on freeway construction in several corridors in the Twin Cities, including I-35E, imposed by the 1975 Legislature. The same Legislature set conditions under which a roadway might be built within the Pleasant Av. corridor.

In 1980, the Council completed the "bricks and mortar" work necessary to finish the I-35E environmental impact statement. In 1979, the Council had narrowed possible routes for the roadway from a large corridor swath through St. Paul and northern Dakota County to two corridors, namely along Pleasant Av. and Shepard Rd. Eight design alternatives, plus a ninth "no build" alternative, were chosen for full EIS study.

The alternatives consist of various combinations of four-lane or six-lane roadways, freeway or parkway, direct connection or indirect connection with I-94 near downtown St. Paul, and trucks or no trucks in part or all of the route.

In 1980, several alternatives not considered in 1979 were added to the EIS at the request of St. Paul and affected citizens. These include combined use of Pleasant Av. and Shepard Rd., plus a new extension east of the downtown area to link Shepard Rd. and existing I-35E.

Inclusion of the new alternatives has delayed the study. Because the EIS assessment must be applied to the new alternatives.

The alternatives question settled, the focus of the EIS shifted during 1980 to 12 special EIS studies. These studies, completed during the year, measure and evaluate traffic, air, noise, social, landscape, historical, archeological, ecological, water, economic, vibration and land use implications of each alternative.

The studies also assess whether the alternatives meet applicable state and federal standards. And, importantly, the studies compare and rank each alternative route with other alternatives when comparisons are possible. For example, the noise study notes which alternatives would have high and low noise impacts.

Near the end of the year, each special study was reviewed by a community coordinating group established for this purpose and presented to the public for discussion and evaluation at public meetings in affected neighborhoods and communities.

The draft EIS is expected to be ready for public hearing in July 1981. The draft will contain the findings of the special studies and will assess all the environmental, economic and social impacts of the various alternatives.

Council completion of the draft EIS will not include a policy decision on which alternative, if any, should get the go-ahead.

Rather, the draft EIS and the testimony from the public hearing will be turned over to the state commissioner of transportation. From it, the commissioner will select one of the alternatives or decide not to build any highway. The commissioner's recommendation, contained in what is called a "final EIS," will then come before the Council and federal transportation agencies for review.

Crime Control Planning: Does it Pay?

The fact is, there is no panacea for stemming crime against people and property, nationally or locally. In the last 10 years, the nation's crime rate was up 47 percent. "Violent" crimes, murder, rape, robbery and aggravated assault, grew by nearly 60 percent.

In the Twin Cities Area, the rate of violent crimes was up 48 percent and the number of such crimes increased by 57 percent.

No single approach, such as the mere infusion of outside funding, is sufficient to deal effectively with crime. Instead, many "tools" are needed — more citizen involvement in crime prevention; more cooperation among law enforcement agencies, the courts, schools and other community services; improved court procedures; and good planning.

The Council is the regional crime control advisory council for the Twin Cities Area. Its job is to help bring about an orderly, coordinated and effective criminal justice system.

The Council has a regional plan to guide the efforts of law enforcement units, the courts and corrections agencies. In its review of local applications for federal grants, it has worked to boost innovative efforts to deal with crime. The Council has also assisted local governmental units in carrying out law enforcement and other projects, and developed legislative recommendations to improve the Region's criminal justice system. Among these was a proposal for establishing a regional 911 emergency phone system in the Twin Cities Area.

In 1980, the Council put together recommendations for dealing with juvenile crime, which accounts for a high percentage of all crime reported in the Twin Cities Area. The Council is currently considering specific policies and goals for dealing with juvenile crime and delinquency.

Seven years ago, the Council began an effort that will culminate two years from now with the completion of a 911 emergency phone system in the nation's largest toll-free telephone region — the Twin Cities Area. In the fall of 1979, the Council turned over responsibilities for completing the system to the Metropolitan 911 Telephone Board, established by a joint powers agreement among the seven metropolitan counties.

In 1980, the Council assisted the board in developing a computer-based address routing system that will ensure the best delivery of emergency police and fire services. Expectations are that the system will meet the legislatively mandated deadline of December 1982 for starting full operations.

In cooperation with the Metropolitan Area Management Association, an organization of city managers, the Council conducted a four-year study to help Twin Cities suburbs develop nondiscriminatory, job-related standards for hiring entry-level police officers. Suburban communities are now implementing the standards, with technical assistance provided by the Council.

The Council's crime control planning program continues to provide a forum where local governmental officials, criminal justice professionals and citizens can work to achieve a consensus on policies, priorities and funding allocations for criminal justice efforts.

An advisory committee has helped the Council carry out its criminal justice responsibilities since 1970.

The Council is preparing new policies and a plan affecting law enforcement units, courts and corrections, as well as dealing with issues surrounding the financing of these services. The Council will continue to assist the metropolitan counties in completing the regional 911 phone system, and to help local governmental units develop training programs for police supervisory personnel.



A major goal of the Region's health systems plan is helping people stay healthy. Exercise for people of all ages is one way to stay fit.

Health: What the Fuss Is All About

Health care costs and health planning have generated a good deal of heat in the Twin Cities Area in the past few years. What's all the fuss about?

The Council and the Metropolitan Health Board, which share health planning responsibilities in this Region, had the center stage in health controversy during the year.

The Health Board was created by the Council in 1970, three years after the Council was formed. The board now consists of 30 members, 16 of whom must be consumers.

In the state's eyes, the Health Board functions primarily as the Council's health planning arm and as its chief advisor in health matters. A basic shared responsibility involves the Minnesota Certificate of Need Act, passed in 1971. This law requires the Council and the Health Board to review applications for new health facilities, increases in hospital and nursing home bed capacity, and changes in scope and type of health care services. Recommendations of the regional agencies go to the state commissioner of health for a final decision. *Minn. Stat., secs. 145.832-145.945 (1979 supp.).*

Under federal law, the Health Board and Council are jointly designated as the Health Systems Agency for the Region, and additional health planning and review tasks are assigned to the board.

Major goals of the health cost containment program developed by the Health Board and approved by the Council include: 1) reducing the oversupply of acute-care hospital bed capacity in the Region by 10 percent (2,000 beds) by 1983, and 2) developing a more effective and efficient system of community-level health services for citizens.

In 1980, the focus of the growing debate over health care costs was on major health facility project reviews conducted by the Health Board and the Council.

Proposals for a new Fairview Hospital in Burnsville as well as replacement of Veterans Hospital in Minneapolis and the University of Minnesota Hospitals received widespread publicity. Veterans' organizations and directly affected citizens were actively involved in following and influencing the review process. (Continued on page 5A)

Behind the individual proposals lies a more basic question, often overlooked, about health care in the Twin Cities and in the nation. This is, "Do we really have a health care problem now, or don't we? Further, what future changes should we be readying ourselves for now?"

Statistics, which speak for themselves, are frightening. In capsule form, they show:

- Nationally, health expenditures have nearly tripled in nine years. In 1979, the nation paid about \$212 billion for health care, or 9 percent of the gross national product (GNP). In 1970, the nation's health tab was approximately \$75 billion, 7.6 percent of the GNP. Expenditures for health care soared from \$359 to \$943 per capita during the same period. The Region spent an estimated \$2.1 billion on health care in 1979. By 1985, total health care expenditures in the nation are expected to reach 10.5 percent of the GNP; and by 1990, 11.5 percent.
- Hospital operating expenditures in the Metropolitan Area, including the Veterans Hospital, totaled about \$808 million in 1979. The total net taxes payable from the property tax in this Area for 1979 were \$779 million. In 1977, the property tax total was \$739 million; hospital operating expenditures that year were \$683 million. The occupancy rate at hospitals has averaged about 75 percent. One of every four beds is always empty.
- Blue Cross and Blue Shield of Minnesota recently reported that the average charge to Twin Cities Area hospital patients, excluding Medicare patients, from January through June of 1980 was up 14.6 percent from the year before. The charge for a hospital stay averaged \$2,102 in the Twin Cities Area, a 13.9 percent increase from 1979.
- Nationally, businesses will spend \$63 billion on health insurance premiums in 1980, an increase of \$20 billion compared with 1978. Insurance premiums increased 14 to 20 percent in 1980, for most businesses. Local businesses have documented similar expenditure increases, and expect more of the same next year.
- In 1979, \$481 of the joint employer-employee contribution to Social Security went to Medicare. By 1985, the \$481 is expected to rise to \$1,158, or an increase of 141 percent.

The Council and Health Board have a plan that, with the voluntary cooperation of hospitals and service providers, will lead to a stronger, leaner hospital system and a stronger, more organized community-based health services system. The Region's long-range hospital plan, put together in 1978, is gradually being put into effect, and a community health plan is in the offing. The implementation of the hospital and acute care portions of the *Metropolitan Health Systems Plan* has been visible and controversial, while the community services component is only beginning to be planned.

The regional long-range hospital plan, which Area hospitals helped draw up and to which they have voluntarily committed themselves, calls for closing some 2,000 excess hospital beds and consolidating or phasing out infrequently used specialty services, such as open heart surgery, pediatrics, obstetrics, megavoltage radiation therapy and others.

