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# Annual Report

Programs and Activities of the Arrowhead Regional Development Commission

Northeastern Minnesota 1980-81

**Cu/Ni Decisions Brought Back to Local Arena**

**EMS has Region Stable - Condition Improving**

**Harbor Planning - From Taconite to Terns**

**Self Evaluation: a Look in the Mirror**

**Over \$1,000,000 Awarded in Grants to Benefit Seniors**

**Transit Innovations Common Fare in Metro Area**

**Criminal Justice Locked Out**

**Technical Assistance Gets Local Units on Track**

**Auditor Lauds ARDC Comeback**

ARROWHEAD REGIONAL DEVELOPMENT COMMISSION  
200 ARROWHEAD PLACE / DULUTH, MINNESOTA 55802

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and MS 462,393, sd 2 Evaluation Rpt

# INTRODUCTION

This report, prepared in accordance with the requirements of the Minnesota Regional Development Act, contains an overview of ARDC's efforts from January, 1980 through June, 1981. It is intended to provide a brief insight to ARDC's structure and programs during that period. From establishing major new efforts in Emergency Medical Services and Senior Citizen Nutrition Programs, to Harbor and Transit planning in the Duluth metropolitan area, to natural resource and small cities development planning, ARDC has continued to address those planning and development issues for which it was originally created.

In addition to the program accomplishments identified in this report, ARDC made several changes to improve the functioning of the agency, including:

- reduction of the overall Commission membership
- installation of a toll free telephone line to reach ARDC from anywhere in the Region (1-800-232-0707)
- reductions in the administrative staff and budget
- implementation of ARDC's first agency-wide evaluation

—introduction of **Regional Update**, a newsletter for local governments on items of immediate interest, and **Innersight**, a newsletter for members of the Commission and its committees to provide insight on the organization's operation

—preparation of ARDC's first formal legislative recommendations regarding actions needed to be taken to deal with regional issues

Throughout this report you will find the names of the members of ARDC's Advisory Committees and Task Forces. These people, in addition to the members of the Commission and Board of Directors, are the foundation of ARDC; the force which makes ARDC function. Every plan, policy and position adopted by ARDC is initiated by an advisory committee and finalized by the Commission or Board. In this way ARDC's actions remain closely tied to the local governments of Northeastern Minnesota which it serves.

The Arrowhead Region, like the rest of the nation, is now entering a period of change and challenge. State and Federal budget cuts and policy changes will have major impacts on local government and agencies. Energy costs to energy

“import” areas such as ours will continue to present a barrier to development and a drain of money to energy “exporting” areas in the sun belt states. The development of underutilized natural resources in the Region hinges on major “go,” “no-go” decisions which will be made in the near future, affecting our economy for decades to come. New Federal “Block Grants” may or may not provide for increased local control of these economic and community development funds, depending upon how the State handles them. In these and other issues, ARDC will be involved as:

- an advocate for local government
- a regional planning and development agency
- an implementor of regional plans
- a provider of technical assistance to local government
- a coordinator of State and Federal programs
- a forum for regional issues
- a regional information center

ARDC cannot be all things to all people, but it will focus all of its resources and energy on assisting local government in Northeastern Minnesota to meet and conquer the challenges of the 80's.

## REPORT HIGHLIGHTS:

### copper-nickel

Formation and funding of a local Copper-Nickel Task Force by ARDC has guaranteed a voice in the development process by those affected most directly. (Story on page 11.)

### transportation

Rideshare, Flex-time, STRIDE, Skywalks . . . The Duluth-Superior Metropolitan Area's transportation planning needs are well served by the initiatives and support of ARDC and Metropolitan Interstate Committee. (See story page 9.)

### peat

Heat with it. Grow with it. Leave it alone. What do we do with this layer of half-baked coal? (See story page 11.)

### harbor

Development, dredge disposal, environmental management of the Duluth-Superior Harbor have got to be accomplished as part of comprehensive approach. (Story on page 8.)

### aging

Seniors around the Arrowhead Region are enjoying a wealth of expanded services, thanks to the programs administered by ARDC. (See page 4.)

### technical assistance

The direct technical assistance efforts of ARDC have expanded to all corners of the Region. From recreation plans to capital improvements to city/city consolidation, ARDC is in the thick of it. (See stories page 14.)

### self evaluation

The Arrowhead Regional Development Commission turned its research and evaluation guns on itself this year, and aside from a few flesh wounds, the effort paid off. (See full report page 16.)

### finances

With the release of the 1979 Audit report, State Auditor Arne Carlson praised the dramatic turn-around of the Arrowhead Commission. (See Page 18.)

### emergency medical services

Coordination of Emergency Medical Services throughout a seven-county area requires planning, training, and public awareness. ARDC is on the case. (Story on page 6.)



## THE COMMISSION

### OFFICERS

Chairman, Warren Youngdahl, Marcell  
Vice Chairman, James Thompson, Grand Marais  
Secretary, Harriet Headley, Twig  
Treasurer, Marvin Marklund, Two Harbors

### PUBLIC INTERESTS

#### MINORITIES

Indian Reservations, Frederick McDougall, Nett  
Lake  
Low Income, Vincent Gentilini, Virginia  
At-Large, Roger Harper, Tower

#### HUMAN RESOURCES

Public Sector, Jerome Turnquist, Esko  
Private, Non-Profit Sector, Carol Haney, Eveleth  
At-Large, Harriet Headley, Twig  
At-Large, Richard Prebich, Eveleth

#### ECONOMIC RESOURCES

Industry, Robert Sederberg, Duluth  
Small Business, Jon Waters, Ely  
Labor, Eugene Skraba, Hibbing  
At-Large, Keith Johnson, Two Harbors

#### PHYSICAL RESOURCES

Planning Commissions, Reino Bergstrom, Grand  
Marais  
Special Districts, Walter Seeba, Hibbing  
Environmental, Loren Rutter, Kinney  
At-Large, Darrell Lauber, Grand Rapids

#### CITIZENS AT-LARGE

Trix Wyant, Palisade  
Edna Shepard, Bovey

#### METROPOLITAN INTERSTATE

##### COMMITTEE

Ron Thureen, Duluth

##### SCHOOL BOARDS

Genevieve Palo, ISD #696, Ely  
Dennis Karp, ISD #93, Carlton

#### AITKIN COUNTY

Carol E. Norris, Mayor, Aitkin  
Florence Saari, Townships, Jacobson  
Michael Zilverberg, County Commissioner,  
Aitkin

#### CARLTON COUNTY

Arlene Wolner, Mayor, Cloquet  
David Erickson, Townships, Cloquet  
James Nynas, County Commissioner, Cloquet

#### COOK COUNTY

Gene Erickson, Councilor, Grand Marais  
Robert Silver, Townships, Schroeder  
James Thompson, County Commissioner, Grand  
Marais

#### ITASCA COUNTY

Vincent Nyberg, Mayor, Coleraine  
Warren Youngdahl, Townships, Marcell  
Wayne Bailey, County Commissioner, Pengilly

#### KOOCHICHING COUNTY

Robert Bennett, Mayor, International Falls  
Clarence Sundberg, Townships, International  
Falls  
Innis Nesbitt, County Commissioner, Interna-  
tional Falls

#### LAKE COUNTY

Kenneth Nelson, Mayor, Beaver Bay  
Bonnie Anderson, Townships, Beaver Bay  
Lloyd Houle, County Commissioner, Silver Bay

#### ST. LOUIS COUNTY

Elnora Johnson, Councilor, Duluth  
Helmer Ruth, Mayor, Hermantown  
James Collins, Mayor, Hibbing  
Henry Pappone, Councilor, Virginia  
Fred Tomassoni, Townships, Iron  
Ed Hoff, County Commissioner, Virginia  
William Kron, County Commissioner, Duluth

## Chairman's Letter

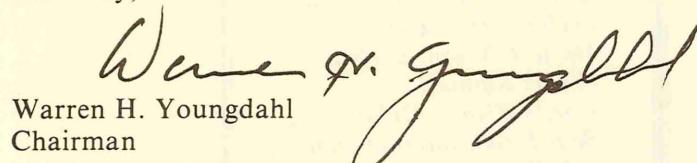
It is with great pleasure that I present this report on the activities and accomplishments of ARDC for the period from January, 1980 through June, 1981. Two years ago at this time, it did not appear that ARDC could continue to survive as an organization. Today, thanks to the efforts of former Chairman Sonny Nesbitt, our Board of Directors, the Commission members and a dedicated staff, ARDC has a "clean bill" of financial health and is deeply involved in the business of assisting local government.

The articles in this report will give you the highlights of our activities over the past year and one-half, including the results of our first-ever agency evaluation. That evaluation included the following statement from the members of the Outside Evaluation Team: "Whatever negative image resulted from the financial crisis of two years ago appears no longer to exist. The perception of ARDC throughout the Region is very positive." Strength can come from adversity, and we believe this has happened to ARDC. Our goal is to use this new strength to assist local units of government and the citizens of Northeastern Minnesota to cope with the challenges confronting us in the coming decade.

Change is upon us. The entire system of Federalism as we have known it for the past 40 years is undergoing massive and basic change, even as this report is written. Inflation remains tightly ingrained in the national economy. Downturns in the U.S. automobile and housing industries continue to play havoc with the iron mining and forest products industries of our area. All of these changes, and others, are impacting and will continue to impact our region for quite some time. It appears that at least for the time being "today is worse than yesterday, but better than tomorrow." This is the reality we face, and to deny it is to put one's head in the sand. However, just as ARDC has gained strength from its own adversities, we believe that local government in Northeastern Minnesota can do the same. It is not easy or pleasant, but if taken as a challenge to improve and "do more with less," the outcome can be rewarding.

ARDC's motto "Uniting for Progress" has never been more important or necessary than it is right now. Whether we are attempting to provide government services, develop an underutilized resource, or create employment opportunities, the realities of the 80's will require that we unite and pool our limited resources for the common good.

Sincerely,



Warren H. Youngdahl  
Chairman

## BOARD OF DIRECTORS

Warren Youngdahl, Marcell, Chairman

Wayne Bailey, Pengilly

Fred Barrett, Hibbing

Vincent Gentilini, Virginia

Harriet Headley, Twig

Ed Hoff, Virginia

Lloyd Houle, Silver Bay

Clarence Maddy, Duluth

Marvin Marklund, Two Harbors

Colleen Nardone, Grand Rapids

Innis Nesbitt, International Falls

James Nynus, Cloquet

Ronald Sherer, Grand Portage

James Thompson, Grand Marais

Michael Zilverberg, Aitkin

# AGING

Assisting older persons to maintain independence in their own home environment has long been a high priority established by the ARDC Advisory Committee on Aging. The provision of a full range of in-home support services, such as homemaker-home health aide services, chore services and home delivered meals, is important in that it helps persons maintain their independence and prevent unnecessary institutionalization.

Home delivered meals represent an essential part of the continuum of social services which increase an individual's ability to remain in the community. Home delivered meals meet not only the physical need for nutrition, but also the friendly visit from the volunteer meal deliverer provides needed companionship and human contact. In addition, this daily contact allows the volunteer to monitor the older person's condition in the event that problems may occur.

1980 was a year in which the ARDC Planning Program on Aging placed special emphasis on researching the need for home delivered meal services in the Arrowhead Region and preparing strategies to address those needs. The culmination of this effort will be the granting of Home Delivered Meals funds to agencies and organizations willing to provide home delivered meals in those areas of the Region needing this important service.

After conducting a survey of existing home delivered meals providers in the Region, the Program on Aging was able to identify the present existence of sixteen home delivered meals providers in the seven county area, which serve a total of thirty-one communities. The region's home delivered meals programs generally followed three models: 1) church sponsored; 2) community group sponsored or 3) institution or agency sponsored, with a vast majority being sponsored by independent community groups. These community home delivered meal projects are operated almost entirely by volunteers.

After reviewing the results of the survey, the ARDC Advisory Committee on Aging and Board of Directors established policies for granting federal Older Americans Act Home Delivered Meals funds and issued a letter informing those interested that funds were available to address the need.

As of June 1, 1981, the Committee on Aging and Board of Directors have set aside funds for the following programs:



*A warm meal and a friendly face.*

## **Arrowhead Home Delivered Meals Program — Arrowhead Economic Opportunity Agency (AEOA)**

AEOA has received \$39,845 of Older Americans Act funds to continue and expand the operations of their existing home delivered meals program in twelve communities throughout the Region. AEOA anticipates that they will be serving a total of 165 meals per day in the communities of Aitkin, Carlton, Chisholm, Cook, Cromwell, Floodwood, Hill City, Grand Rapids, International Falls, McGregor, Moose Lake and the Tofte-Schroeder area. The Arrowhead Economic Opportunity Agency currently operates congregate senior citizen nutrition sites in all but one of the above mentioned communities.

## **Koochiching-Itasca County Home Delivered Meals Program — Koochiching/Itasca Action Council**

The Koochiching-Itasca Action Council has applied for \$22,899 in Older Americans Act funds to strengthen the level of home delivered meals services in Koochiching and Itasca Counties. The Action Council plans to provide a total of 193 meals per day in the communities of Bigfork, Deer River, Balsam Township, Taconite, Dora Lake, Nashwauk, Bovey, Coleraine, Marble, Calumet, Keewatin and Pengilly in Itasca County and Littlefork, Bigfalls and Northome in Koochiching County. The Koochiching-Itasca Action Council currently operates congregate senior citizen nutrition sites in these communities.