Phase III of the plan, an assessment of specialized services in Metropolitan Area urban hospitals, was completed in 1980. It identifies services that meet certain guidelines and criteria contained in the health systems plan. Each affected hospital is deciding how best to meet the guidelines in light of its particular situation.

The next phase (Phase IV) of the Long-Range Hospital Plan involves identifying hospitals that meet plan guidelines and goals. On the basis of the report, to be ready in 1981, each Metropolitan Area urban hospital will decide what it needs to do to meet plan goals and guidelines.

The cost of all health care proposals reviewed by the Council and the Health Board in 1980 totaled \$650 million. Of this, about \$553 million was for reconstructing the Veterans Hospital and University of Minnesota Hospitals. The Council and Health Board agreed that reconstruction of the veterans' facility was needed, but urged a smaller facility than that planned by the Veterans Administration. The U of M reconstruction was endorsed by both bodies.

Paralleling the hospital plan is a separate 10-year evaluation started this year to determine the impact of reducing beds and consolidating services. The evaluation, which is concentrating on cost, quality and access, is a joint activity of the Health Board and the hospital trustees.

The Council and Health Board have begun to carry out two new review activities: one for proposed uses of federal funds (PUFF), the other for "appropriateness." Through PUFF reviews, the Health Board approves or disapproves certain federally funded health expenditures. PUFF reviews will help ensure that federal funds spent in the Area meet regional priorities and needs.

Through appropriateness reviews, the Health Board will determine whether each hospital and home health service in the Area meets regional guidelines and is needed, cost effective, and available and accessible to residents.

What are the proper roles and relationships among planners and providers of community-based services? A proposal to spell them out was developed in 1980. The draft, which received broad community support, lays the groundwork for more extensive cooperation among all organizations involved in community-level services.

The review activities of the Council and Health Board will continue to be a major and controversial activity. Appropriateness reviews will be conducted for general acute hospitals involving obstetrics, neonatal and pediatrics, and health maintenance organizations by mid-1981; and on computer tomography scanning, supervised living facilities for the mentally retarded, and supervised living facilities for the physically handicapped by November 1981.

It is anticipated that another certificate of need application will be submitted by Fairview Community Hospitals to construct a new hospital in Burnsville.

Water Quality: Two Down (Almost), Two To Go

Water quality is an issue that's not just getting older. It's getting more complicated — and more difficult, to boot. While the Region's water resources are assaulted by pollution of many kinds from many sources, strict water quality standards and, in some cases, health concerns, demand solutions.

The net result is that the Metropolitan Area faces massive cleanup efforts, many now under way. Currently, it faces the task of resolving important issues on four water quality fronts:

- Disposal of sewage sludge, the solid residue left over from the treatment process.
- Compliance of the Region's main sewage treatment plant with air and water quality standards.
- Pollution from diffuse, or "non-point," sources, which contribute a substantial amount of contaminants to the Region's waters.
- Contamination or possible depletion of the Region's groundwater.

With the first two, the Metropolitan Council expects to be close to solutions in 1981. The other two, however, will require longer-term solutions.

WHITHER SEWAGE SLUDGE?

Every day, the sewage treatment plants of the Metropolitan Waste Control Commission (MWCC) remove 300 dry tons of solids from wastewater flushed down the sewers of Twin Cities homes, businesses and industry. Over a year's time, the volume of these residual solids — called sludge — is enough to cover a football field with a layer 250 feet thick.

Currently, about 90 percent of the sludge is incinerated. About 10 percent is distributed to farmers in and near the Twin Cities Area on a limited, controlled basis for use as a low-grade fertilizer and soil conditioner.

The MWCC disposes of ash — the end-product of sludge incineration — at the site of the old Pig's Eye dump in St. Paul. Nonorganic residual wastes — including grit and screenings — are taken to several of the 11 sanitary landfills around the Region.

In 1981, the "how" of sludge disposal will become increasingly a question of

"where." The 1980 Minnesota Legislature directed the Metropolitan Council to make additional provisions for disposing of sludge, ash and related non-organic wastes on land. *Minn. Laws 1980, ch. 564*. Although incineration is expected to continue to be the major method of sludge disposal in the foreseeable future, it "wastes" a potential resource that could otherwise be used for agricultural purposes. Consequently, a lower percentage of sludge is likely to be burned in the future than now. At the same time, the future of applying sludge on land is still a question mark, pending the results of studies, now under way, on its possible health effects.

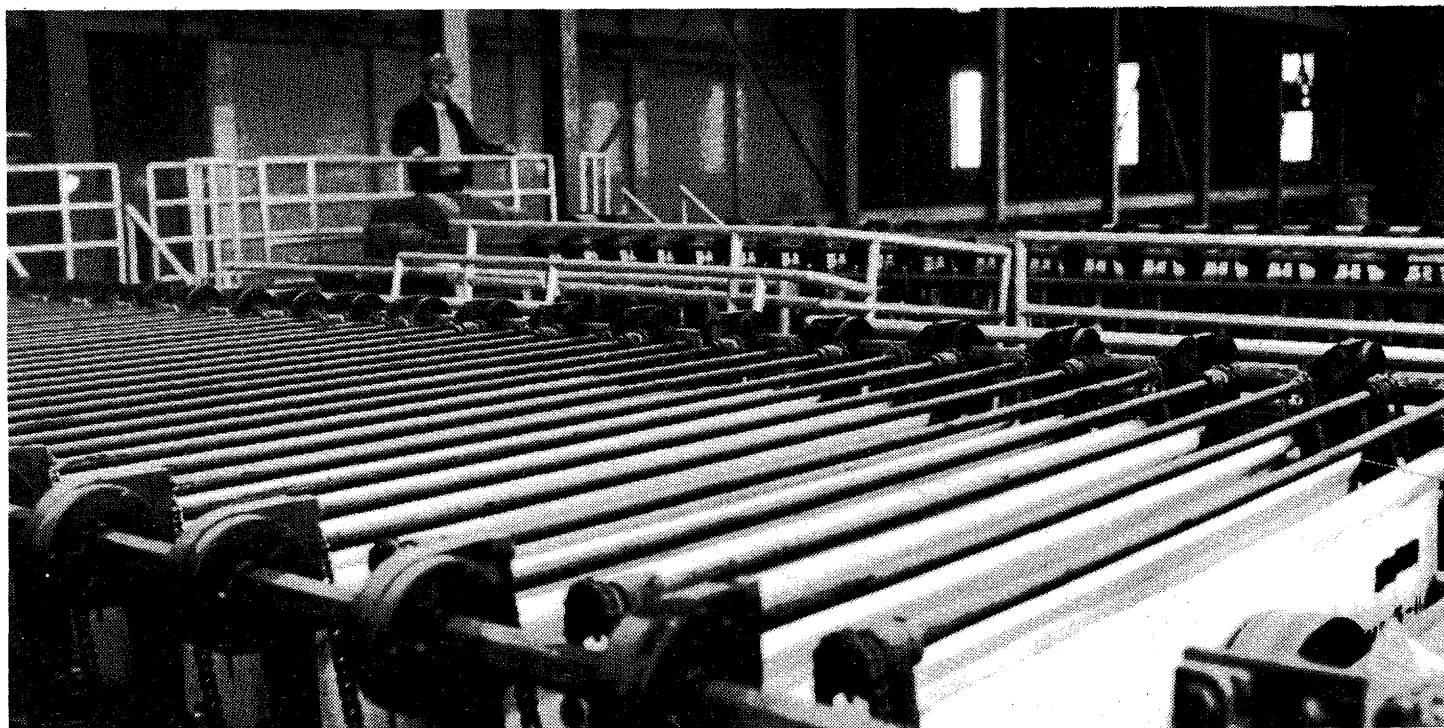
For on-land disposal, two sites — one for sludge and one for sludge ash, grit and screenings — must be selected by October 1982, as required by the state law. The Council must narrow the field to six possible locations within the next six months. The search for possible sites, which will be limited to the Seven-County Metropolitan Area, will take into account not only environmental considerations, but also factors such as population density, road access and the number of property owners in the area.

The Council's Solid and Hazardous Waste Management Advisory Committee is helping the Council conduct the siting program.

THE METRO PLANT: MEASURING UP TO SNUFF

The difficulty the big Metro Plant in St. Paul has experienced in meeting state and federal pollution standards is one issue that may be close to resolution. The plant has improved its performance and has met water quality standards since last spring. The Council, the MWCC, the Minnesota Pollution Control Agency and the U.S. Environmental Protection Agency are now discussing a consent decree that would set terms for the plant's future compliance with ever-more-stringent air and water quality standards.

The consent decree, as now contemplated, would contain specific schedules for complying with air and water quality standards, as well as sanctions should compliance fall short of the decree's provisions. Thereafter, the Region can look forward to progressive improvements in air and water quality in the vicinity of the plant. (Continued on page 6A)



New plate and frame presses at the Metro Plant put the "squeeze" on sewage. The equipment is part of a major construction program at the plant that is designed to make the facility much less dependent on oil and natural gas.

THE POINT OF “NONPOINT” POLLUTION

If sewage and other wastewater from factories, office buildings, homes and schools were somehow made to disappear, perhaps with a wave of a magician's hand, the Region's lakes, rivers and streams would still have major problems with pollution. The reason is that runoff from stormwater and melting snow wash a gigantic amount of pollutants into surface waters from farmland, city streets, construction sites and other sources.

These are called “nonpoint” sources. Nonpoint sources of pollution do not discharge pollutants into water bodies at any one fixed point. Rather, they carry pollutants into the water along entire stretches of river bank, lakeshore and stream bed.

Agricultural and urban runoff contribute the most pollution of any nonpoint sources. Topsoil, phosphorus, nitrogen compounds and pesticides wash into the Region's rivers, lakes and streams, primarily from agricultural sources. Additional pollution is caused by stormwater runoff from urban sources — city streets, parking lots and commercial sites.

Unfortunately, nonpoint source pollution is not amenable to the same solutions used to combat pollution from sewage treatment plants, factories and other point sources. It is not always possible to identify nonpoint polluters or the amount of pollution they cause. Because nonpoint pollution is the cumulative result of many individual actions, strict enforcement of antipollution regulations is seldom possible.

Nearly a dozen agencies — federal, state and local — have some role in abating nonpoint pollution. Any solution must involve close coordination among agencies; yet the fragmentation of responsibility will make the task difficult.

The Metropolitan Council has been studying various aspects of nonpoint pollution for about 2-1/2 years. In 1981, it will adopt a preliminary plan to deal with the problem, as required by federal law. The plan will focus on major pollution problems stemming from agricultural and urban runoff. A Water Quality Management Advisory Committee is helping the Council develop the plan.

IS THE WELL BEING POISONED? WILL IT RUN DRY?

The Twin Cities Area is blessed with an exceedingly generous water supply in five underground aquifers. The aquifers now supply about half the Region's water, the other half coming from the Mississippi River.

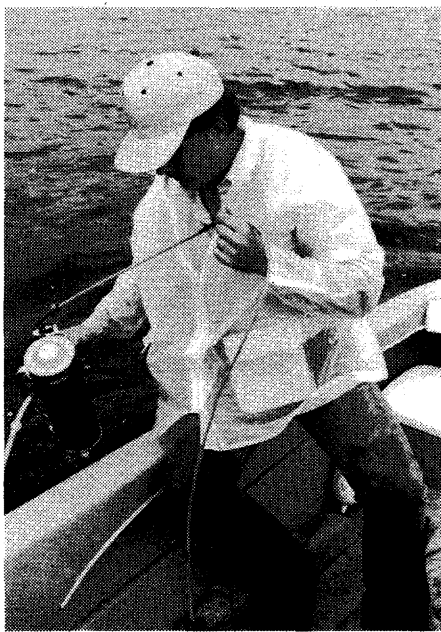
In the last few years, particularly in the last six months or so, public concern has mounted as new evidence of serious groundwater pollution in the Region has come to light. In most instances, the cause of the concern involves dangerous chemicals spilled on industrial sites or placed in old, unregulated dumps.

A less dramatic but still potentially serious problem is over-utilization of the groundwater. Usage has increased greatly in recent years for irrigation of farmland and for commercial air-conditioning and heat-recovery systems. Another use of groundwater is to maintain lake levels, as cities and counties pump groundwater into lakes to raise the water level.

Year-round use of underground water, which is at a constant temperature, to heat and cool industrial and commercial buildings is increasing. At present, summer usage causes the water table in part of the Twin Cities Area to drop temporarily, but it is replenished in the winter. No one knows what effect extensive year-round extraction would have.

While the Metropolitan Council has no regulatory authority in dealing with water supply and purity, since 1973, when it adopted a *Water Resources Guide* for the Region, it has been gathering and analyzing technical data to serve as the basis for more informed decision-making.

In 1978, the Council studied the leachate problem and concluded there is a high potential for water pollution from many sanitary landfills and closed dumps in the Metropolitan Area. The threat of groundwater pollution has caused the Environmental Protection Agency (EPA) to consider designating the Area's groundwater system a “sole source aquifer.” This designation would bring a federal review, for possible impact on groundwater, of any project receiving federal funds. The proposed EPA designation was shelved when the state Pollution Control Agency (PCA) agreed to conduct a study of the problem, but could be revived in the future.



For the last two years the Council has been developing better information on the Region's groundwater basin. This is because a major factor in dealing with groundwater has been the lack of knowledge of how the aquifers function, and how groundwater interacts with surface water.

In a major project, the U.S. Geological Survey, the State Department of Natural Resources, and the Council are developing a mathematical model of the aquifer system, a common planning tool, that is expected to be ready for use by 1982. This computer model will help provide much-needed answers to questions about the effects on groundwater supply, such as the effects of drought, extraction of water for space heating, and pollutants entering the system at specific points.

Energy: “Button Up Your Overcoat”

There is little debate these days about whether there is or is not an “energy problem.” It took several years and two national energy shortages to drive the point home. But the response of the American auto industry, the drop in the use of gas, new federal and state programs, and a voluntary “buttoning up” of the nation's buildings and homes clearly demonstrate that people now recognize energy as a resource that 1) cannot be taken for granted and 2) needs to be used wisely and efficiently.

In what direction should the state's energy policy decisions take us? The essence of the state's immediate energy problem is petroleum: its availability and cost. Forty-six percent of the state's energy comes from petroleum. About 64 percent of Minnesota's crude oil in 1979 came from Canada, which plans to stop exporting crude oil to the state in 1981.

Home heating oil costs more than \$1 a gallon. Gas prices have jumped about 75 percent compared to the previous year.

A recent federal estimate, assuming deregulation, has pegged the cost of gas at the end of 1981 at \$1.80 per gallon and forecast that the average cost of heating a home with natural gas will double from \$450 to \$900 for the heating season.

The state is actively addressing the energy availability question by looking at conservation, more energy development and fuel alternatives. As it proceeds, a complex set of policy questions becomes clear. Should the state effort: 1) increase supply, reduce demand, or both; 2) support centralized or decentralized solutions, or both; and/or 3) regulate or rely on incentives, or both?

In addition, whatever programs are contemplated will have another “level” of spinoff effects that will have major consequences. To assess them, an interdisciplinary comprehensive approach will be needed in the state and in the Region to have some frame of reference within which to make responsible energy policy and program decisions. For example, will a district heating power plant burn solid waste, reducing the need for landfills? Will it add to air pollution? How will it affect where industry locates or people live?

Energy is not an end in itself. Rather, energy keeps people warm, gives them mobility, fuels commerce, industry and jobs.

The state's energy decisions will have major impacts on housing, transportation, location and availability of jobs, air quality, water quality, availability of products and services, recreational opportunities — in short, the quality of life of people who live in the Twin Cities Area and the state. What role does the Council have in energy? The question was discussed at length during the year. The Council is certainly not a mini-energy agency for the Twin Cities Area. Yet, because of the influence the Council exerts over basic regional services, it is in a strong position to help bring state energy policy down to the regional level through its own planning, by making energy a central factor in its work with the regional commissions.