## **St. Louis County Home Delivered Meals Program — St. Louis County Social Services Department**

The St. Louis County Social Services Department has received \$20,928 to expand the delivery of home delivered meals to 100 additional persons in St. Louis County. The Social Services Department will receive these funds on behalf of the following community home delivered meals programs: Eveleth, Virginia, Aurora, Ely, Hibbing, Tower, Proctor, and four programs operating within the City of Duluth.

## **ADVISORY COMMITTEE ON AGING**

*Harriet Headley, Twig, Chairwoman  
Reino Bergstrom, Grand Marais  
Gilbert Bloomquist, Grand Marais  
Helen Budisalovich, Duluth  
Carrie Casey, Director  
Edith Clemetsen, Duluth  
Ethel Clauson, International Falls  
Emerald Erickson, Duluth  
Alvin Grosnick, Silver Bay  
Evelyn Jernberg, Duluth  
Marie Johnson, Eveleth  
Emelia Kannas, Bovey  
Joseph Kiener, Duluth  
Beth Koski, International Falls  
Betty Larson, Cloquet  
Henry Nielson, Barnum  
Lorraine Oberg, Grand Portage  
Alma Olson, Grand Marais  
Lawrence Shepard, Bovey  
Margaret Sherman, Palisade  
Fletcher Thompson, Aitkin  
Russell Thompson, McGregor  
Tom Tjepkema, Duluth  
Jerry Turnquist, Cloquet  
Joe Wiesinger, Duluth  
Ann Wood, Two Harbors*

In addition to the Home Delivered Meals awards currently being finalized, ARDC granted \$281,223 in 1980 to local units of government and private non-profit organizations throughout the Arrowhead Region for the purpose of operating a wide variety of social service programs for senior citizens.

#### Social Service Grants Awarded in 1980

GRANTEE	PROJECT NAME	AMOUNT
Senior Coalition	Senior Health Ombudsman	\$ 944
St. Louis County Social Service Department	St. Louis County Adult Day Care	\$ 13,444
Lake County Social Service Department	Lake County Chore Service Expansion	\$ 9,800
St. Louis County Social Service Department	In-Home Service to the Elderly	\$ 53,655
Koochiching/Itasca Action Council	Koochiching/Itasca County Coordinator on Aging	\$ 3,500
Koochiching County Public Health Nursing Service	Koochiching County Home Health Aide	\$ 9,684
Duluth Community Health Center	Duluth Senior Health Assessment Expansion	\$ 3,564
Nat Polinsky Rehabilitation Center	Nat Polinsky Adult Day Care Expansion	\$ 4,583
St. Luke's Hospital	Hospice Duluth	\$ 25,000
St. Scholastica Priory	Adult Day Care	\$ 35,000
Lake County Social Service Department	Lake County Coordinator on Aging	\$ 13,500
Koochiching/Itasca Action Council	Itasca County Foot Care	\$ 5,000
Aitkin County Public Health Nursing Service	Aitkin County Senior Health Education	\$ 8,000
St. Louis County Social Service Department	St. Louis County Outreach Expansion	\$ 16,200
Legal Aide Service of NE MN	Senior Law Project Expansion	\$ 8,800
Legal Aide Service of NE MN	Senior Law Project Expansion	\$ 50,000
Northern Community Radio (Grand Rapids)	Senior Radio Access Project	\$ 7,000
Carlton County Social Service Department	Carlton County Transportation	\$ 13,549
		\$281,223

The development of multi-purpose senior centers throughout the Arrowhead Region continues to be a high priority of the Arrowhead Regional Development Commission, also. In 1980, ARDC provided technical assistance and senior center grant funds totalling \$86,111 to the following communities:

#### Mul Purpose Senior-Center Grants Awarded in 1980

GRANTEE	PROJECT NAME	AMOUNT
Scenic Senior Citizens	Balsam Township Senior Center	\$ 2,966
Bois Forte Reservation	Tower Senior Center	\$ 1,125
City of Coleraine	Coleraine Senior Center	\$ 6,825
City of Duluth	Duluth Heights Community Center	\$ 15,000
Eveleth Senior Citizens	Eveleth Senior Center	\$ 29,670
Greenwood Township	Greenwood Senior Center	\$ 2,000
Itasca County Family YMCA	Itasca County YMCA Senior Center	\$ 15,000
Keewatin Senior Citizens	Keewatin Senior Citizens Center	\$ 1,125
Koochiching County Senior Citizen Committee on Aging	Koochiching County Senior Center	\$ 3,000
North Itasca Over 50 Club	North Itasca Over 50 Senior Center	\$ 5,000
City of Tamarack	Tamarack Senior Center	\$ 4,400
		\$ 86,111

In 1980, ARDC assumed grant-making responsibility for the Region's nutrition programs for the elderly. Incorporation of this program into ARDC's planning function brought our area one step closer to the goal of a comprehensive and coordinated system of services to the elderly. ARDC granted \$643,050 in 1980 to allow for the continued provision of congregate nutrition services in the Region.

#### Congregate Nutrition Service Grants Awarded in 1980

GRANTEE	PROJECT NAME	AMOUNT
City of Duluth	Duluth Senior Nutrition Program	\$253,850
Arrowhead Economic Opportunity Agency	Arrowhead Elderly Nutrition Program	\$389,200



Seniors gather at the Koochiching County Senior Center for good food and conversation

## DEVELOPMENTAL DISABILITIES

Services to persons with developmental disabilities are being improved throughout the Arrowhead Region due to the efforts of the Arrowhead Regional Development Commission Developmental Disabilities (DD) Program.

With a grant award from the Developmental Disabilities Office in the State Planning Agency the program resumed operation in October of 1980. After reorganizing the Advisory Committee, the Program set out to determine the areas of need for the Region's developmentally disabled population.

The area of public information was seen as a priority in which to focus on issues affecting disabled and handicapped in this year, the International Year of Disabled Persons. In response to the identified needs of parents and families with a developmentally disabled member, a conference entitled "An Exceptional Event" was held in April; co-sponsored by the DD Program and Region III Special Education, approximately 200 parents, professionals, and students were in attendance.

Another work area of the DD Program has been to assist in a statewide effort aimed at providing alternative living arrangements for the developmentally disabled.

The issue of residential placement became more prominent due to a September 15, 1980, U.S. District Court decision concerning the care and treatment of persons who are mentally retarded and living in Minnesota state institutions. This court decision resulted in the Welsch vs. Noot Consent Decree, a document outlining numerous institutional requirements, the most controversial being a reduction of the mentally retarded population in state institutions from the present 2,650 to 1,850 by July 1, 1987. In the Arrowhead Region, this means that approximately 100 individuals can be expected to return to community placement during this period. Individual counties have been given the responsibility for reducing the number of their citizens in state institutions by a certain percentage based upon previous utilization of state institutions. In addition, each county must assure

the provision of a full range of services (education, residential, medical, day programming, etc.) for those persons returning to community placement. It is the aim of the DD Program to assist the counties of the Arrowhead Region in the difficult task of meeting the requirements set forth in the Consent Decree.

Coordination among service providers, advocates and policy-makers is another significant area of focus for the DD Program. A recent product in this area is the compilation of a Services/Resources Inventory for the Arrowhead Region (copies of which can be obtained by calling ARDC).

Finally, the ARDC Developmental Disabilities Program is committed to the proposition that all persons have basic rights of life, liberty, and the pursuit of happiness. Recognizing that persons with substantial mental and physical disabilities do not always have an opportunity to exercise these rights, the DD Program strives to ensure that these rights and privileges are upheld.

#### DEVELOPMENTAL DISABILITIES ADVISORY COMMITTEE

Pam Griffin, Duluth, Chairwoman  
 Gert Daskam, Palisade  
 Barb Dawson, Duluth  
 Sharon Duerkop, Grand Rapids  
 Inez Erickson, Duluth  
 David Felske, Cloquet  
 Barb Goman, Duluth  
 Fletcher Hinds, Duluth  
 Kay Jennings, Duluth  
 Dolores Johnson, Two Harbors  
 Greg Kestley, Virginia  
 Helmi Lammi, Duluth  
 Elaine Mishler, Two Harbors  
 Richard Prebich, Virginia  
 Mabel Schauland, Duluth  
 Anne Swanson, Moose Lake  
 Carol Tierney, Duluth  
 Mary Jo Verschay, Virginia

# EMERGENCY MEDICAL SERVICES

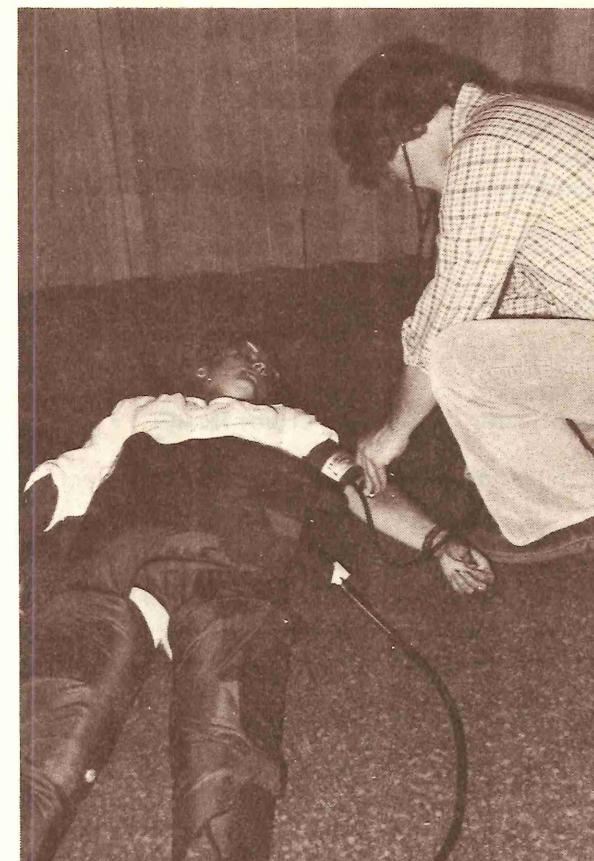
As members of modern society, we are all subject to specific types of life-threatening emergencies and sudden illnesses. Each day, the news media present dramatic examples of people being injured in severe automobile accidents, suffering acute heart attacks, becoming entrapped in burning buildings, swallowing poisonous substances, sustaining spinal cord injuries resulting in paralysis, bearing premature or otherwise endangered children, and experiencing life-threatening mental or behavioral disorders. While the dangers associated with living in the Arrowhead Region may differ somewhat from those associated with living in New York City, for example, the need for prompt, efficient response to medical emergencies is prevalent everywhere. In response to this need, regional emergency medical services systems are being organized throughout the country.

To simplify the web of relationships it is convenient to think of the emergency care system in three phases: first, the pre-hospital phase of care which includes the informed public, special communications networks and ambulances; second, the in-hospital phase of care which consists of the emergency rooms and other hospital services; and third, the inter-hospital phase of care which includes all highly specialized services located in only one or a few hospitals, special transportation and other related services.

All of the elements of this system must work together in predictable ways that contribute without conflict to one goal—saving critically ill or injured people from death or permanent disability.

In Northeastern Minnesota, planning for a regional response to emergencies has been underway since 1978, when an eighteen-member Emergency Medical Services (EMS) Advisory Committee was formed within the ARDC. Initial efforts included an inventory of available resources as well as assessment of predominant needs in the region. (Underlying the need for action was the fact that the region had the state's highest rates of cardiac and accidental deaths.)

These activities lead to the development of a federal grant application and the subsequent receipt of a \$550,000 planning and development grant from the Department of Health, Education and Welfare in July 1979. These funds were utilized during the ensuing twenty-four month period to fund a variety of EMS system projects and improvements.



Members of Carlton Fire Department Ambulance Service demonstrate application of M.A.S.T. anti-shock trousers.

## Equipment Grants

ARDC provided numerous grants in the form of equipment in order to enhance both effectiveness and training of EMS personnel and the general public. Forty-six pairs of anti-shock trousers were purchased for ambulance services and rescue squads in the region. Such devices act to stabilize blood pressure and prevent severe shock due to excessive bleeding. Organizations receiving funding included:

—**Life Support Transportation Services:** Jones Ambulance (Aitkin County); Carlton, Mercy Hospital, Cloquet and Cromwell Ambulances (Carlton County); the Itasca County EMS Council (as applicant for the county's five ambulance services); International Falls and Littlefork Ambulances (Koochiching County); and Babbitt, Biwabik, Chisholm, Cook, Ely, Eveleth, Gold Cross, Hibbing, Hoyt Lakes, Meadowlands, Tower and Virginia Ambulances (St. Louis County).

—**First Responder Organizations:** Gunflint Trail and Tofte Rescue Squads (Cook County); Littlefork Search and Rescue Squad (Koochiching County); Lake County Search and Rescue Squad; and Crane Lake Rescue Squad (St. Louis County).

Fourteen organizations in the region were provided with more than \$20,000 worth of equipment to be used to train the public in cardiopulmonary resuscitation (CPR). During the first six months since the grants were awarded, more than 3,300 persons were trained by the funded programs. Organizations receiving CPR equipment included: Aitkin County Health Board; Mercy Hospital; Cook County Emergency Services; Northern Itasca and Community Memorial Hospitals; Grand Rapids Park and Recreation Department; Nashwauk Emergency Services; Balsam Fire Department; Lake County Search and Rescue Squad; International Falls Fire Department; Littlefork Municipal Hospital; Virginia Area Citizens CPR Committee; American Red Cross-Northland Chapter; Independent School District #709 and the Duluth Community Schools; and, Independent School District #692 (Babbitt).