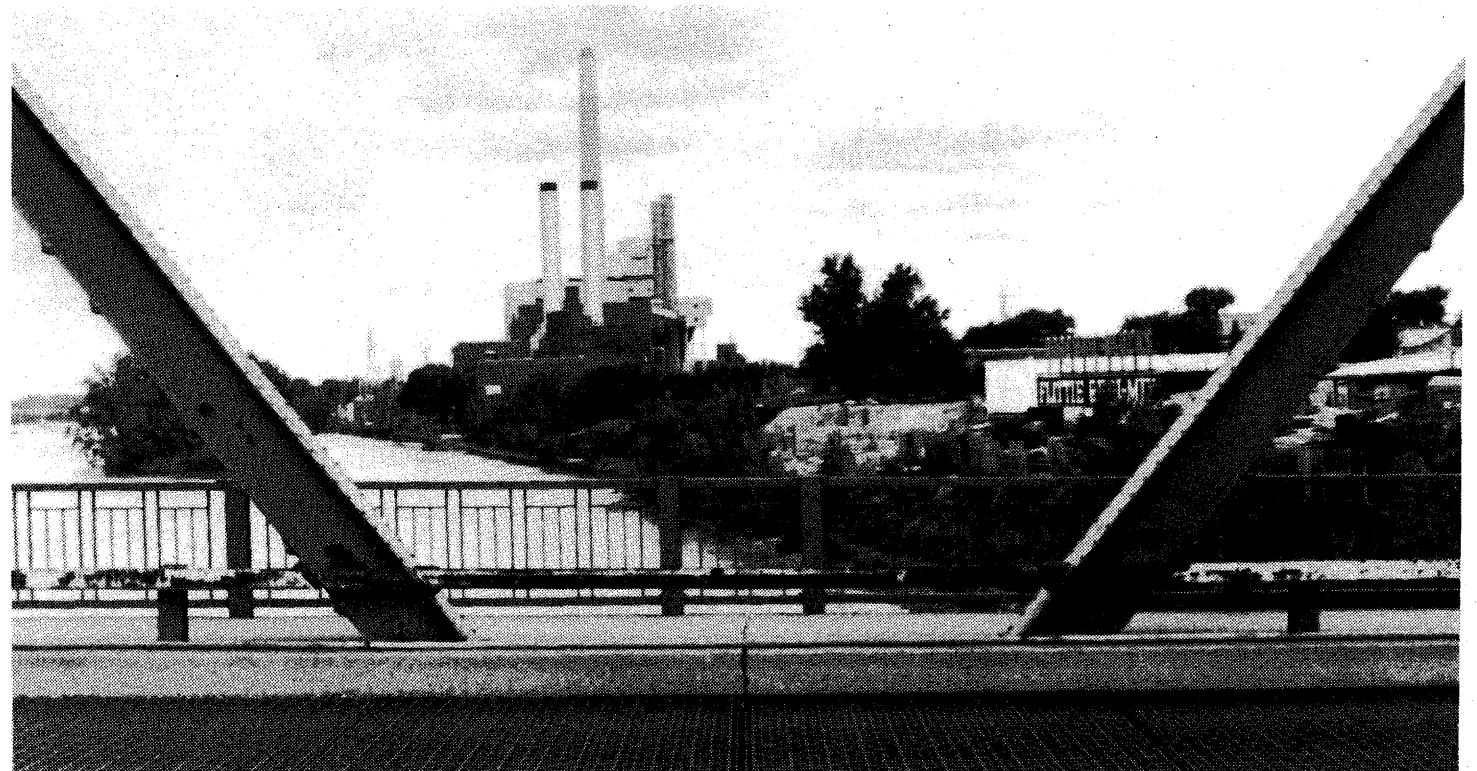
The Council's goals for the Region include an orderly and economic urban development pattern, available and affordable housing, economic vitality and a quality social environment. These goals are preserved or brought closer to fruition through: 1) actions the Council can take in directing the policy thrust of regional airport, park, water pollution control and transportation systems; 2) the Metropolitan Land Planning Act process; and 3) planning coordination within government and with the private sector.

Not incidentally, the regional systems are fairly energy efficient. The Council's Development Framework plan calls for expansion of the urbanized portion of the Region only as needed to accommodate new growth. It seeks to avoid premature expansion, thereby reducing need for excessive travel for work, shopping, personal business and recreation.

The transportation plan, tailored to the Council's Development Framework, postulates a public transportation system equally oriented to sub-regional travel as well as region-wide travel and encourages development of such a system.

The central metro sewage treatment plant's current construction and expansion program, when completed, will sharply reduce the facility's petroleum requirements. The new treatment processes will use heat derived from incinerated sludge to fuel operation of other parts of the plant.

The Council was, at year's end, identifying the specific energy-related tasks it plans to carry out in 1981 and beyond.



The Northern States Power Co.'s Riverside generating plant in Minneapolis and ones like it may some day produce heat as well as electricity for homes and factories near it.

Aging

The Metropolitan Council's Program on Aging continued work during 1980 on two major multiyear projects — a comprehensive housing plan and county-level service delivery plans for the Region's 261,000 older people.

The housing plan will outline a continuum of housing and housing-based services for older people — from housing for independent living, through retirement housing with special services, to nursing home care. In 1980, the program identified gaps in the current housing and service system from a study involving interviews with older people and an inventory of housing and related services in the Region. A task force report from the Council's health, housing and aging programs identified issues and policies needed to guide provision of housing and related services in the future. The program expects to complete the plan in 1981.

Dakota County completed its service delivery plan for older people during 1980 and Hennepin County began work on its plan. Implementation work on Ramsey County's plan, adopted in 1979, focused on improving information, referral and case management, which affect people's access to services, and on designating community-level service sites.

Other planning work completed in 1980 included:

- A plan for providing home-delivered meals in the Region.
- Refinement of general guidelines for developing and funding multipurpose senior citizen centers.
- A report on long-term care advocacy services.
- The Council's 1981-1983 Area Plan for Aging, which serves as the program's work plan and guides the Council's federal grant-making activities under the Older Americans Act (O.A.A.).

During 1980, the Council granted \$1.375 million in O.A.A. Title III-B funds to local agencies and organizations for six multipurpose senior centers and 31 projects providing such services as transportation, homemaker help and legal aid to older people. An additional \$2.217 million in Title III-C-1 funds was awarded to the Area's three congregate nutrition projects, and about \$350,000 in Title III-C-2 funds went to several coordinated home-delivered meals programs.

The Council convened a regional forum in October related to the 1981 White House Conference on Aging, which was attended by about 250 people from the Area.

In 1981, work will continue on helping local communities develop and maintain a comprehensive, coordinated system of services for their elderly residents.

Six major program activities in 1981 will include: 1) work on county-level service delivery planning, including completion of Hennepin's plan; 2) implementing the Ramsey and Dakota County plans; 3) completing the housing plan described above; 4) carrying out the home-delivered meals plan, long-term care advocacy report and multipurpose senior center policies; 5) continuing grant activities under the Older Americans Act; and 6) developing a policy and procedure manual to meet state and federal guidelines.

Air Quality

In June, the Council completed its annual air quality transportation assessment. The report, which reviews the activities the Council took to coordinate air quality and transportation planning in the Region, shows that violations of federal standards for carbon monoxide dropped significantly in



Preserving historic structures, resurfacing bridges and planning for new growth were important elements in the planning that communities in the Twin Cities Metropolitan Area engaged in during 1980.

Minneapolis during the year. However, the report notes that St. Paul was frequently in violation of the standards. As a result, the Council will continue working with St. Paul to improve air quality.

The staff reviewed studies that a consultant hired by the National Commission on Air Quality undertook regarding the state's Air Quality Implementation Plan and various proposed policy alternatives affecting the Minneapolis-St. Paul area.

Staff work continued on an air quality technical assistance demonstration grant program to evaluate potential long-range air quality management strategies for controlling sulfur dioxide pollution. The staff also established an ad hoc technical advisory committee to assess the feasibility of implementing emission density zoning.

Under funding provided by the federal Clean Air Act, the staff continued its efforts to reduce carbon monoxide and hydrocarbon emission levels in the Metropolitan Area.

The Council, together with the Metropolitan Waste Control Commission (MWCC), has been involved in developing an agreement with state and federal agencies that will spell out what the Council and the commission are obligated to do to bring sewage sludge incinerators at the Metropolitan Wastewater Treatment Plant (Metro Plant) into compliance with state and federal air pollution standards.

In 1981, the Council will complete its air quality technical assistance demonstration grant work and submit a final report to the federal government. The results of the report may lead to changes in the Twin Cities Area portion of the state air quality implementation plan and to further involvement by the Council.

Next summer, the Council will prepare the annual air quality consistency determination report. Work will continue under grants and contracts the Council has with St. Paul, Minneapolis, the Minnesota Department of Transportation (Mn/DOT) and the Minnesota Pollution Control Agency (PCA) concerning transportation and air quality control.

The staff will assist the PCA with a demonstration program for controlling "fugitive dust" — dust that is stirred up by construction work, agricultural tilling and vehicle traffic — and will review proposals for controlling fugitive dust.

The Council and the PCA will assess how well the Metropolitan Area complies with the federal Clean Air Act's standards for sulfur dioxide and carbon monoxide pollution. Certain areas in the Metropolitan Area may be designated as complying with the standards and others with exceeding them.

Air Transportation

During 1980, the Council's air transportation staff worked to integrate the Region's air transportation system with the metropolitan community. Aircraft noise, air space and ground access were identified as specific issues of continuing concern in the Region. The staff worked with local governments to improve awareness and understanding of potential problems in these areas and to develop possible solutions.

Noise. Emphasis was placed on limiting the impact of aircraft noise through land use planning. Since the Council cannot directly implement land use controls for aircraft noise, staff has been developing airport-land use compatibility guidelines intended to assist local governmental officials in planning development near airports so that future noise problems can be prevented.

Airspace. As part of the review of municipal comprehensive plans, the Council advised other government agencies and private organizations of the need to preserve the Region's limited airspace. By heeding federal and state height hazard and land use safety criteria, communities can prevent new air navigation obstructions.

Ground Access. In reviewing municipal comprehensive plans, potential areas of traffic congestion were identified which would reduce the public's access to airports.

The Council approved the Metropolitan Airports Commission's (MAC) 1981 capital budget of \$56 million — \$51 million of that will be spent on Minneapolis-St. Paul International Airport and \$5 million on secondary airports.

The Council approved the MAC plan for improvements at Lake Elmo Airport. The plan calls for keeping the Lake Elmo field as a minor airport, but adding one mainwind runway and one crosswind runway, and improving lighting, navigational, emergency and maintenance facilities to handle expected growth in use of the airport.