## Training

Training in emergency medical care was identified as a high priority need; consequently, separate training programs for physicians, nurses, ambulance personnel, and the public were developed and funded. Instead of nurses in rural hospitals having to travel great distances at considerable expense to obtain training, EMS courses were developed that could be brought to the nurses—to be taken in their own hospitals. Advanced trauma life support courses for physicians, emergency medical technician training for ambulance personnel and CPR and first aid training for the public were also initiated and/or subsidized. In conjunction with the Region 9 EMT Association, a Pre-Hospital Care Symposium was held to provide needed continuing education to over 250 emergency medical services personnel. As a result of these efforts, emergency medical care in the region will continue to improve, training costs (which can be translated into patient costs) will be lowered, and the rate of deaths and serious disabilities will continue to decline.

### EMERGENCY MEDICAL SERVICES ADVISORY COMMITTEE

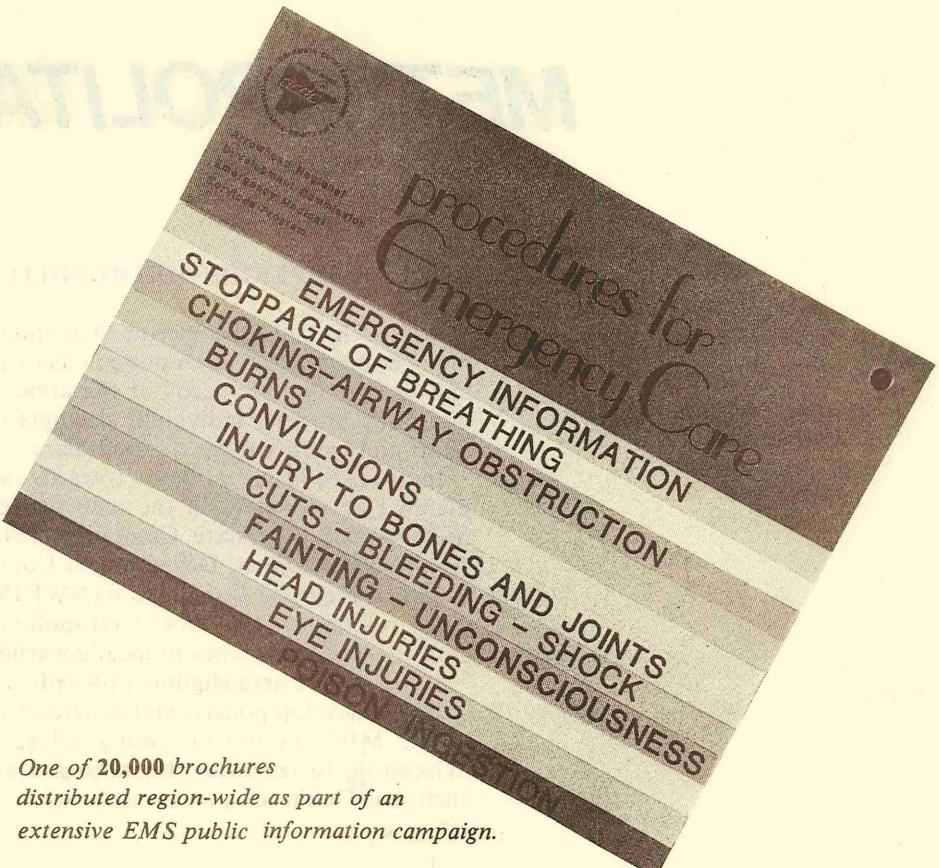
Ed Hoff, Virginia, Chairman  
James Albers, Grand Marais  
Dr. John Dwyer, Duluth  
Harriet Headley, Duluth  
Harvey Hengel, Duluth  
Ruben Hoffman, Duluth  
Kirk Johnson, Carlton  
Wayne Johnson, Duluth  
Dr. Ted Kubista, Duluth  
William LaFrance, Duluth  
David McClure, Deer River  
Dennis Miller, Silver Bay  
Dr. Charles Mock, Virginia  
Wayne Moore, Virginia  
James Spang, Duluth  
Linda Way, Duluth  
Mark Wedel, Aitkin

## Clinical Systems

Another important accomplishment of the EMS Program during the past year has been the development of a regional clinical systems plan. This document guides the development of a coordinated regional response to each of seven categories of medical emergencies—trauma, cardiac, burn, poison, neonatal, spinal cord and behavioral. In this regard, hospitals throughout the region have been designated or categorized according to their levels of capability in each of the seven categories. In addition, six hospitals were given EMS Resource or Associate Resource Hospital designation in order to develop advanced life support capabilities where appropriate.

## Communications

Essential to the efficient operation of a regional EMS system—especially in a vast rural/wilderness area—is the establishment of an emergency communications network. Communications can be regarded as the framework that holds the system together, providing split-second, push-button capabilities to span the miles. Thus, it becomes possible for doctors in cities great distances away from rural emergencies to give on-line medical instructions to EMTs in the field. During 1980, the ARDC EMS Program completed the design for a seven-county advanced life support communication system and purchased much of the necessary equipment. For example, \$32,655 was awarded to local ambulances to install new ambulance radios, \$21,435 to upgrade existing radios, and \$123,028 to purchase regional towers and equipment shelters. During the coming year, still more equipment will be acquired and installed, with the communications system scheduled to become fully operational late in 1982.



One of 20,000 brochures distributed region-wide as part of an extensive EMS public information campaign.

The long-range future of the Emergency Medical Services System in the Arrowhead Region is presently uncertain. Although researchers have documented the effectiveness of EMS systems—in terms of both lives and dollars saved—emergency medical services in general will face a severe financial crunch in the years ahead. If improvements made to date are to be maintained, if the remaining regional EMS needs are to be met, and if EMS providers are to continue to save lives that otherwise might have been lost, the system must obtain ongoing financial support.

The Emergency Medical Services Act—H.F. 1528 and S.F. 1428—sponsored by Swanson, Greenberg and Reif and Solon and Ulland, respectively, may provide part of the answer. Introduced in the 1981 legislative session, the bill is expected to be acted upon in the 1982 session. If passed, the legislation would provide a mechanism for the ongoing maintenance and continuing development of the region's emergency medical services system.

# criminal justice

This past year marked the end of an era in criminal justice system development. On the national level attempts to balance the federal budget signalled the end of the Law Enforcement Assistance Administration (LEAA) which has been a main source of "seed money" for innovative criminal justice action programs throughout the country. Since 1970, the seven-county Arrowhead Region has received nearly \$7 million from federal agencies for law enforcement, corrections, juvenile justice and court programs.

Programs funded during 1980 represent good examples of those which will be adversely affected. They include:

### Law Enforcement Assistance Administration

—Koochiching County Law Enforcement Youth Project, International Falls	\$ 16,732*
—Ely Delinquency Prevention Project, Ely	\$ 32,630
—Tactical Investigation Units, Duluth	\$ 73,991
—Sixth Judicial District Records Management, St. Louis County	\$ 54,071
—St. Louis County Jail Treatment, St. Louis County	\$ 28,908
	\$206,332

### Federal Juvenile Justice Funds

—Carlton County Crisis Shelter, Carlton County	\$107,547
—Alternatives to Delinquency, Lake County	\$ 24,132
—Pre- and Post-Adjudication, Boise Fort Indian Res.	\$ 33,248
—Juvenile Restitution, Duluth	\$ 63,921
	\$228,848

### State Youth Intervention Funds

—Directions, Cloquet	\$ 10,000
—Ely Community Resources, Ely	\$ 8,880
	\$ 18,880

\*Figures do not include matching funds, ranging from 10% to 50% of project costs.

Despite the loss of federal funds, the ARDC Criminal Justice Committee recognized the need for an on-going planning effort and developed a three year criminal justice plan for the region. This document differed from previous criminal justice plans in that it focused on goals and objectives that could be accomplished without the help of federal funds. These goals and objectives included:

- Criminal justice system coordination
- Juvenile delinquency prevention and diversion
- Law enforcement investigation and training
- Pre-trial detention research
- Family violence intervention and research

While the 1981-83 Regional Criminal Justice Plan was being developed, the State of Minnesota was considering whether criminal justice planning was a worthwhile use of state funds in light of the demise of LEAA. This issue was the subject of many discussions during the 1981 Legislative session. Coupled with the overall budget problems faced by the legislature it became clear that criminal justice planning funds would be reduced if not totally eliminated. In conference committee, during the final week of the session, the decision was made to eliminate state funding for the Crime Control Planning board (CCPB).

The loss of state and federal funds for criminal justice activities will have major implications for the Arrowhead Region. Many programs which started because of the availability of federal and state funds will be looking towards local units of government for funding assistance. This will place an additional strain on already tight local budgets.

For ARDC, the elimination of state funds for the Criminal Justice Planning Program marks the end of a ten-year history of cooperation and planning among the Region's law enforcement, courts, juvenile justice and corrections sub-systems. The progress and improvements that have been made through the regional criminal justice program are largely due to the efforts and dedication of the members of the ARDC Criminal Justice Committee. Although the formal mechanism for continuing the work of the committee and its projects will continue to play a major role in the on-going development of the regional criminal justice system.

### CRIMINAL JUSTICE ADVISORY COMMITTEE

Al Arnold, Duluth, Chairman  
Bruce Anderson, Two Harbors  
Stuart Beck, Duluth  
Bryan Brown, Duluth  
William De Rosier, Two Harbors  
Deidre Dodge, Duluth  
Gary Donald, Nett Lake  
Dick Ellison, International Falls  
Bill Fleischman, Duluth  
Jody Freij-Tonder, Finland

Robert Herbst, Cohasset  
Lenore Johnson, Two Harbors  
Melvin Johnson, Tamarack  
Arvid Konu, Esko  
Charles Mourin, Aurora  
Innis Nesbitt, International Falls  
Bill Sobey, Aitkin  
Ed Steffy, Grand Rapids  
Milo Tasky, Duluth  
Jim Thompson, Grand Marais  
Dale Wolf, Carlton

# METROPOLITAN PLANNING

## DULUTH-SUPERIOR METROPOLITAN INTERSTATE COMMITTEE

Within the Duluth-Superior Metropolitan community there are many levels of government, each attempting in its own way to adequately meet the physical and socio-economic needs of the area. However, because problems are not bound by borders, individual attempts to resolve them cause duplication of effort and inefficient use of tax dollars.

In order to insure progress towards meeting the area's needs and attaining planned development in the metropolitan area, public officials formed the Metropolitan Interstate Committee (MIC). Under the legal charge of the Arrowhead Regional Development Commission (ARDC) and the Northwest Regional Planning Commission (NWRPC) the MIC has the responsibility to:

- conduct and adopt metropolitan comprehensive plans
- offer assistance to local governments
- assure area eligibility for federal and state funding
- develop policies and programs into effective governmental action

The MIC has sixteen voting delegates, eight each from Minnesota and Wisconsin, to represent the metropolitan community. Delegates, selected by their local units of government, are locally elected officials and concerned citizens.

## the harbor

### Rices Point Development

Rices Point development was the focus of the Seaway Port Authority and many city, state and federal officials this year. Rices Point is the area of the Duluth-Superior Harbor known as elevator row because of the location of many of the Twin Ports grain elevators there. At the end of Rices Point is the Public Marine Terminal built in 1961.

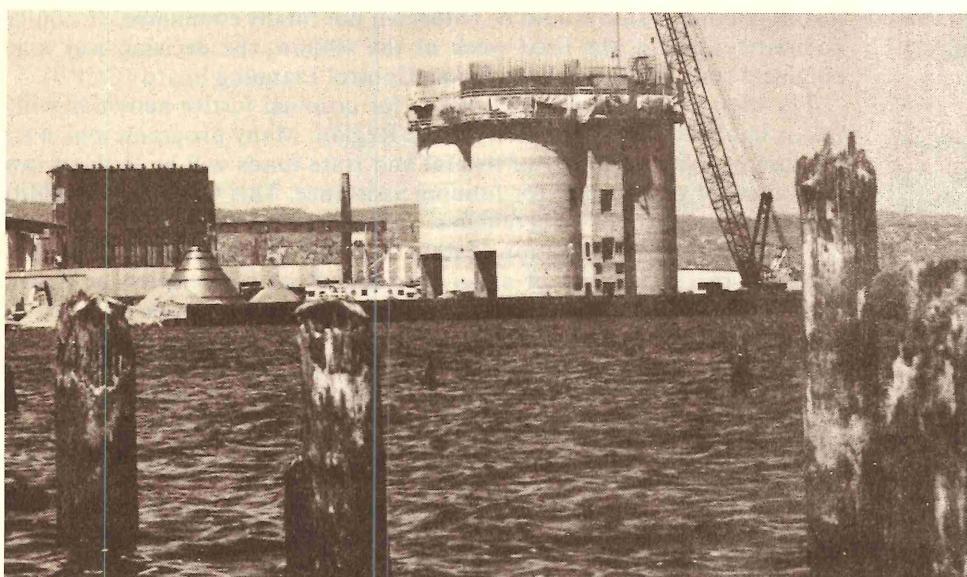
There were two focal points to the efforts to revitalize the Rices Point area: (1) the upgrading of the Clure Terminal, and (2) the redevelopment of Hallett Dock, from an unused coal dock to a modern facility. Both were timed to coincide with the location on Port Terminal property of the St. Lawrence Cement terminal.