A review of the implications of 1980 legislation affecting the Anoka County airport led to forwarding of the question to the joint Council-MAC committee. The Council's regional aviation system plan calls for upgrading the Anoka County-Blaine Airport from "minor" to "intermediate" status. However, the 1980 State Legislature barred the Metropolitan Airports Commission from using state or other funds to upgrade any minor airport in the Region to intermediate status. *Minn. Laws 1980, ch. 614, sec. 154.*

Once the airport-land use compatibility guidelines are adopted and incorporated into the aviation chapter of the *Metropolitan Development Guide*, the Council

plans to help local governments integrate air transportation services with their plans. The staff will continue communicating with local governments and coordinating between local governments to ensure that their air transportation development is consistent with the aviation chapter.

In anticipation of a comprehensive update of the aviation chapter in 1982, the staff will begin studying the regional influences affecting the plan during 1981.

Arts

Based on its Regional Arts Advisory Committee's recommendations, the Council distributed \$249,665 in grants to 56 arts organizations in the Twin Cities Metropolitan Area in 1980.

Examples of projects funded include:

- "Animals, Myths and Legends," a dance performance by the Caravan Dance Company at the Minnesota Zoological Gardens.
- Free weekly screenings of experimental cinema at Film in the Cities.
- A symposium of contemporary Greek poetry through the Greek-American Cultural and Education Society.
- Two productions by the Washington County Historical Courthouse Theatre.
- A music and dance concert in the Afro-American gospel tradition performed by the Hallie Q. Brown Community Center.

The Council, in its role as the Regional Arts Council for the Twin Cities Area, offered free grant-writing assistance to nonprofit arts organizations. The Council provided an information and referral service to the arts community that covered arts management skills, grant resources and job opportunities. It also sponsored workshops throughout the Metropolitan Area to increase awareness of the Council's service and grant offerings.

In 1981, the Council will continue to fund arts-producing organizations and will refine its method of evaluating organizations seeking funding. It will study problems faced by the arts community and develop programs to solve them. It will also initiate closer ties between arts service organizations and arts funders. As an additional information service, the Council plans to publish a quarterly newsletter for the arts community.

Developmental Disabilities

During 1980, the Council's Developmental Disabilities Program continued its multi-year focus on developing a solid data base from which to plan and coordinate the provision of services for people who are developmentally disabled in the Region.

A survey of characteristics of developmentally disabled residents and availability of special services to meet their needs was completed in 1980. The survey contains information on the number, location, age, sex, and primary and secondary disabilities of developmentally disabled people, as well as their needs. The types and location of special services, service capacities, and service system problems and issues were also identified. Based on the survey and other program activities, a report on changing trends in the developmentally disabled field was completed during the year. As a public service, a map showing the locations of residential services and training programs was published.

Three other reports were completed: 1) a report on the current status of respite (short-term) care facilities, published in conjunction with the seven counties; 2) a study describing comprehensive diagnostic and evaluation services in the Region; and 3) a task force report evaluating the residential services guidelines of the health systems plan, and the "normalization" policy that forms the foundation for providing services.

Next year will be the "International Year of the Disabled." Major activities and products planned in 1981 include revising the developmental disabilities section of the health systems plan, surveying consumers on the types of respite care needed, publishing a report amplifying federal definitions of developmental disabilities, sponsoring professional development activities, and initiating a two-year study of staff burnout and turnover in developmental service facilities.

Emergency Medical Services

The Region's first Emergency Medical Services (EMS) Plan was approved by the Metropolitan Council in March 1980. The plan sets goals for a regional EMS system that serves people at the scene of a medical emergency, during transportation to a hospital and in an emergency care center. Parts of the plan are being incorporated in the *Metropolitan Health Systems Plan*.

The Council received its fourth annual EMS grant from the U.S. Department of Health and Human Services in August. Grants support a long-range planning program to improve emergency medical capabilities nationally. The Council's EMS Program is using the \$293,860 grant to begin implementing its new regional EMS plan.

About \$45,000 of the federal money was granted to three other agencies for poison prevention education programs for children, development of an emergency nursing curriculum, and training for physicians and nurses as advanced cardiac life support instructors.

The Council began working with Ramsey, Washington and Dakota Counties to design a hospital ambulance radio communications system for the eastern part of the Region.

In cooperation with the Minnesota Medical Association's Physicians Metro Health Force, the Council formed a regional committee of physicians to help coordinate advanced life support ambulance services. The committee will determine whether medical treatment protocols used by ambulance services are consistent regionally. It will also review medical aspects of grievances over EMS system operations.

The Council and the Metropolitan Health Board reviewed four ambulance license applications in 1980. This is a new responsibility given to regional Health Systems Agencies in a revised state ambulance licensing law. *Minn. Stat., secs. 144.801-144.8091 (1979 supp.).*

In addition to its monthly newsletter, the EMS program published reports on the Region's emergency ambulance services, emergency capabilities of police and fire departments, and emergency ambulance run data.

During 1981, the Council expects to receive its fifth and final federal EMS grant, which it will use to continue implementing the regional EMS plan.

Work on improving the hospital-ambulance radio system for the eastern part of the Region will continue, as will work with the regional committee of physicians on coordinating advanced life support services.

The Council plans to review a section of the EMS plan that deals with hospital emergency department guidelines. It expects to grant some federal funds to other agencies to purchase ambulance medical equipment and improve emergency care in other ways.

Metro HRA

In 1980, in its role as Metropolitan Housing and Redevelopment Authority (Metro HRA), the Council administered federal Section 8 rent assistance and the state-funded rehabilitation assistance programs for lower-income homeowners. It also began a rehabilitation program for rental housing.

The rent assistance program, with \$7.6 million in federal funds, served 2,863 low- and moderate-income households in the 54 participating Metro HRA communities. The joint local-regional character of this program is unique in the nation. The Metro HRA administers and coordinates a region-wide program, while municipalities work directly with those who receive rent assistance.

To increase housing mobility for lower-income families, the Metro HRA began a one-year, experimental program to provide counseling services for central city families that wished to move to suburbs participating in the program. In concert with four other HRAs that together with the Metro HRA serve 92 Area cities, 58 families moved across jurisdictional boundaries. The program has been extended indefinitely.

Nineteen communities took part in the housing rehabilitation assistance program, under which up to \$6,000 is granted to a low-income homeowner to pay for repairs and energy-saving improvements. The Metro HRA received \$230,000 from the Minnesota Housing Finance Agency to rehabilitate 68 homes. Metro HRA also provided administrative services for a local rehabilitation program in Brooklyn Center.

Using funds from the federal Department of Housing and Urban Development, the Minnesota Housing Finance Agency and local lending institutions, the Metro HRA began a new program to rehabilitate 150 rental units that will then come under the Section 8 rent assistance program.

In 1981, the Metropolitan HRA will continue administration of its current programs. It expects to increase the number of households served as well as expand the number of communities participating in them.

Housing Planning

The primary emphasis of the Council's housing program continues to be broadening housing opportunities for lower-income people. The backbone of this policy, the Council's allocation plan for subsidized housing, was revised in 1980 to cover the 1980-83 period. The plan is the Region's guide for the location and distribution of subsidized housing through the Area.

A 1980 housing report showed progress being made: by Dec. 31, 1979, suburban communities had 14,712 subsidized housing units, or 39 percent of the Area total, compared with only 1,878 units, or 10 percent of the total, in 1971.

Because of its allocation plan and related activities, the Council was awarded "bonus" funds from the U.S. Department of Housing and Urban Development (HUD). The funds were used to provide 270 units of Section 8 new construction for families, for a subsidy total of \$1.5 million; plus \$808,000 for seven local Community Development projects. The Council also received HUD bonus fund planning money, which is being used for a new area-wide housing mobility program. The Council is asking developers to reserve 10 to 25 percent of their units for central city tenants and the Metro HRA is providing counseling for central city applicants.

One device by which the Council implements its allocation plan is its Regional Relocation Clearinghouse Newsletter, sent monthly to 500 social service agencies. The newsletter lists vacancies in subsidized housing units throughout the Area. In 1980, it added a list of modestly priced nonsubsidized rental units for large families.

A major Council effort to improve understanding of the housing market in the Metropolitan Area was undertaken in 1980. This involved preparation of a series of housing market studies — eight reports on aspects of the current housing market, with its rapidly escalating costs and shortage of affordable housing for both renters and buyers. The reports, now in draft form, will be issued early in 1981.

As part of a series of joint studies on housing cost factors, conducted with the Association of Metropolitan Municipalities (AMM), the question of how public improvements — streets, sidewalks, utility hookups — affect the cost of housing was examined in 1980. A Council-AMM report will list ways cities can reduce these costs.

Other 1980 activities included: 1) a revision of housing policy 39 criteria for evaluating cities on their efforts to provide low-income housing; 2) review of the housing elements of local comprehensive plans; 3) review of local tax-exempt mortgage revenue bond proposals; 4) a workshop on Council and HUD housing review processes and priorities; 5) a workshop on creative ways cities have found to provide lower-cost housing; and 6) a study comparing the cost and quality of mobile homes and other manufactured housing with conventional housing.

In 1981, the Council will continue to implement its subsidized housing allocation plan, including distribution of another \$1.3 million in HUD bonus funds and publication of housing market studies.