The ARDC role in this effort included several supportive actions. A general development plan report for the Rices Point area was prepared. This document outlined the objectives of the port in the redevelopment effort. Second, a report which summarized the plan and outlined the needs of the Port was developed. This document was used by the Port to explain the

program to the City, State and Federal officials. MIC and ARDC endorsement of the concept plan resulted in a recommendation for \$2.5 million in State funds, which were subsequently received. Thirdly, ARDC assisted the port in attempting to secure additional federal funds for the Port Terminal project, through the Economic Development Administration and the Department of Housing and Urban Development Action Program.

Finally, ARDC drafted for the Port a proposal for a Tax Increment Financing District to help fund both the Port Terminal and the Hallett projects. This District has since been created and the City of Duluth is in the process of selling bonds for the project. The District funds added to the State support will allow the Port to accomplish both of the goals it established. Construction on the project is expected to begin this summer. The \$9 million public investment will generate well over \$50 million in private development on the Rices Point waterfront.

**METROPOLITAN  
INTERSTATE  
COMMITTEE**  
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Co-Chairperson  
Peg Sweeney, Proctor,  
Co-Chairperson  
Earl Elde, Midway Township  
Sue Hedberg, Duluth  
Dick Jones, Duluth  
William Lehman, Superior  
Vernon Lindquist, Superior  
Helmer Ruth, Hermantown  
Lloyd Shannon, Midway  
Township  
Jim Shearer, Duluth  
John Shepard, Superior  
Marie Sladky, Superior  
Leon Stilwell, Superior  
Ron Thureen, Duluth  
Township



Development on Rices Point framed by the Old Interstate Bridge.

### Harbor Deepening

The fifteen-year local effort to deepen the upper reaches of the commercial portion of the Duluth-Superior harbor to the standard Seaway depth continues to progress toward a scheduled completion in the late 1980's.

The major effort for the year was to work with local project supporters to secure funding for the Corps of Engineers from Congress to finish the necessary planning and preliminary engineering studies necessary for selection of a final disposal

site and thus keep the project on schedule. ARDC also worked with the Corps on its project study and the Harbor Advisory Committee was used as a forum for interagency discussion of the project.

As the Corps releases its findings in the next several months, increased local efforts will be required to find support for the Corps selection of a final disposal site to keep the project moving.

### Maintenance Dredging

Maintenance dredging in the Duluth-Superior harbor is a long-standing issue, the central focus of which is to find reasonable ways to reuse or otherwise dispose of the material that is constantly filling in the channels of the harbor.

The Upper Great Lakes Regional Commission funded ARDC's attempt to find sites for future maintenance dredging that are both financially and environmentally acceptable. The engineering firm of Roy F. Weston Inc. was engaged to assist in identification and evaluation of reuse and disposal options. The objective of the study was to avoid any lag time in maintenance dredging after current disposal sites including the Erie Pier site in West Duluth are full.

A Harbor Advisory Committee was used as a forum of local interests to identify possible sites. ARDC worked with the Corps of Engineers to identify the future volumes of material and with local private industry officials to determine reuse options. The Weston firm evaluated each site nominated in terms of probable environmental impact, development cost and the volume of material that each could handle.

The most significant findings of the report to date are that there is not enough demand for reuse and that there are not enough sites for disposal that are legal under existing state law to handle materials for the next 25 years. As a result the MIC is moving toward urging the States of Minnesota and Wisconsin to reevaluate their dredging laws. Wisconsin has since established a Task Force for that purpose. The results of the effort have been used by the Task Force even though the project has yet to be completed. The MIC is now urging Minnesota to cooperate with the Wisconsin effort and to initiate one of its own. The ARDC Board has also gone on record in support of State action.

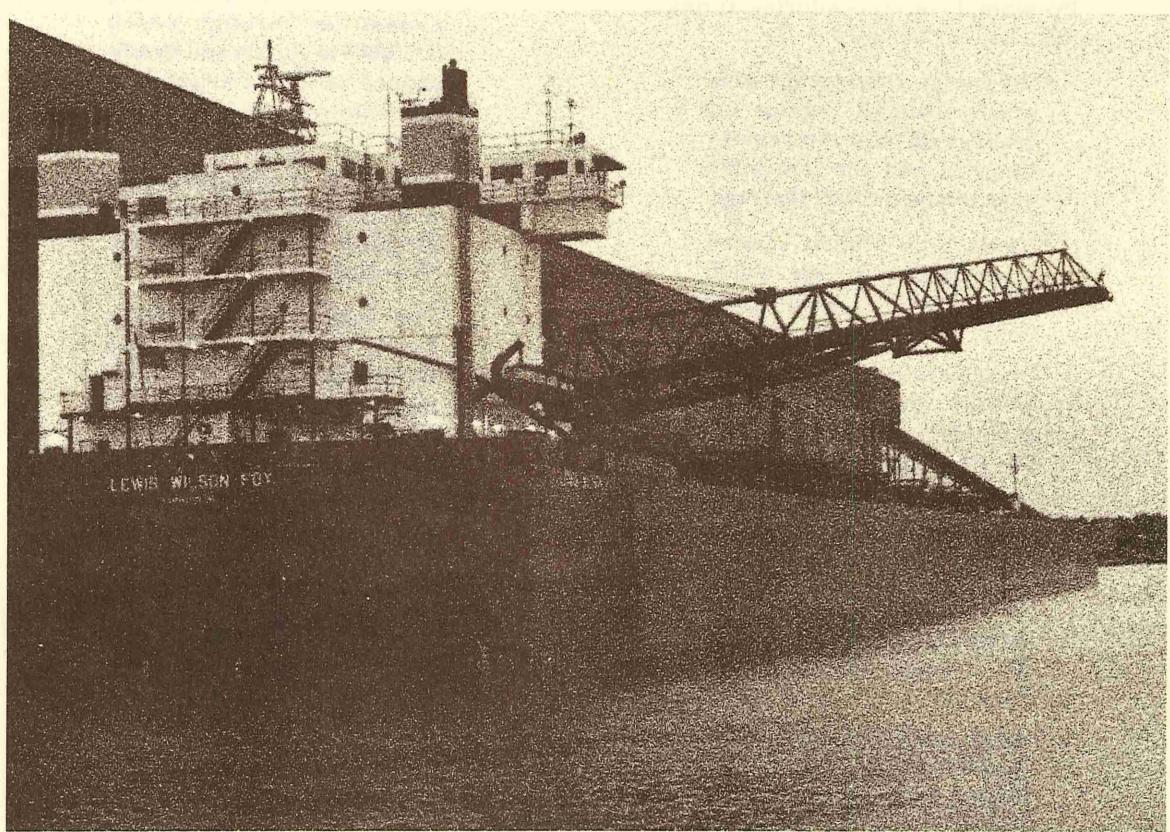
### Harbor Environmental Management

The MIC has gone on record as supporting the creation of two additional Wildlife Management Areas in the Duluth-Superior harbor. Two years ago the MIC facilitated the designation of Hearding Island as the first such management area in the harbor. There is a movement now to develop one area located on Interstate Island near one of the railroad bridges connecting the two communities and another at the Grassy Point area near the old Arrowhead Bridge in West Duluth.

These areas are important because they provide opportunities to rehabilitate lost habitat within the harbor. As the quality of the water in the harbor has improved in recent years, the value of the natural resources found there has increased. Thus, greater attention is being given to an area that once was written off by environmentalists and resource managers.

Moreover, these potential wildlife areas can balance the limited, but nonetheless still existent, negative impacts of recent harbor developments. By designating and developing the management sites, the fish and bird populations which are critical to the harbor and Lake Superior can be protected. In addition, the management areas will permit certain threatened or endangered species the opportunity to recover.

The Minnesota and Wisconsin Departments of Natural Resources have been officially notified of the request, since they share responsibility for the Interstate Island site. Both agencies have shown a willingness and a desire to designate the areas and to further promote the wise management of resources in the harbor.



A 1,000-footer awaits its cargo.

## transportation system planning and management

### Ridesharing

ARDC has also assisted residents of the community to get involved in Ridesharing. Planning funds were allocated to extend the Duluth Ride-Share Demonstration Program until the MnDOT District Program was operational. Funds were also provided for the purchase of roadside carpool information signs advertising the local MnDOT Rideshare telephone number. Signs were placed at strategic locations throughout the area by local traffic engineers, and have generated nearly a third of all matching requests. The roadside sign program is now being implemented

by MnDOT on a statewide basis.

ARDC took a leadership role by initiating ridesharing in Superior and Douglas County, Wisconsin to complement the MnDOT effort. By fall a marketing program will be implemented in local media to promote both efforts jointly.

Also attempted was the development of a low cost computerized carpool matching program for use in the event of an energy emergency. This system has been utilized on a trial basis for the Superior/Douglas County area. It may prove to be applicable in many other areas.



### Flex-time/Port Pass Program and Ridership Surveys

This program, which grew from a working paper into a \$318,199 federally funded demonstration project, began in January of 1980. The intent of the project was to relieve overcrowding on buses during the peak hours. This was done in two ways. First, assistance was provided by project staff to downtown Duluth firms to establish staggered or flexible work schedules. Second, monthly transit passes were introduced to employees of participating firms. The passes were priced so that individuals riding the bus outside the morning peak period were given a reduced rate. The combined effect has been to smooth out the peak hour loads on

buses. In August of 1981 the passes became available to the general public.

In conjunction with this demonstration, ARDC has conducted an extensive study of DTA ridership and passenger attitudes. Surveys of transit riders and a total systemwide passenger count have been conducted twice, in the spring of 1980 and again in the spring of 1981. These surveys, along with telephone surveys of area residents and employee surveys at the participating firms, provide excellent data for evaluation of system efficiency. Additional surveys will be conducted again next year to provide a three-year data base.

### Specialized Transportation

During the past year ARDC continued to play an active part in the establishment of a specialized transportation system for handicapped individuals. STRIDE (Specialized Transportation RIDE) represents the culmination of many years of work in providing economical transportation for the mobility handicapped. Funded by a \$293,131 demonstration grant from the Minnesota Department of Transportation and local matching funds from the City of Duluth, STRIDE will offer specialized transportation services to handicapped residents of Duluth. ARDC involvement over the years included devel-

oping the concept plan for the program and assistance in writing the grant and setting up the system.

Also completed during 1980 was the federally mandated **504 Transition Plan**. This plan examines the various barriers to handicapped individuals seeking public transportation and identifies how the DTA will meet the federal regulations for providing accessible transportation. The plan was developed by the MIC's two subcommittees on specialized transportation, the DTA, the cities of Duluth and Superior, handicapped individuals and groups representing the handicapped.

#### Special Transit Studies

ARDC conducts special studies on transit issues for the DTA. The need for these studies was identified in the **1980-1985 Transit Development Program**. Projects conducted during the past year included:

- \*An energy contingency plan which identifies options for dealing with the present energy situation and the possibility of an emergency fuel shortage.
- \*Analysis of transit related street improvements which would improve transit operations.
- \*Examination of the feasibility of Park and Ride facilities and their application in the Duluth-Superior area.
- \*Evaluation of the feasibility of a demonstration project utilizing bicycle racks on DTA buses.
- \*Annual review and update of the Transit Development Program.
- \*Service and route studies were conducted for the Central Hillside, West First Street, east Duluth to the Mall area, Anderson Road and UMD.

#### Local and State Projects

ARDC also participates in numerous local and state transportation efforts including:

- \*The Minnesota 16b2 Screening Committee through which \$320,000 in elderly and handicapped vans were awarded to applicants from across the state.
- \*Regional Transportation Committees in the Arrowhead Region and Northwest Wisconsin.
- \*The Duluth Parking Task Force which is considering the problems of parking supply, usage and enforcement in the downtown and other areas.
- \*The Douglas County Rural Transportation Task Force which is identifying the needs of residents and evaluating alternative systems.
- \*The Cities of Duluth and Superior are upgrading their traffic accident reporting and analysis capabilities with ARDC assistance.

#### Auto Emission Clinics Conducted

ARDC conducted auto emission testing clinics as part of its air quality planning program during the fall of 1980. From a location in the parking lot of the MnDOT District Office, clinics were conducted for 3 days. One hundred forty cars were tested and drivers were given data on the level of air quality emissions and energy consumption.

#### Particulates

The MIC has adopted a position paper on dust control strategies for the Duluth-Superior area. The report was used as a basis for Duluth and Superior to debate the specifics of proposed pollution control rules by Minnesota and Wisconsin. As a result of these discussions, several changes in particulates rules are expected. One positive result was the agreement by PCA to reduce the size of the primary non-attainment area to exclude the Morgan Park area which is being studied for coal gasification or liquification.

## transportation assistance

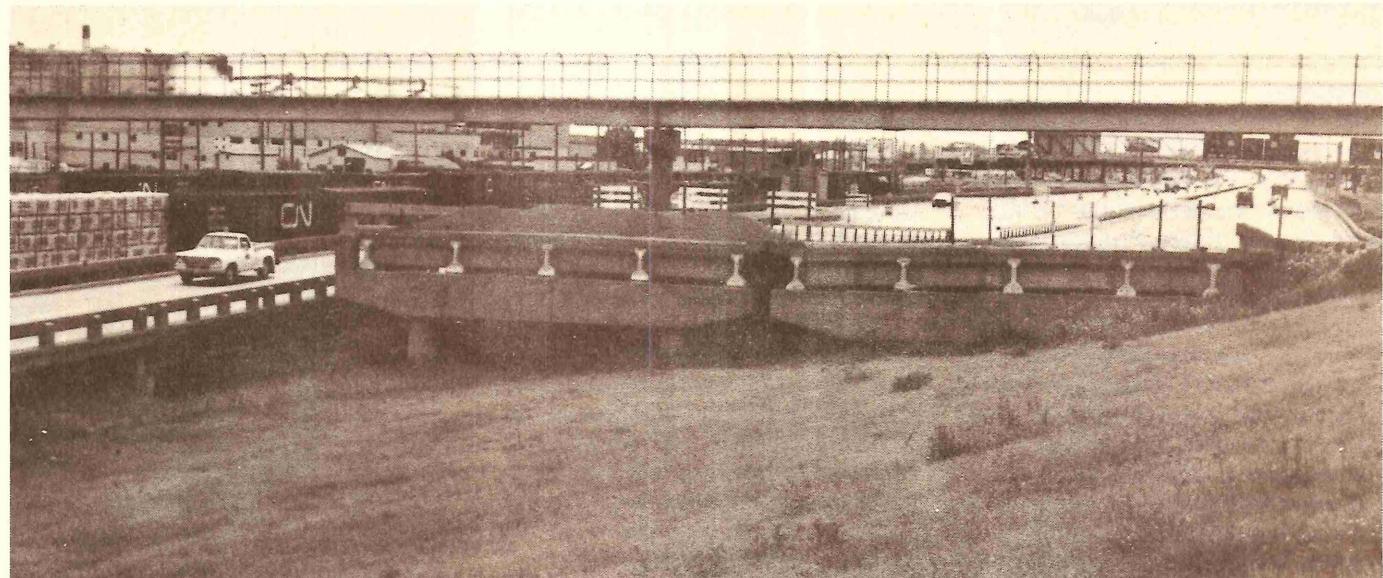
#### Interstate 35

One of the major public investments to be made in the Arrowhead Region in the 1980's will be the extension of Interstate 35 through downtown Duluth to 26th Avenue East and the substitution of alternate projects in the Duluth-Superior area. The interstate link from Mesaba Avenue to 10th Avenue East will cost in excess of \$160 million. The earmark for the remaining segment from 10th to 68th Avenue East by the Federal Highway Administration was \$114 million.

The major question to be answered regarding this massive expenditure during the past year was, "Should the freeway be extended beyond 10th Avenue East?". And if so, "How far?". The alternative to extending the freeway was to use all or part of the \$114 million for substitute highway and transit projects in the community. The decision required cooperation within the community and between local, state and federal governments.

All parties ultimately agreed to extend the freeway to 26th Avenue East and terminate the Interstate at that point. The remaining Interstate funds, \$74 million, are now available for substitute projects included in a Concept Plan which was developed by the same group that decided the extension question. The Concept Plan includes 119 projects to upgrade the metro area's highway, transit, pedestrian and bicycle facilities. The Plan has been endorsed locally and by the State of Minnesota. Federal approvals are pending.

The decision-making process was led by the City of Duluth. A Citizens Advisory Committee representing varied local interests was appointed by the Mayor and advised by a Technical Committee. ARDC served on the Technical Committee, provided advice during Citizens Committee meetings and helped draft the two Committee reports and the Concept Plan.



The decisions to redesignate Interstate mileage and to substitute other projects were subject to MIC approval because it represents local elected officials of the metropolitan area. Both decisions were reviewed and endorsed by the MIC.

#### Interlocal Support for Transportation Improvements

The Metropolitan Interstate Committee served as a forum for elected officials from Twin Ports area communities to coordinate support for key highway projects which are of importance to the area.

Examples of actions taken to promote development of the highway system have included:

- \*Supporting early resolution of funding issues which have halted progress on the Arrowhead Bridge.
- \*Earmarking \$1,600,000 in

Federal Aid Urban funds for the reconstruction of Woodland Avenue, a St. Louis County highway in the City of Duluth.

\*Allocating \$190,000 in Federal Aid Urban funds for completion of Midtowne Park in Duluth's West End which had been promised to residents as part of the Freeway construction.

\*Assisting MnDOT and Duluth in evaluating the transit option to I-35 in Downtown Duluth.

\*Supporting the completion of Trunk Highway 53 through Northwest Wisconsin.

\*Serving as a vehicle to secure resolutions of support for a new I-35 Frontage Road from Proctor, Midway and Duluth.

Non-highway projects also bene-

fitted from MIC and ARDC support. Examples include:

\*Duluth Skywalk system will receive a \$200,000 grant to accelerate completion of that system as a result of a letter of interest submitted in a national demonstration program.

\*Duluth Transit Authority will receive a \$100,000 grant from the U.S. Department of Transportation for operational and marketing improvements as a result of the same proposal.

\*Duluth and Superior Police Departments will receive a \$60,000 grant to help them finance enforcement of parking and traffic laws in the downtown areas.

\*Ridesharing and Energy Efficient Driving will be funded by \$40,000 secured by ARDC.

# Natural Resources Planning

The Arrowhead Region's natural resources are of primary importance to our quality of life and the economic future of the region. Wise use of these resources and the protection of the environmental quality of the Region has been the focus of ARDC's resource planning efforts.

Forestry, mining and tourism are the mainstay of the region's economy and all three are directly tied to the quality of the region's natural resources. Since 1980, ARDC has undertaken or is involved in providing assistance or regional input on a number of projects and programs designed to address how resources are used, managed or preserved.

In addition to these major activities, ARDC has provided regional input to the development of the State's Comprehensive Outdoor Recreation Plan, the Department of Natural Resources Forest Management Planning Program, U.S. Forest Service Management Planning for both the Superior and Chippewa National Forests and the Minnesota Pollution Control Agency's Air Quality Planning for non-attainment areas in the region.

The following series of articles will explain, in more detail, ARDC's major regional resource planning activities since 1980.

## copper /nickel

The potential for mining copper and nickel minerals continues to be an important economic issue in the Arrowhead Region. Three potential economic deposits have been identified on the East Iron Range and represent a substantial portion of the domestic copper known to be available in the United States.

Since the early 1970's, private industry and the State of Minnesota have spent millions of dollars researching and assessing the feasibility of a copper/nickel mining development and evaluating its potential physical and economic impacts. In early 1980, AMAX of Minnesota, Inc., began more serious discussions on the possibilities of developing a small scale pilot mine operation near the city of Babbitt.

In July 1980, ARDC assisted Lake and St. Louis Counties in their efforts to jointly form an eighteen (18) member Local Intergovernmental Copper/Nickel Task Force. The purpose of the Task Force was to undertake advanced local growth management contingency planning in the event that a small or large scale mining development becomes a reality. Major questions raised by the Task Force included:

- What are the growth impacts on the physical, social and economic infrastructure of Lake and St. Louis Counties and the communities which may be directly affected by copper/nickel resource development?
- How should the benefits of copper/nickel development be shared among local units of government and the State?
- How should the costs of growth be absorbed, and who should bear the costs?
- What type of copper/nickel taxing policy would benefit local units of government and how can funds be made available in a timely manner to address local growth related needs?
- What would be the public costs and economic implications of no copper/nickel mining in view of iron mining cutbacks on the Range?
- If copper/nickel mining developed, where would the smelting take place and what would be the local physical, social and economic impacts related to the development of such a facility?

With extensive staff support and assistance from ARDC, the Task Force is now funded to begin a planning process which will accomplish the following objectives by mid-1982:

- Preparation of a local "Critical Path" which will identify local issues to be addressed when a large or small scale copper/nickel mining development is initiated, the time frame and staging of local response in addressing these issues, and identification of roles and responsibilities in responding to these concerns.

- To identify and assess land use issues, conflicts and potential impacts relating to a copper/nickel mining development. This will involve local units of government, private industry, Minnesota Department of Natural Resources, the U.S. Forest Service and other public and private interests responsible for land management in the area.
- Evaluate potential local taxation issues and needs related to various stages of a large or small scale mining development.



Peatlands.

## peat

The Land Resources and Transportation Advisory Committee saw the culmination of a major effort during 1981 with the adoption by the Arrowhead Regional Development Commission of a series of Peat Policy Recommendations. The recommendations encourage multiple use of the Region's peat resource including but not limited to the following: agriculture, energy, forestry, pollution control, energy crop production, and industrial chemicals.

The Arrowhead Region contains approximately 42% of Minnesota's peat resources. Koochiching County (1.5 million acres) and St. Louis County (.8 million acres) have the largest peat resources of any Counties in the State. Aitkin County (393,500 acres), Carlton County (97,000 acres), and Lake County (45,000 acres) also contain significant peat resources. Development of these resources have significant potential impact to the economic base, natural resources, and land use patterns of the Region.

ARDC's Peat Policy Recommendations call for the development of one large scale peat operation (over 10,000 acres) on a demonstration basis to identify technology and environmental impact of large scale peat development in the Region.

The recommendations also call for a cooperative management program by State, local, and Regional agencies and units of government. Specifically, it is recommended that Counties and the Region be given the authority to prepare plans for management, use, and development of peat resources within State guidelines.

The Minnesota Department of Natural Resources and Center for Urban and Regional Affairs (CURA) at the University of Minnesota also prepared recommendations for management of the State peat resources. Recommendations of the DNR, CURA, and ARDC, as well as other interested public and private groups and individuals, will be presented to the Legislature during the summer and fall of 1981. Specific legislation for management of Minnesota's peat resources will be prepared in the 1982 session of the Legislature.

ARDC will utilize its Peat Policy Recommendations as a basis for ensuring that positions and concerns of residents of the Arrowhead Region are strongly considered in this process.

<b>LAND RESOURCES AND TRANSPORTATION ADVISORY COMMITTEE</b>	
<i>Jon Waters, Ely, Chairman</i>	
<i>Robert Anderson, Two Harbors</i>	
<i>Bruce Benson, Carlton</i>	
<i>Bruce Brown, Cloquet</i>	
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<i>Michael Zilverberg, Aitkin</i>	

## wood fuels

As more and more people are turning to wood as a primary or secondary home, business or industrial heating fuel and as the commercial forest industry makes better use of surplus hardwoods to produce hardboard, wafer board and other new building materials, demand will continue to grow for hardwood resource and other wood residue use in the Arrowhead Region. Harvesting is taking place on federal, state, county and private lands to meet these wood resource needs. In response to this demand, ARDC was under contract to the Superior National Forest, U.S. Forest Service to undertake a study which determines the availability of wood fuels from non-merchantable hardwoods and other wood residues in the Superior National Forest.

The study report provides information on the timber resource of the Superior National Forest, estimates the energy potential from non-merchantable hardwoods and timber stand improvements, determines the costs at which wood fuels would compete with fossil fuels, examines

the potential markets for wood residues as an energy source and compares the advantages of using different forms of wood (round wood, chips, pellets, etc.) for energy. The study determined that the total annual energy potential from non-merchantable hardwoods, timber stand improvements, annual mortality and logging residues in the Superior National Forest is 16,551,875 million BTU's which is equivalent to the annual heating requirements of over 100,000 homes. It is also quick to point out that there are some significant limitations in removing this wood for energy. Constraints include the affects on the forest, economics of harvesting and transportation, and the competitiveness of wood with other fuels. The results of this study provide the U.S. Forest Service and other local and private interests with a basic assessment of what the wood fuel potential is for the Superior National Forest as well as a better understanding of marketing potential and the other constraints associated with resource removal.

## forest use and management

As demand and competition for use of the Region's public forest resource continues to grow, the private forest industry will need to rely more heavily on private lands to meet resource needs. According to industry, there is a critical need to determine if wood resources are available from smaller private forest land holdings, the volume of marketable raw materials on these lands, and landowner attitudes toward commercial forestry activities and management practices to sustain long-term use.

In response to these questions, the U.S. Forest Service, Superior National Forest contracted with ARDC to undertake a study of private forest landowner attitudes toward resource use and management. In cooperation with the North Central Forestry Experiment Station and the Bureau of Business and Economic Research, University of Minnesota-Duluth, ARDC completed the first attitudinal assessment of small private non-in-

dustrial forest landowners in the five county area of the U.S. Forest Service Aspen-Birch Unit. Similar studies have been undertaken in Michigan and several small Eastern States, but no prior assessments have been made in Minnesota.

The study report was completed in June 1981. It provides information on the private non-industrial landowners social, demographic characteristics, reasons and motivation for ownership, owner awareness and use of available public forest management assistance programs. It goes on to describe past and future harvesting activity and includes estimates of the acreage available for harvest by these owners.

The information provided by this study will be helpful not only to public agencies managing commercial forest lands but also to other public and private groups who deal with policy development, management and commercial use of the Region's timber resources.



Hardwoods — a growing demand.

### FORESTRY COMMITTEE

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Rapids, Chairman  
Bruce Brown, Cloquet  
Archie Chelseth, Cloquet  
James Hall, Lutsen  
Wes Hedstrom, Grand Marais  
Tom Houghtaling, Duluth  
Roger Howard, Aitkin  
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Carl Prosek, Grand Rapids  
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International Falls  
John Vogel, Duluth  
Carl Wegner, Grand Rapids

## bwca task force

In January of 1981, ARDC entered into an agreement to provide assistance to the Governor's Citizens' Advisory Task Force on the Boundary Waters Canoe Area (BWCA).