The Council will study the relationship of its housing policies and the energy shortage, and seek ways to reduce housing energy costs. It will monitor the effect of its housing reviews and rankings on federal and state funding decisions; analyze costs of local zoning and other development requirements; and revise its review guidelines for subsidized housing, community development and housing assistance plans.



Local Planning Assistance

The chief activity of the Council's local planning assistance staff in 1980 was to provide technical planning help to local governments as they prepared local comprehensive plans for Council review. Assistance was also provided in multi-jurisdictional issues such as surface water and lake overflow runoff, planning for sewer facilities and determining transportation needs.

For example, the Council and Metropolitan Transit Commission staff worked closely with six communities in northern Dakota and Scott Counties on developing a subregional paratransit program for the area. The model developed in the six-city subregion may be transferable to other parts of the Metropolitan Area interested in energy-conserving transportation possibilities.

As one means of helping local governments make effective use of federal programs, the Council prepared a handbook on applications for and implementation of federal Community Development Block Grant funds.

In June, guidelines were adopted for disbursement of the \$889,000 in local planning assistance funds appropriated by the Legislature for the biennium. *Minn. Laws 1979, ch. 333*. Funds will be granted for local plan implementation activities, such as preparing new zoning ordinances.

The Council also uses the funds to make grants to local governments to pay part of the cost of preparing comprehensive plans. More than \$2 million has been disbursed to date for that purpose. The funds have paid for about 45 percent of the total costs incurred by local governments in the preparation of local comprehensive plans under terms of the 1976 Metropolitan Land Planning Act. *Minn. Stat., secs. 473.851-473.872 (1978)*.

In 1981, the local planning assistance program will continue to provide technical assistance to communities still preparing comprehensive plans for Council review, and assist those communities that are beginning to implement their plans.

Research Data

The Council's research program provides data to monitor changes that are occurring in the Region's land use and demography. The research program in 1980 kept track of changes in land use, location and potential of undeveloped land, and analyzed land use trends from 1975 to 1978.

Other ongoing data activities included publication of reports on:

- Monthly residential construction.
- Annual and semi-annual industrial and commercial development.
- Current employment estimates by industrial category.
- Annual population estimates.
- Inventories of housing.

Population estimates are used in determining state fiscal aid formulas. The estimates, along with housing data, are also used to compare local comprehensive plan development assumptions with the Council's own Development Framework forecasts. The review is required by the Metropolitan Land Planning Act. *Minn. Stat., secs. 473.851-473.872 (1978)*.

The research program's 1980 focus on housing generated analyses of housing production, neighborhood adequacy, characteristics of occupants, housing-related energy data and demographics. All are part of a comprehensive Council housing market study.

In 1981, the major research focus will be on evaluating existing Development Framework forecasts. Using the 1980 census data on population, housing and age, the program will begin the work necessary to revise the forecasts.

Regional Advisors: 1500 in All

A recipe for making "well done" decisions:

Take 1,500 people, roughly the population of Maple Plain. Include public-spirited citizens, concerned public officials, community leaders, business and labor people, and many more, to full measure.

Add hardened problems and issues.

Mix with hundreds of hours of meetings.

Stir in thousands of pages of data and information.

Let bubble continually.

What you get are well-informed, thoughtful recommendations from the Metropolitan Council's nine "standing" advisory committees and a host of sub-committees and task forces. The Council relies heavily on these groups to advise it on such specialized and diverse subjects as the needs of the elderly, transportation, the arts, pollution control, health and land use.

People who serve on Council advisory groups come from many backgrounds, but they usually share knowledge, expertise and concerns about the particular field. In many cases, advisory committee members represent a "consumer" or "provider" point of view — for example, in health, developmental disabilities, planning for elderly people and emergency medical services planning.

All members are appointed by the Metropolitan Council after actively recruiting people through an "open appointments" process. The process is simple, but important.

The Council makes a point of encouraging people to nominate themselves or others for appointments. It regularly announces vacancies on advisory boards and committees. It also makes available brochures that tell prospective "advisors" about each advisory committee and board, and how to apply for membership.

This means that the Council has a pool of well-informed, concerned people to draw from for its advisory groups. It also means that the metropolitan community is directly involved in putting together Council policies, plans and guidelines. The net result is better regional decisions.

Most meetings of Council advisory groups are held at the Metropolitan Council offices, and all are open to the public.

The public is also invited to keep up to date with the activities of Council advisory groups via the Council's monthly publication, the *Metro Monitor*, and weekly newsletter, the *Review*. Just call the Council's public information office if you'd like to be added to the mailing list for these publications. The number is 291-6464.

The *Appendix* to this annual report contains a list of members who served on the Council's advisory committees during the year. Listed below are the Council's advisory committees:

Advisory Committee on Aging — 25 members. Majority are elderly people. Usually meets fourth Friday of month.

Regional Arts Advisory Committee — 25 members. Majority are consumers, remainder are affiliated with the arts. Usually meets third Tuesday of month.

Criminal Justice Advisory Committee — 33 members. Local elected officials, citizens and law enforcement, corrections and courts professionals. Meets monthly.



Developmental Disabilities Task Force — 25 members. Developmentally disabled people, professionals and citizens. Meets the second Tuesday of every other month. Reports to Health Board.

Land Use Advisory Committee — 17 members. Half the members are elected local officials. Advises on local-regional planning process. Usually meets on Wednesday, monthly.

Economic Technical Advisory Committee — 18 members. Business, labor, government agency representatives. Meets the second Tuesday of the month.

Emergency Medical Services Advisory Committee — 25 members. 13 are consumers and the remainder professionals or providers. Meets on the first Tuesday of the month.

Solid and Hazardous Waste Advisory Committee — 27 members. Citizens and representatives of governmental agencies and businesses concerned with solid waste disposal.

208 Water Quality Management Advisory Committee — 33 members. Citizens, governmental officials and private sector representatives. Meets twice monthly.

Equal Opportunity

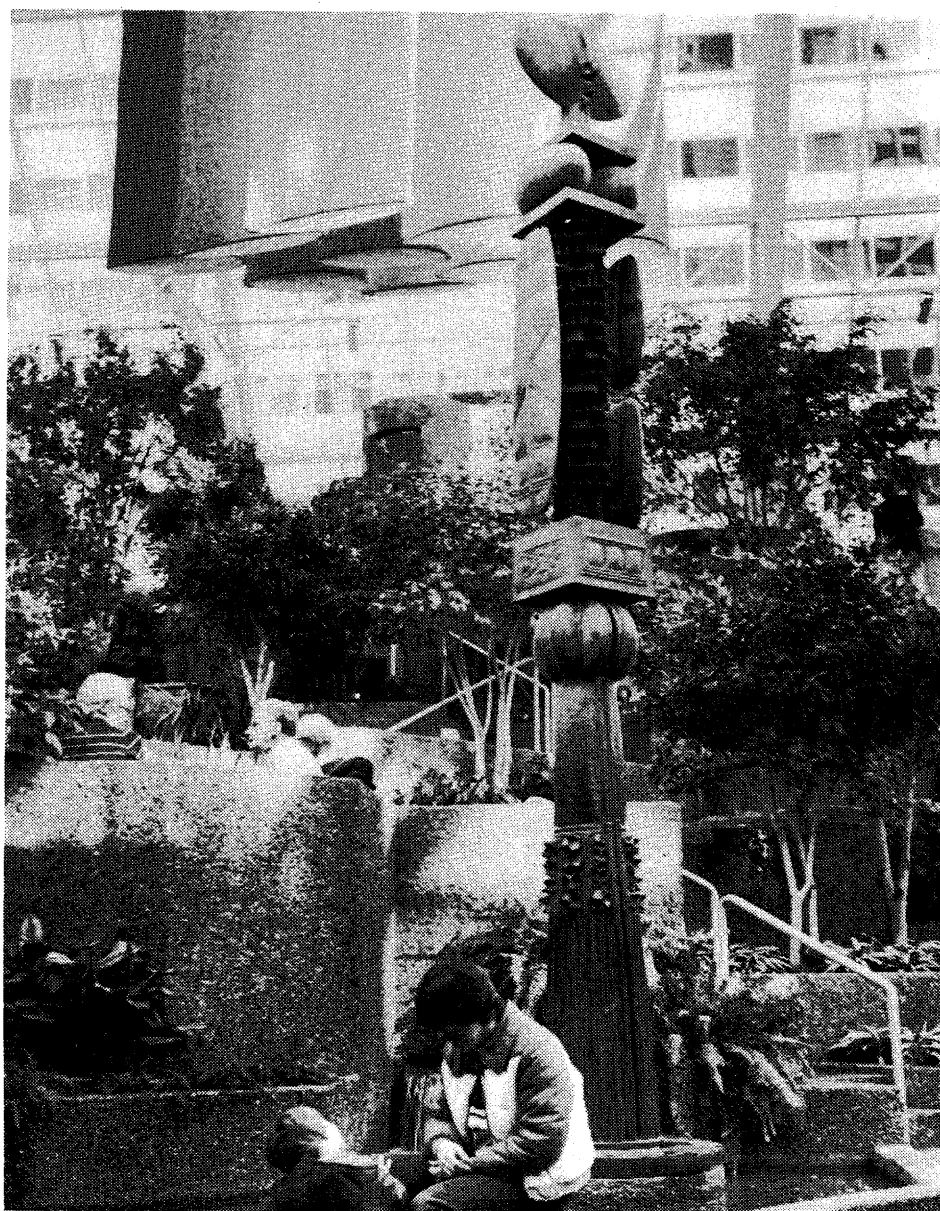
The year 1980 marks the second complete year of the Council's equal opportunity program. The program addresses equal opportunity in employment, minority business involvement in Council contracted services and materials, citizen participation, and benefits under federally funded programs.