The contract called for supplying administrative staff support to the Task Force for a six-month period. ARDC would be responsible for setting up meetings, conducting research on special issues, and coordinating with other agencies.

The Task Force was established by the State Legislature in 1979 and has 17 members appointed by the Governor. Nine members must be from Cook, Lake, and St. Louis Counties (3 each). The Chairman is Richard Humphrey from Grand Marais and the Vice Chairman is Frank Hansen from Tofte. The purpose of the group is to advise the Governor on all matters relating to the establishment and operation of the BWCA.

Since ARDC has been providing support, the group has been involved in several areas defined by the members. Specific examples include: a summary of all Task Force action since 1979, restoration of federal funds for reforestation and resort buy-outs, the maintenance of a Canadian Customs Station on Basswood Lake near Ely, BWCA Implementation Plan Development, acid rain issues, camp site closings, emergency medical services, and clean air legislation.

The Task Force is quickly becoming a focal point for review of these and other issues that concern the wilderness area. The members are also becoming more and more involved in their legislative mandate and hope to continue to plan an important role in the area's future. To assist them in reaching this goal, the Task Force has extended their staff support contract with ARDC for another full year.

# Region-wide Economic & Community Planning

Like the rest of the Nation, the Arrowhead Region is in the midst of a major transition in terms of the way we deal with meeting economic and community development needs. As State and Federal resources diminish or become unavailable, local units of government will be called upon to reevaluate needs, services and financial capabilities from both a local and areawide perspective. ARDC's eco-

nomic and community planning assistance efforts have focused on meeting these new challenges.

Since 1980, ARDC has taken the initiative to address local and areawide economic and community development needs through a variety of programs and planning assistance efforts. Some of the major activities included:

## PROMOTING ECONOMIC DEVELOPMENT

Regionwide economic development planning during 1980-81 focused on the 1981 Overall Economic Development Plan, coordination of all multi-jurisdictional economic development organizations in the Region, and special projects that involved specific jurisdictions.

The 1981 Overall Economic Development Plan describes changes in the Region's economy, analyzes potentials for economic development, and outlines a strategy or plan for that development.

Another major regionwide economic development effort involved the coordination of all the multi-jurisdictional economic development interests in the Region. An Economic Development Coordination Group was formed in late 1980

The purpose for establishing the group was to eliminate duplication and facilitate coordination in the areas of planning, project development, and funding. The group agreed that ARDC would serve as the focal point through which all of the agencies would share information.

The final area of economic development for 1980-81 was special projects or strategies implemented in specific jurisdictions. The following briefly describes some of the major items:

- Assistance to the Lake County Economic Adjustment Committee, chaired by Lake County Commissioner Lloyd Houle, in efforts to find a new use for the abandoned Finland Air Force Station.
- Development of a funding app-

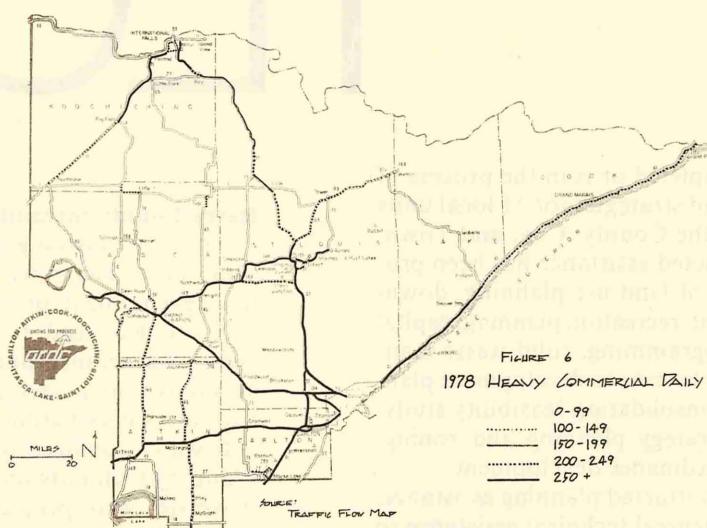


FIGURE 6  
1978 HEAVY COMMERCIAL DAILY TRAFFIC (HCDT)

0-99  
100-149  
150-199  
200-249  
250+

lication for a Direct Reduction Feasibility Study. Part of the proposal was funded.

- Coordination of groups in Aitkin County in an effort to get the countywide drainage ditch system upgraded for agricultural purposes.
- Assistance to local development organizations in efforts to incorporate, design development strategies and seek funding for projects.
- Establishment of a Task Force to explore the possibility of establishing a "Revolving Loan Fund" for the Region.
- Finally, ARDC became more involved in helping several communities (Grand Rapids, Ely and Aurora) to pursue district heating projects.

## OUTLINING TRANSPORTATION NEEDS

In June 1981, ARDC completed the first of what is expected to be periodic updates of the **Regional Transportation Pilot Study**. This report provides current inventory data and maps for all the transportation modes, as well as a review and update of issues, needs, and priorities established in the 1979 Transportation Plan.

Because it is recognized that highway improvements represent the greatest transportation concern to the people in the Arrowhead Region, much of the effort in updating the plan was directed to the highway mode. The highway section provides current information on highway characteristics, deficiencies, and costs for improvement. It recommends an updated 20-year Regional Highway Investment Strategy and Regional 1982-87 priorities for highway reconditioning, reconstruction, and major construction projects.

The remainder of the report evaluates existing conditions, issues, and funding sources by mode for aeronautics, bikeways, pipelines, ports, rail, and transit in the Arrowhead Region.

needs through the appropriate sources of funding. Agencies involved in this cooperative/demonstration project include the Minnesota State Planning Agency, the State Department of Economic Development, Minnesota Housing Finance Agency, the Department of Housing and Urban Development, the Economic Development Administration, and the Farmers Home Administration.

## TARGETING PUBLIC INVESTMENT

The way in which state and federal community development funds are provided to local units of government was the focus of a major ARDC study initiated in late 1980. ARDC was selected as one of two regions in Minnesota which received funding for a pilot study demonstrating the feasibility of using regional/local development priorities to target community development resources of state and

federal funding agencies. Through a Coordinated Regional Public Investment Strategy, ARDC is identifying and prioritizing community development needs for housing, economic development and public facilities throughout the Region. Using the investment strategy, ARDC will then coordinate the allocation of state and federal grants and loans to meet the most important community

## EVALUATING HOUSING PRIORITIES

With resources for subsidized housing becoming increasingly limited, it is important to direct the remaining funds to areas where they will have the most impact. In early 1979, ARDC completed a needs assessment and allocation policy guide for subsidized housing by market area within the Arrowhead Region. Since that time, the needs assessment has been updated on an annual basis and further delineated to a community level within each market area. In December of 1980, ARDC took housing planning a step further by amending its A-95 review procedures to incorporate local as well as regional priorities into the housing development process.

Prior to submitting housing applications to a funding agency, developers have been requested to notify ARDC and identify the community and the type of housing proposed for development. In turn, ARDC will substantiate the level of need for the type of housing proposed and indicate how the proposal would rate in terms of regional priorities. ARDC will also identify a contact person in the affected community to insure that housing proposals are consistent with local plans and priorities.

ECONOMIC DEVELOPMENT COMMITTEE	TRANSPORTATION ADVISORY SUB-COMMITTEE	HOUSING ADVISORY COMMITTEE
Donald Soderberg, Duluth, Chairman	James Nynas, Cloquet, Chairman	Betty Larson, Cloquet, Chairwoman
Earling Aronson, Duluth	Herb Anderson, Virginia	Delmer Anderson, Northome
Jack Banke, Eveleth	Judith Byman, Virginia	Herb Anderson, Virginia
James Bovis, Cloquet	Doug Grindall, International Falls	John Bergvall, Birchdale
Maureen Bye, Duluth	Dick Hansen, Duluth	Don Dye, Nashwauk
William Day, Virginia	Davis Helberg, Duluth	J. Howard Evans, Lutsen
Dr. Ralph Doty, Ely	Dennis Jensen, Duluth	O. Richard Humes, Duluth
Quentin Fairbanks, Duluth	Dennis Johnson, Duluth	Art King, Duluth
Harry Gearn, Duluth	Kris Liljeblad, Duluth	Pam Kramer, Virginia
Keith Johnson, Two Harbors	Marvin Marklund, Two Harbors	Ralph Maki, Grand Rapids
Alden Lind, Duluth	Gordon Newstrom, Grand Rapids	Alice Nettell, Virginia
Marvin Marklund, Two Harbors	John Pawlak, Duluth	Kent Oliver, Duluth
Wayne Nicolls, Duluth	Loren Rutter, Kinney	Cedric Peterson, Duluth
Robert O'Connor, Deer River	Lawrence Shepard, Bovey	Michael Schultz, Carlton
Lynne Rowe, International Falls	Sandy Sweeney, Duluth	Dushan Skorich, Bovey
Russell Ruud, Palisade	Tom Tri, Duluth	Edna Shepard, Bovey
Rodney Salo, Aurora		Trix Wyant, Palisade
Walter Seeba, Hibbing		
Eugene Skraba, Hibbing		
Don Taylor, Grand Marais		
Jon Waters, Ely		
Chuck Westin, Duluth		

# TECHNICAL

ARDC has completed or is in the process of preparing plans and strategies for 11 local units of government at the County, City, and Township levels. Contracted assistance has been provided in the areas of land use planning, downtown redevelopment, recreation planning, capital improvements programming, solid waste management planning, lakeshore development planning, a city/city consolidation feasibility study, rural economic strategy planning and zoning, and sub-division ordinance development.

In addition to contracted planning assistance, ARDC provided general technical assistance to 41 local units of government and Indian Reservations in the Region. Assistance ranged from help in preparing a grant application for State and Federal funding to providing census information or meeting with a city council, planning commission or local development group to discuss funding programs, planning needs or to help resolve a specific local land use problem.

## Alden Township Addresses Suburban Growth Pressure

A land use strategy is being prepared by ARDC for Alden Township, a rural township near the North Shore of Lake Superior at the eastern border of St. Louis County. It is being prepared in response to changes caused by population growth in the area outside of the City of Duluth and the recent split of the former Alden Township into two separate townships, Pequaywan Township (T54N-R12W) and Alden Township (T53N-R12W). In addition, a proposed housing development in a neighboring township is a cause of concern to township residents.

ARDC is assisting by helping to determine development goals and policies, preparing a physical inventory and maps of soils and topographic features, conducting a socio-economic analysis, developing land use alternatives, and performing an evaluation of existing land use controls of St. Louis County as they apply to Alden Township.

The township residents hope to use the strategy to determine the compatibility of proposed developments with their newly-outlined goals and policies.

## Itasca County Streamlines Land Use Controls

One of the fastest growing counties in Minnesota, Itasca, has experienced increasing residential development pressures. This development pressure has lead to a growing controversy between developers and local land owner associations over many development proposals which require County permit approval.

It was recognized by the County Board and Planning Commission that many of these controversies were project and site specific. With technical assistance from ARDC, the Itasca County Shoreland Management Planning Program was initiated. The object of the Shoreland Management program is twofold: 1) to expand and to consolidate the County's land use information base and thereby improve its land use permit review procedures to ensure that development proposals are reviewed equitably and in an efficient manner.

The program is being conducted on a demonstration basis for two lakeshore areas in Itasca County. A complete assessment of the physical resource information and existing development conditions in these study areas is being compiled by ARDC, in coordination with the Itasca County Zoning Administrator. Once this is completed, six different development proposals, selected from information taken from previous county permit application, will undergo a simulated permit review by the County Planning Commission.

Based upon these simulated reviews, methods to improve the County's permit review procedure will be developed. A complete list of the information sources utilized in these procedures will be compiled to enable Itasca County to use them on an ongoing basis.

## Moose Lake Charts Its Future

A shortage of suitable residential and commercial land, increasing development pressure, and new development opportunities created by abandonment of the railroad right-of-way in its downtown area prompted Moose Lake citizens and elected officials to update the city's Comprehensive Plan. With financial assistance in the form of a State Land Use Planning Grant, the Moose Lake Planning Commission, under the direction of the City Council, contracted with ARDC for technical planning services to complete all phases of the project.

The **Moose Lake Land Use and Downtown Development Strategy** provided a series of recommendations to guide residential, commercial, industrial, recreation and open space land use in the community. A special emphasis was placed on determining Moose Lake's commercial development potential through completion of a market study. Revised land use controls, financial resources, and project organization and development guides were the primary means suggested for implementing the Plan.

## Solid Waste Land Disposal Alternatives Explored in Three Counties

Cook, Itasca and Koochiching Counties have undertaken efforts to update their Solid Waste Management Plans. The three counties, faced with rising landfill operation costs, site permitting problems, and decreasing landfill disposal space have decided to make an indepth assessment of the cost, benefits, and problems of energy resource recovery, source separation, and material resource recovery programs, as alternatives to their current landfill disposal system.

Cook County is the furthest advanced of the three counties in these efforts. They have had a preliminary assessment of solid waste incineration made in 1978. They are currently undertaking a feasibility analysis to determine if incineration is a viable option for their solid waste problems. They are also attempting to identify the volume of recyclable/noncombustible material which can be recovered from the solid waste stream.

Itasca and Koochiching Counties are preparing a joint solid waste plan. As is the case for Cook County, land disposal alternatives including incineration, are being explored on a preliminary basis. The primary emphasis in this planning process will be to identify the type of land disposal alternatives which may warrant preparation of feasibility studies at a later date. Cooperative solid waste management efforts are also being explored between the two counties.