At year's end, about 6.5 percent of the Council staff was made up of members of the minority community; women comprised just over half the staff (52 percent).

Review of Commission User Charges

The Metropolitan Transit Commission put a dime fare hike into effect on April 1, 1980. The proposal to do so came before the Council for review in late 1979. The increase was delayed until 1980 so the Legislature could look into the matter further. The Council, which has an advisory review role over such "user fee charges," said the proposed increase was consistent with regional plans.

No user charge changes were proposed by either the Metropolitan Waste Control Commission or the Metropolitan Sports Facilities Commission during 1980.



Dollars and Sense

When all the bills are in, the cost of operating the Council in 1980 is expected to be about \$9.18 million. The estimate for 1981 is \$8.99 million, a “hold the line” budget. To keep 1981 expenditures as low as possible and continue to perform its duties, the Council will cut 7-1/2 staff positions.

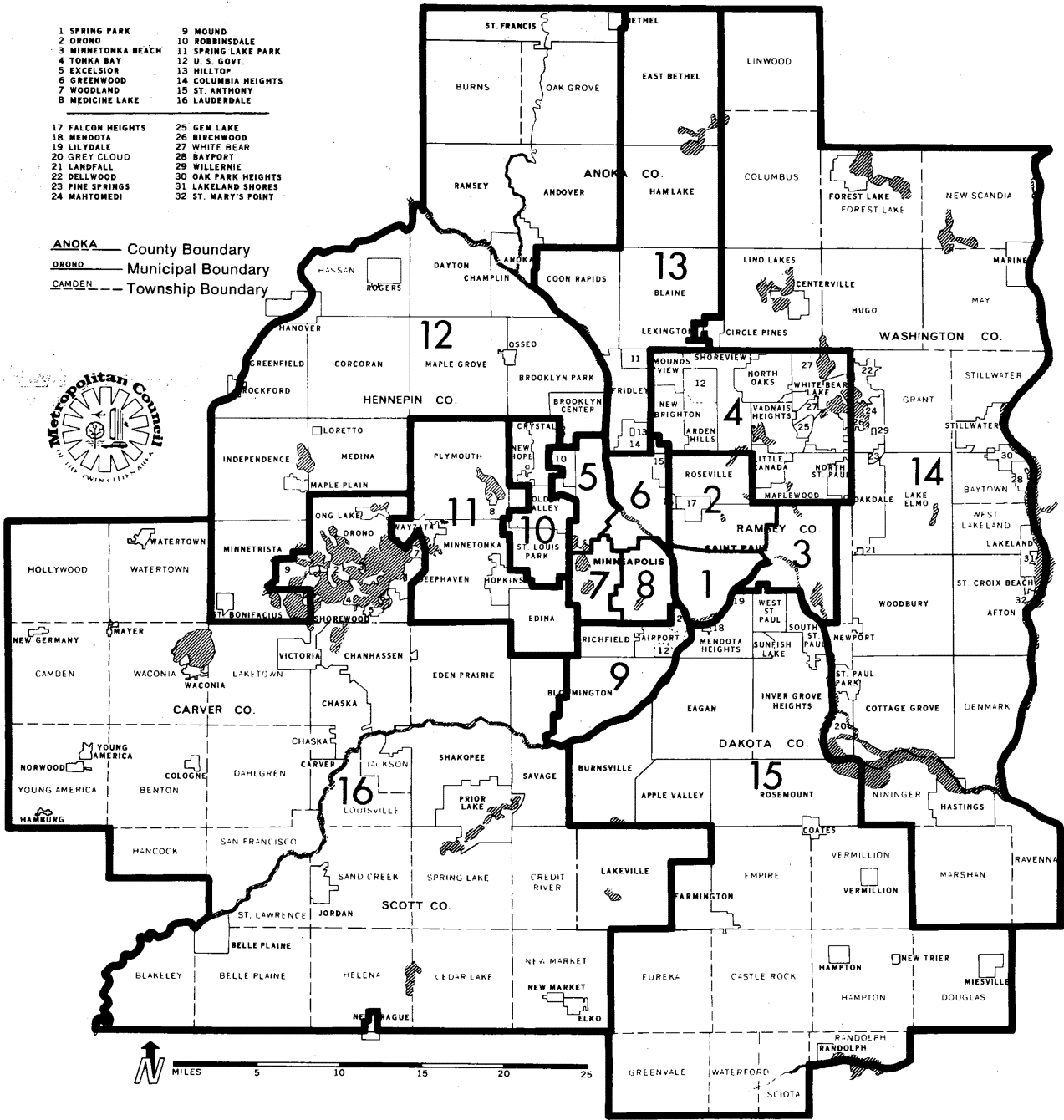
The \$9 million budget funds Council planning programs and administration of the Metropolitan Parks and Open Space Commission, Metropolitan Health Board, Metro HRA, Transportation Advisory Board and all advisory committees.

On the revenue side, the Council will continue to receive funds from three basic sources. While the amount and percentage of funding by source vary from year to year, an important source of Council funding continues to be the federal government, which provided \$4.29 million, or 46 percent, of the Council’s 1980 revenues. This compares with projected federal revenues of \$3.89 million, or 42 percent of the total, in 1981.

The next largest category is revenue from local property taxes, plus interest on investments, which accounted for \$3.31 million, or 36 percent, in 1980. This is expected to rise to \$4.23 million, or 46 percent, in 1981.

The other large category is reimbursement by the metropolitan commissions to the Council for related planning activity. This was \$1.07 million, or 12 percent, in 1980, and will be an estimated \$780,000, or 8 percent, in 1981.

The Council’s local revenue comes from a region-wide property tax levy of up to 8/30th (.267) of a mill. The Council actually levied less than a quarter of a mill in 1980 and 1981.



METROPOLITAN COUNCIL OF THE TWIN CITIES AREA

The 1980 Council members and their districts Chairman - Charles Weaver, Anoka

- 1- Martin Kellogg,
St. Paul

2- Todd Jeffery Lefko,
St. Paul

3- Charles L. Rafferty,
St. Paul

4- Stanley B. Kegler,
Maplewood

5- George Dahlvang,
Minneapolis

6- Joan Campbell,
Minneapolis

7- Gladys S. Brooks,
Minneapolis

8- Alton J. Gasper,
Minneapolis

9- Ernest A. Lindstrom,
Richfield

10- Patricia Hasselmo,
Golden Valley

11- Dirk deVries,
Minnetonka

12- Roger Scherer,
Brooklyn Center

13- Marcia Bennett,
Columbia Heights

14- Opal M. Petersen,
Stillwater

15- Kathleen Ridder,
Mendota Heights

16- M. James Daly,
Belle Plaine

METROPOLITAN COUNCIL
1980 and 1981 Expenditures

Programs	1980 Estimate	1981 Estimate
Aging	\$ 444,455	\$ 483,430
Housing Planning	371,233	461,549
Metro HRA	651,828	797,138
Crime Control Planning	366,521	338,506
Emergency Medical Services	325,803	298,253
Developmental Disabilities	118,108	129,477
Arts	106,428	97,784
Human Resources Department Subtotal	\$2,384,376	\$2,606,137
Comprehensive Planning ¹⁾	911,151	876,902
Research	396,915	440,548
Referral Administration	43,150	49,286
Local Planning Assistance	285,269	48,585
Air Quality Management	168,550	171,402
Natural Resource Management	176,856	222,849
Solid and Hazardous Waste Management	219,675	278,159
Water Pollution Control	385,867	225,035
208 Water Quality Management	468,389	393,809
Parks and Open Space	433,307	464,412
Air Transportation	134,532	146,412
Land Transportation	1,577,015	1,105,755
Physical Planning and Development Department Subtotal	\$5,200,676	\$4,722,758
Geographic Base File ²⁾	0	100,465
Chairman’s Office	517,681	554,388
METROPOLITAN COUNCIL TOTAL	\$8,102,733	\$7,983,748
Metropolitan Health Board	\$1,074,699	\$1,003,952
COMBINED TOTAL	\$9,177,432	\$8,987,700

1) In 1981, consists of two programs, Policy Implementation and Policy Development

2) New Program, 1981

METROPOLITAN COUNCIL
1980 and 1981 Revenue Estimates

Source of Revenue	1980 Estimate	1981 Estimate
Federal Sources		
Department of Transportation	\$1,091,100	\$ 789,500
Department of Housing and Urban Development	1,021,800	1,064,100
Environmental Protection Agency	388,700	330,400
Department of Health and Human Services	1,786,900	1,709,500
Federal Subtotal	\$4,288,500	\$3,893,500
State Sources		
Minnesota Housing Finance Agency	\$ 0	\$ 10,000
State Appropriation for Light Rail Transit Study	150,000	0
State Arts Board	48,000	50,000
Crime Control Planning Board	200,000	175,000
State Parks Act	100,000	0
State Solid Waste Act	75,500	45,000
Environmental Quality Board	30,000	0
State Subtotal	\$ 603,500	\$ 280,000
Local Sources		
Reimbursement from Metropolitan Commissions	\$1,074,120	\$ 780,300
Interest on Investments	70,000	90,000
Council Ad Valorem Tax Levy	3,235,000	4,143,900
Foundation Grants	6,000	0
Local Sources Subtotal	\$4,385,120	\$5,014,200
TOTAL COUNCIL REVENUE	\$9,277,120	\$9,187,700
Less: Reserve	99,688	200,000
TOTAL AVAILABLE FUNDS	\$9,177,432	\$8,987,700



Special Assignment: The Economy

Representatives of business, labor and government have been huddling in the Council offices once a month to assess the impact of public sector planning on private sector decisions.

The group, the Council's Economic Technical Advisory Committee, has reviewed the Council's Development Framework plan and its land transportation, air transportation, sewers, housing and environmental goals and policies. With Council staff assistance, the committee issued a report in 1980 that summarizes committee concerns about the economic impact of Council policies and identifies the questions the committee wants to pursue in 1981.

The questions involve: 1) the impact of guided growth on business options; 2) trade-offs between the regional economy and the environment; 3) the costs of governmental "red tape"; and 4) the availability of capital.



Council Drafted into I-394 Controversy

Planning for Interstate Hwy. 394, proposed for the western suburbs into downtown Minneapolis to relieve congestion on Hwy. 12, was turned over to the Metropolitan Council at the end of 1980 because cities along Hwy. 12 have been unable to agree on the new roadway's design.

The state highway commissioner in December referred the controversy to the Council for consideration and urged prompt deliberation to avoid jeopardizing up to \$270 million in federal funds. State funds required to match the federal funds would require new state legislation — another time factor.

Areas of dispute involve Minneapolis and the five affected suburbs: St. Louis Park, Golden Valley, Minnetonka, Plymouth and Wayzata. While three of the suburbs like the highway plan as proposed by the Minnesota Department of Transportation (Mn/DOT), St. Louis Park and Golden Valley have objected to high-occupancy vehicle lanes in the plan's layout, and Minneapolis has objected to the layout between France and Penn Aves.

State law allows Mn/DOT to refer such disputes in the Metropolitan Area to the Council. *Minn. Stat., sec. 161.17, subd. 2 (1978)*. The Council will review the dispute and take into account its feasibility study of light rail transit (LRT). One of the four proposed LRT corridors being studied is along Hwy. 12.

The Council may approve the highway plan as proposed or may suggest modifications. Its recommendations then go to the affected cities and to Mn/DOT. The commissioner next submits a preferred plan to the cities, which must react within 90 days.

However, even if the communities disagree with the plan, the commissioner may proceed with it, subject to Council review.

Legislative Recommendations

Park Acquisition and Development

The Council's major legislative objective in 1981 is to secure continued funding of the regional park acquisition and development program initiated by the Legislature in 1974. *Minn. Stat., secs. 473.301-473.341 (1978)*.

State support for this program has averaged about \$27 million a biennium for the past six years.

This session, the Council and its regional park planning arm, the Metropolitan Parks and Open Space Commission, are requesting an appropriation for acquisition and development of regional parks, park reserves and trails of \$22.5 million to \$27.5 million. This amount is consistent with the preliminary target range recommended by the Minnesota Department of Finance.

During the first half of this century, the Twin Cities Area relied almost exclusively upon the outstanding municipal park systems of Minneapolis and St. Paul, and upon outlying state parks, to meet recreational needs of its citizens. The effort to develop a regional system that addressed the tremendous demand for outdoor recreational opportunities in the post-World War II boom years did not begin until 1957, with creation of the Hennepin County Park Reserve District. This effort was greatly accelerated by legislative enactment of the Metropolitan Parks and Open Space Act of 1974.

The Council believes continued legislative support for a stronger, more comprehensive regional park and trail system is much needed and in the best interests of citizens of the Region and state.

In a related matter, the Council and commission will be working intensively in 1981 to reach agreement with other affected governmental units on a more equitable means of funding the operation and maintenance costs of the regional open space system. These costs, now approaching \$15 million a year, are financed primarily through local property taxes and user fees. The current system has resulted in great disparities in the per capita contribution for regional parks between citizens in different jurisdictions, and in uneven levels of park facilities, maintenance and amenities. Participating in this

study will be 10 counties, cities and special park districts that actually own and operate components of the regional system.

The Council and other agencies participating in this study hope to recommend a legislative remedy to this problem in 1982.

Transportation

The Council is seeking legislative approval for several proposals designed to strengthen the Region's transportation system.

The current severe financial squeeze on the highway construction dollar has resulted in several notable "casualties" in the Seven-County Metropolitan Area. These include repaving Interstate Hwy. 94 between Minneapolis and St. Paul, constructing a ring-road system by the Eden Prairie shopping center, and improving the dangerous Belden-Jamaca-Hwy. 61 interchange in Cottage Grove. The Council urges legislative approval of additional funding for highway construction and maintenance, including state matching funds to support projects designated for construction under the interstate substitution funding program.

A second transportation priority calls for the appropriation of funds for a loan program under which municipalities in the Twin Cities Area could reserve highway rights-of-way well in advance of construction. This program, designed to prevent private speculators from benefiting from public actions, would be limited to land lying within an officially mapped right-of-way on a highway route designated as part of the metropolitan highway system. The loans would bear no interest and would be repaid when the property is purchased for construction.

Also in the transportation area, the Council supports a proposal by the Minnesota Department of Transportation for expansion of the existing Metro Mobility program and similar special transportation services for the elderly and handicapped. The Mn/DOT proposal is consistent with and supportive of a regional plan for improved elderly and handicapped transportation services that the Council adopted in 1980. (Continued on page 12A)



Other

The Council recommends legislative approval of several changes in law that fall into the "housekeeping" category. These include:

- *Amending the Metropolitan Agricultural Preserves Act* enacted in 1980, *Minn. Laws 1980, ch. 566*, to clarify its relationship with the "Green Acres" law, *Minn. Stat., sec. 273.111 (1978)*.
- *Amending the Metropolitan Land Planning Act* of 1976 to clarify and simplify the process by which the Council reviews amendments to local comprehensive plans. *Minn. Stat., secs. 473.851–473.872 (1978)*.
- *Amending the Metropolitan Reorganization Act* of 1974 to provide for a change in the responsibilities of the Metropolitan Transit Commission. *Minn. Stat., sec. 473 (1978)*. The law now requires the MTC to prepare a long-range transportation development program. The commission is proposing, with Council support, that this requirements be changed to provide for MTC preparation of a long-range transit development program.



1980 Publications

The Council published close to 100 plans, reports and brochures on a broad range of regional issues during 1980, in addition to its weekly *Review* and monthly *Metro Monitor* newsletters.

Eight reports on disposal of solid waste and sewage sludge were issued in response to requirements in the 1980 State Waste Management Act. Included were reports on estimated waste disposal capacity needs, options for solid waste reduction and recovery, and a directory of recycling centers in the Region.

The Council issued a series of reports and "planning briefs" to help communities prepare local comprehensive plans under the 1976 Metropolitan Land Planning Act. Eleven reports on issues ranging from citizen participation to zoning to provide opportunities for lower-cost housing were distributed to local governments. Information for farmers and local governmental officials about the 1980 Metropolitan Agricultural Preserves Act was also distributed.

Three reports in a new series on health statistics were published, in addition to the Council's regular data reports on construction and population trends in the Region.

Two evaluative reports of special interest to "Council watchers" and planners were issued: *The Twin Cities Regional Strategy*, by Arthur Naftalin and John Brandl; and *Public Policy Impacts on U.S. Land Use*, by Council planners.

A list of all 1980 publications is provided in the Annual Report Appendix. A complete list of Council publications also is available. Single copies of many publications are free; there is a charge for others.

Metropolitan Significance Question

State law allows a community in the Twin Cities Area that is concerned about a development proposed in a neighboring jurisdiction to request a Metropolitan Council review of the "metropolitan significance" of the development. *Minn. Stat., sec. 473.173 (1978)*.

The Council received a request from Birchwood during the year to review the metropolitan significance of a proposed 510-unit housing development in neighboring Mahtomedi. Birchwood's concerns had to do with the impact of the development on the city's parks, roads, traffic and storm sewer system.

During the Council review, Mahtomedi turned down the developer's application for a permit for the project. It was expected, at year's end, that the three parties, Birchwood, Mahtomedi and Graham Development Corp., would reach an agreement about the development that would lead to a termination of the Council's metropolitan significance review.