Completion of these Solid Waste Management Plans will provide all three counties with three, six, and ten year recommendations for resolving their solid waste problems. Capital improvement programs are being included in each project in order to assist the counties in financial management of their solid waste programs.

The planning projects are being partially funded by Solid Waste Planning Assistance Grants administered by the Minnesota Pollution Control Agency, under the 1980 Waste Management Act. The counties have contracted with ARDC for technical planning services.

## International Falls/South International Falls Explore Consolidation

In early 1981, the Cities of International Falls and South International Falls jointly formed an intergovernmental Consolidation Committee to secure funding and undertake a study to assess the feasibility of consolidating the two communities. At their request, the Arrowhead Regional Development Commission has provided technical assistance and staff support in securing funding and in completing work tasks leading to initiation of the study.

The overall objective of the study is to evaluate in detail the issues, costs, benefits and risks of consolidation, and to provide the facts and support resources needed to make a decision to proceed with formal consolidation legal proceedings. In Minnesota, a City/City consolidation has historically been a very rare occurrence. The overall study process being initiated may be considered a demonstration study with potential statewide future reference.

The Committee, composed of local elected officials and citizens from both communities, has been meeting regularly and has established basic operating ground rules, prepared a detailed Scope of Study and has selected a private consultant to complete major work objectives under the guidance of ARDC. The project is scheduled for completion in June 1981.



Moose Lake: A Plan for the Future.

# ASSISTANCE

## Recreation Needs Change in Silver Bay

A number of changes have occurred in Silver Bay's population, economic conditions, and the desires of local residents. In response to these changing needs and conditions, Silver Bay culminated a year-long recreation planning effort in the fall of 1980 with the completion of the **Silver Bay Recreation System Plan**. The Plan will guide future expansion and redevelopment of the City's recreation facilities and programs to meet the changing needs of residents. The Plan was prepared through a joint effort of the Silver Bay Park Board, Recreation Commission and Planning Commission, with technical assistance provided by ARDC.

The Plan contains an assessment of the City's recreation needs, a comprehensive review of the physical conditions at the existing recreation sites, a list of priority recreation project improvements and a five-year capital improvement program. Utilizing the Plan, Silver Bay will annually assess its recreation priorities and financial resources to insure maximum benefits are provided to residents through proper investment of the City's limited recreation resources.

## Fond du Lac Institutes Computerized Land Information Program

The major thrust of the Fond du Lac project is to develop a computer based information system on various aspects of the physical environment of the Reservation and then to use the information to help prepare a development plan.

The project is being prepared through a joint effort of the Fond du Lac Reservation Business Committee, Fond du Lac Planning staff, and ARDC. The Land Management Information Center (LMIC) of the State Planning Agency is also assisting in the establishment of the computerized information system.

Fond du Lac is using information from the study, to identify housing, commercial, and public building sites. The study also is providing Fond du Lac with an assessment of potential use of the reservation's forestry resource. The project will be completed in August 1981.

## Economic Development Plan Assists Rural Koochiching Residents

An **Economic Development Strategy for Rural Koochiching County** was completed in 1981 by the County Private Industry Council, a group representing local economic development interests. The strategy identifies specific commercial and industrial projects for each local area, and provides a basis for coordinating economic development activities throughout the rural areas of Koochiching County.

The project was funded by a grant to the Private Industry Council from the Region III CETA Consortium. The Private Industry Coun-

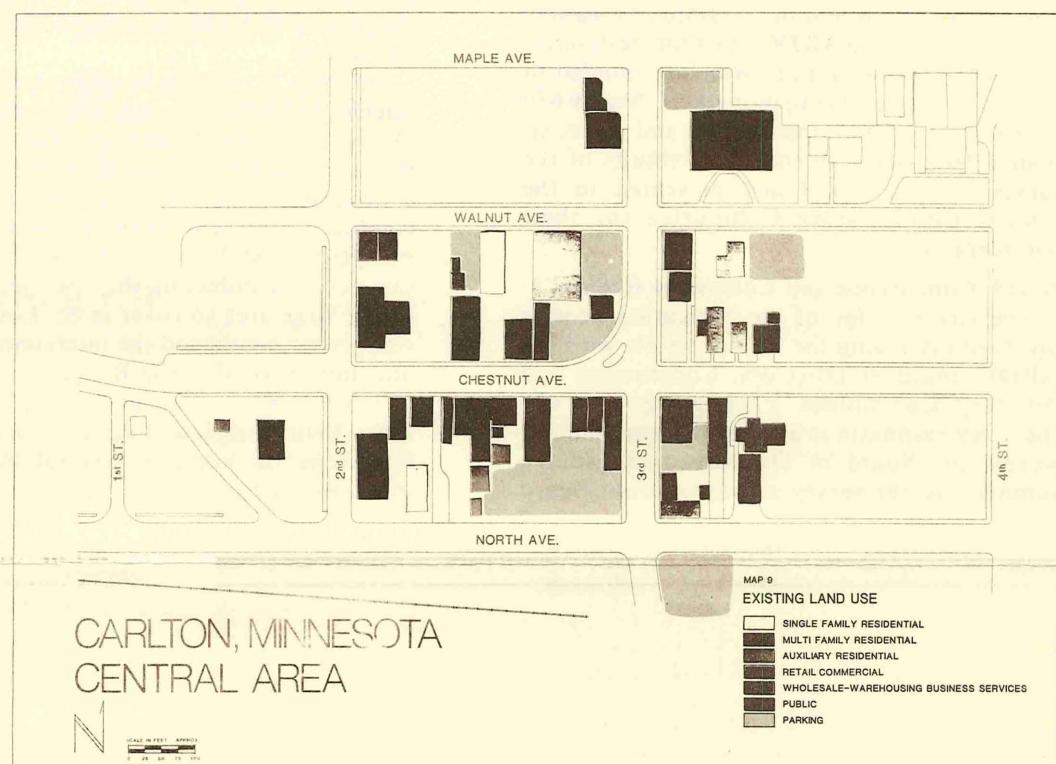
## Carlton Plans Downtown and Neighborhood Rehabilitation Projects

The City of Carlton initiated a major Central Business District redevelopment program through preparation of a Market Analysis in 1979. As a follow-up to this effort, the city undertook preparation of a **Downtown Improvement Plan and Neighborhood Land Use Strategy**. This Plan provides a guide for residents, local elected officials, the Carlton Area Development Corporation and private developers to utilize in undertaking a community-wide redevelopment program in Carlton. It was prepared through the cooperation of the Carlton City Council, the City Planning Commission, and Carlton Area Development Corporation. The city contracted with ARDC for technical planning services, with financial assistance provided through a State Land Use Planning Grant.

Recommendations addressing marketing approaches, physical improvements, parking

and business siting were prepared for Carlton's downtown area. Neighborhood land use recommendations addressed residential and industrial expansion, rehabilitation of deteriorating neighborhoods, and protection of sensitive natural resources. Here, as in Moose Lake, revised land use controls, financial resources, and project organization and development guides were provided to assist local residents in carrying out the plan recommendations.

As a result of this planning effort, the Carlton Area Development Corporation has had a tax increment financing plan prepared for the City. They are currently working with ARDC in an effort to attract new business interests to the community, and to complete the financial packaging necessary for beginning project construction activities.



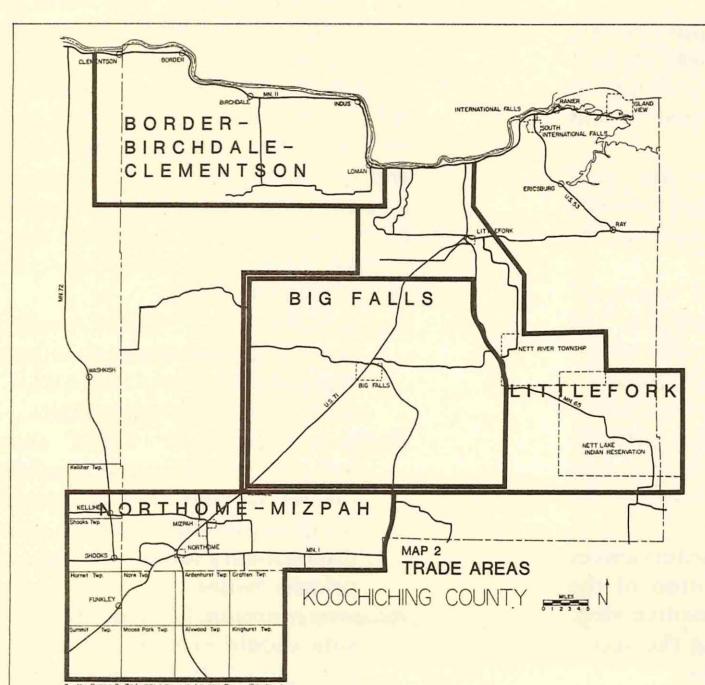
## COMMUNITY DEVELOPMENT ASSISTANCE

ARDC provided special assistance during the last year to local communities and counties who were applying for Community Development Block Grants (CDBG's). A workshop co-sponsored by ARDC and the U.S. Department of Housing and Urban Development (HUD) kicked off these efforts. The workshop, held in Grand Rapids in September, 1980, described the grant program and its requirements to interested communities and counties. In all, there were sixty participants, including staff members from ARDC and HUD, and representatives of two counties, nineteen cities, six townships, and nineteen other agencies in the Arrowhead Region. Following the workshop and during the next two days, staff teams from ARDC and HUD made field visits and held individual meetings with interested applicants.

Throughout the time between the workshop and early November when applications were due, ARDC worked closely with seven applicants to develop CDBG applications. Ten applications were submitted to HUD from the Arrowhead Region for funding consideration.

After a highly competitive selection process, HUD requested four of these applicants to submit final applications—the most ever requested from the Arrowhead Region in a single year. ARDC assisted St. Louis County and the Cities of Aitkin, Grand Rapids, and International Falls in preparing final applications and housing assistance plans. These applications resulted in grant offers for Fiscal Year 1981 totalling \$1,762,500—\$232,500 to Aitkin, \$600,000 to Grand Rapids, \$330,000 to International Falls, and \$600,000 to St. Louis County.

Assistance efforts are now being directed at helping the City of Aitkin administer its CDBG program and preparing for the next funding cycle.



# SELF EVALUATION

During the first half of 1981, ARDC conducted the first self-evaluation since its inception as an organization over a decade ago. The final report printed here is the result of a process that has involved more than 400 people from throughout the Arrowhead Region. The evaluation was undertaken partly as a result of a legislative mandate, but primarily as a long overdue assessment of ARDC's strengths and weaknesses, as they are perceived by the individuals, agencies, and units of government affected by its actions and by the programs it administers.

The ARDC self-evaluation was conducted in three stages:

1. Mail-out survey
2. Discussions with the ARDC Board of Directors, Commissioners, and Advisory Committees
3. Outside evaluation team interviews

## Mail-out Survey

The purpose of the mail-out survey was to obtain the options and impressions of a variety of people regarding ARDC. A complete description of the various groups which responded to the survey is available upon request. Nearly 650 questionnaires were mailed out and approximately 50% were returned. The results of the survey were analyzed and presented to the ARDC Coordinating Committee for their consideration.

## Board, Commission and Committee Review

The second stage of the evaluation process involved discussing the survey results with the ARDC Board of Directors, Commission and Advisory Committees. Each group reviewed their own responses in aggregate form. In other words, the Board of Directors was given a summary of the survey responses from Board

members. The purpose of these discussions was to identify specific problems areas for the individual committees as well as to address the manner in which each group related to the overall ARDC structure. Because of time considerations, not all Advisory Committees were able to participate in this stage of the evaluation.

## Outside Evaluation Team

The third stage of the evaluation involved an eight-member outside evaluation team whose task was to conduct a number of face-to-face interviews throughout the Region.

The outside evaluation team was composed of eight members, none of whom is directly associated with ARDC. The assigned task of the outside team was to interview various people throughout the Arrowhead Region to determine their attitudes and perceptions of ARDC and to identify specific strengths and weaknesses of the agency. It was felt that the interviews would provide an opportunity for a more in-depth discussion of ARDC as compared to the mail-out survey.

On May 7, 1981 the outside team met at the ARDC offices for an orientation session and to review the results of the evaluation survey. At this time, each member of the team was assigned a geographic area in which he or she would conduct up to ten interviews each. With the exception of St. Louis County, each county had one person conducting the interviews. Because of the large area to cover in St. Louis County, one person conducted the interviews in Duluth and another on the Iron Range.

Team members selected survey respondents from their assigned area for some of their interviews. In addition, several local elected officials in each county and the Iron Range area

of St. Louis County were selected even if they had not responded to the survey. The content of the interview was left up to the individual interviewers. By design, the interviews were unstructured. The interviewers were provided with the surveys which were returned by their subjects as well as a list of sample questions which they had the option of using. During the period of May 11-22, sixty-nine interviews were conducted in the seven-county Region.

On May 18, the outside evaluation team met at the ARDC offices and discussed the results of their interviews. Their impressions and conclusions about the interviews contributed significantly to the findings and recommendations listed below.

The information from each of these three stages of the evaluation was presented to the ARDC Coordinating Committee. Their role was 1) to review all the information obtained from the survey, discussions and interviews; 2) to determine the significant findings; and 3) to develop a series of recommendations based on the overall evaluation.

It should be noted that based on the evaluation, the overall perception of ARDC throughout the Region is very positive. The majority of people who participated in the evaluation process felt that ARDC is providing needed services to the Region. Within this framework, therefore, it should be understood that the findings and recommendations are not in response to major criticisms of the agency, but rather they are proposed as ways by which ARDC can be even more responsive to the people of the Arrowhead Region.

## findings & recommendations

A. Although ARDC received favorable responses in all areas of the evaluation survey, one of the less positive areas was "community support." Many written comments referred to the lack of public relations and understanding of what ARDC does. This was also apparent by the high percentage of "not sure" responses to several survey questions.

From the personal interviews, it seemed that overall, people who had some type of direct involvement with ARDC were very positive towards the agency and its activities. Both the survey and the interviews indicated that many townships and smaller municipalities perceive ARDC as being another layer of government and a "fear of red tape" makes them reluctant to use the services which ARDC can provide to them. It was also mentioned that ARDC needs to develop some type of on-going communication with area legislators.

Based on these findings, it is important for ARDC to work towards improving its communications with all levels of government in order to promote a better understanding of ARDC throughout the Region.

**Recommendation 1: ARDC Should develop and distribute to all of its constituencies an information package which describes its capabilities and the types of services it provides. This information package should include a special section which specifically explains how ARDC can assist smaller units of government.**

**Recommendation 2: ARDC staff should develop contacts in each county and municipality in the Region and make personal visits at least once each year. Staff should also attend meetings of the County Township Associations whenever possible.**

**Recommendation 3: The executive director of ARDC will attend at least one meeting of each county board in the Region during the year.**

**Recommendation 4: When appropriate, legislators from the Arrowhead Region should be invited to regular meetings of the ARDC Board, Commission and Advisory Committees.**

**Recommendation 5: Implement the "centralized directory" of elected officials and others interested in receiving information regarding ARDC.**

B. Closely related to the issue of improved communications is the "accessibility" of ARDC. The large geographic size of the Region makes it difficult and costly for some people to travel to ARDC's offices in Duluth. Although this situation may be partially solved by increasing staff travel and personal contacts, the day-to-day accessibility of the agency remains an issue.

Many survey respondents and interviewees specifically mentioned the addition of the toll-free line as being a very positive step. Other suggestions for improving the accessibility of ARDC are listed below.

**Recommendation 6: Continue to publicize the ARDC toll-free telephone number and encourage its maximum use.**

**Recommendation 7: If resources are available, ARDC should explore the possibility of re-opening branch offices in various parts of the Region.**

**Recommendation 8: ARDC Board and Commission members should take more responsibility for serving as an ARDC communications "link" with local governments and other groups which they represent.**

C. Several survey respondents commented that ARDC is limited in its service to the Region by reacting to state and federal mandates and guidelines rather than promoting the Region based on its identified problems and needs. Many people suggested that ARDC should spend more time and resources on local needs and issues.

**Recommendation 9: ARDC needs to more specifically identify its constituency and regularly ascertain the ARDC service needs of those constituencies.**

**Recommendation 10: ARDC should periodically prioritize the identified needs for its services and its annual work program should include an allocation of discretionary funds to be spent on local priority issues.**

**Recommendation 11: The State of Minnesota should provide increased funding to Regional Development Commissions**



Outside Evaluation Committee Chairman Jay Hess presents findings to the Commission.

**COORDINATING COMMITTEE**  
 Warren Youngdahl, Marcell, Chairman  
 Al Arnold, Duluth  
 Vincent Gentilini, Virginia  
 Barbara Goman, Duluth  
 Harriet Headley, Twig  
 Ed Hoff, Virginia  
 Darrell Lauber, Grand Rapids  
 Clarence Maddy, Duluth  
 James Nynas, Cloquet  
 Donald Soderberg, Duluth  
 Peg Sweeney, Proctor  
 Jon Waters, Ely  
 Michael Zilverberg, Aitkin

#### ARDC EVALUATION TEAM

##### Membership

Richard Humphrey	—Grand Marais, MN —former Mayor of Grand Marais —former member of ARDC —chairman of BWCA Citizens Advisory Task Force
Robert Benner	—St. Paul, MN —former Executive Director of Region 5 RDC (Staples) —Director of Minnesota Environmental Quality Board (EQB)
Dennis Dunne	—Duluth, MN —former member of Metro Council —President, First National Bank, Duluth —President, Downtown Development Corporation, Duluth
Gloria Habeck	—Isle, MN —county commissioner —chairman, East Central RDC (Mora)
Patty Wilson	—Cloquet, MN —chairman, Arrowhead Regional Correction Board
Jay Hess	—Duluth, MN —Executive Vice President, United Way of Greater Duluth
John Sem	—St. Paul, MN —former Executive Director of West Central RDC (Fergus Falls) —policy planning staff for MnDOT
Irl Carter	—Duluth, MN —Dean, School of Social Development, University of Minnesota, Duluth

so that they can more adequately address local priority issues.

D. Based on the survey responses from contracted technical assistance recipients, it appears that an improved system of follow-up would be helpful for both the TA recipient and ARDC.

**Recommendation 12:** Develop an ongoing evaluation system which will focus on the technical assistance projects conducted by ARDC in the Region.

E. From the survey responses, discussions and interviews with ARDC Board and Commission members, it seems that the major internal problem is the lack of involvement of Commission members in the programs and activities of the agency. Commission members sometimes feel that they do not have access to the same information as the Board of Directors even though they are ultimately responsible for the agency. The term "rubber stamp" was used to describe the Commission in relation to the Board and staff.

Although an improved flow of information to the Commission and a better orientation package are partial solutions, it seems that the organizational structure itself is inherently cumbersome. The large size of the Commission, which is required by legislation, makes it difficult for its members to be involved in the day-to-day operation of the agency. The Board of Directors, which serves as an executive committee of the Commission, is of a more functional size yet does not

meet the legislative requirements.

If the Commission is to serve as the final decision-making body, then it is crucial that they be kept better informed and become more active in ARDC's programs and activities.

**Recommendation 13:** ARDC's Executive Director should distribute a bi-weekly "status report" to members of the Board, Commission and Advisory Committees in order to broaden the awareness of ARDC's activities and strengthen a sense of involvement.

**Recommendation 14:** ARDC should develop a more adequate orientation for new Commission members. This could include such things as an orientation manual and more personal contact with new members.

**Recommendation 15:** On a trial basis, Commission members from each county could meet periodically as a group. These meetings could possibly be centered around the development of the annual work program and budget.

**Recommendation 16:** The Commission meeting agenda should be revised to include a regular report of Board actions taken since the Commission's last meeting.

**Recommendation 17:** ARDC's legal counsel should review the organizational lines of authority in regard to the Board and Commission, as they are currently de-

fined in the by-laws, to determine whether they are being followed in practice. The Commission should then consider whether they wish to amend the by-laws based upon legal counsel's report.

F. The survey comments regarding the role of ARDC emphasized the regional perspective which ARDC provides. This regional perspective was reinforced by many respondents who felt that this was one of the agency's major strengths.

**Recommendation 18:** That ARDC sponsor a "State of the Region" event in order to focus public attention on the issues and problems facing the seven-county area.

G. The final recommendation arises from the interviews conducted in the Duluth area only. It is evident that the work of the Metropolitan Interstate Committee (MIC) has been received very positively in the Duluth area. Several people interviewed from Duluth, however, did not perceive MIC as being connected with ARDC. It would be to the benefit of ARDC as an agency to promote MIC as being part of ARDC.

**Recommendation 19:** The Metropolitan Interstate Committee should be more closely identified with other ARDC activities.

# FINANCES

	1980	1981 Approved Operating Budget
<b>Revenues:</b>		
Tax Levy	\$ 180,314	\$ 192,650
State Appropriation	118,310	78,543
Grants and Contracts		
MN Board on Aging	\$ 104,980	\$ 99,152
Crime Control Planning Board	62,198	23,894
Developmental Disabilities Council	1,621	27,810
Department of Housing and Urban Development	73,218	55,450
Economic Development Administration	67,496	71,500
U.S. Forest Service	42,800	8,831
Federal Highway Administration	51,561	65,419
Urban Mass Transportation Administration	67,456	98,000
Upper Great Lakes Regional Commission	32,820	33,839
Duluth Transit Authority	21,479	20,500
MN Department of Health (Emergency Medical Services)	170,855	193,492
Northwest Wisconsin Emergency Medical Services	6,455	32,512
Local Technical Assistance	27,668	91,076
Other Grants and Contracts	3,383	78,560
Northwest Regional Planning Commission	6,257	4,590
Interest	2,760	4,000
Other Income	11,266	8,465
<b>Total</b>	<b>\$1,052,897</b>	<b>\$1,188,283</b>

	1980	1981 Approved Operating Budget
<b>Expenditures:</b>		
Salaries and Fringe Benefits	\$578,036	\$ 619,088
Building Rental	52,731	62,790
Consultants	46,313	128,457
Contracted Services	62,208	28,394
Other Agencies	55,988	65,250
Staff Travel	26,751	44,194
Committee and Board Travel	35,478	47,300
Supplies	13,109	26,155
Depreciation	18,042	20,500
Interest	11,767	4,000
Communications	40,768	46,735
Other	11,763	23,571
<b>Total</b>	<b>\$952,954</b>	<b>\$1,116,434</b>
Revenue Over (Under) Expenditures	\$ 99,943	\$ 71,849

"Our latest audit indicates that the new leadership of the organization has done a remarkable job in turning the agency around in a very short span of time."

"It was a very difficult mission for management to turn around an agency that was technically bankrupt and implement a whole new financial management plan. The Arrowhead Regional Development Commission did it; and just as the Office of the State Auditor was critical of its previous management practices, we are proud of their improvement."

"If there is a lesson to be learned from this experience, maybe it is that governmental agencies need a severe crisis before implementing a sensible management plan. I hope that this is not generally the case, but, unfortunately, there is a tendency for government to be slow to react when they come face to face with serious financial stress. I hope that the lesson from ARDC is that it is possible for government agencies to become well managed and to turn around a difficult and serious situation in a relatively short period of time."

Arne H. Carlson  
State Auditor

## Staff

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Barbara Therrien, Executive Secretary

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Bob Lundberg, Cartographer  
Barbara Solin, Bookkeeper

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#### Aging

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Diane Levitt, Planner  
Patty Povich, Secretary

#### Criminal Justice

Jim Erchul, Associate Planner

### Emergency Medical Services

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Bob Louiseau, Associate Planner  
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Cindy Wallin, Secretary

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Kris Liljeblad, Senior Planner  
John Powers, Senior Planner  
Katie Turnbull, Associate Planner

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Vicki Spragg  
Eileen Pirkola (CETA)

### BOARD CONSULTANT

Robert Eaton, Legal Counsel  
Stillman, House, Swanson and Co.,  
Accountants

# PUBLICATIONS AND REPORTS

## ADMINISTRATION

1979 Annual Report (February, 1980)  
Arrowhead Regional Report (bi-monthly newsletter)  
Annual Work Program F. Y. 1981 (June, 1980)  
ARDC Self-Evaluation Final Report (June, 1981)  
Annual Work Program F. Y. 1982 (June, 1981)  
Regional Update (unscheduled, periodic informational highlights)  
ARDC Innersight (bi-weekly newsletter for ARDC Commission, Board, Advisory Committees, staff)

## HUMAN RESOURCES PLANNING

EMERGENCY MEDICAL SERVICES  
E.M.S. and the Public: A Regionwide Consumer Survey (April, 1980)  
Training Manual for Medical Anti-Shock Trousers (September, 1980)  
Emergency Medical Services Communications Plan for the Arrowhead Region (March, 1981)  
Clinical Systems Plan for Emergency Medical Services in Northeast Minnesota and Northwest Wisconsin, Draft (September, 1980)  
Application for Federal Support to Establish a Regional System of Emergency Medical Care (March, 1981)  
Community Plan Guidelines for Implementation of Emergency Medical Technician—Intermediate Services in the Arrowhead Region, Draft (May, 1981)  
Emergency Medical Services Response in the BWCA, Draft (May, 1981)  
EMS in the Arrowhead Region and You (Brochure), (January, 1981)  
Procedures for Emergency Care (Brochure), (January, 1981)  
Regional Emergency Medical Management Information System Report, (December, 1980)  
EMS Newsletter (since January, 1980)

## CRIMINAL JUSTICE

1981-1983 Regional Criminal Justice Plan (June, 1980)

## DEVELOPMENTAL DISABILITIES

Directory of Services in the Arrowhead Region for the Developmentally Disabled, 1981 (June, 1981)

## AGING

1981-83 ARDC Annual Plan on Aging (December, 1980)  
ARDC Report on Information and Referral Resources in the Arrowhead Region (February, 1981)  
Description of Home Delivered Meals Resources in the Arrowhead Region (December, 1980)

## METROPOLITAN PLANNING

### TRANSIT

Transit Working Paper 80-1: Transit Energy Contingency Plan (February, 1980)  
Transit Working Paper 80-2: Transit Route Analysis: East Duluth to the Mall (May, 1980)  
Transit Working Paper 80-3: 1980 On-Board Ridership Survey (August, 1980)  
Transit Working Paper 80-4: 1980 Brown Sheet Passenger Survey (September, 1980)  
Transit Working Paper 80-5: Route Performance Criteria (September, 1980)  
Transit Working Paper 80-6: The Park and Ride Concept and Planning Guidelines (October, 1980)  
Transit Working Paper 80-7: DTA Bike/Bus Study (November, 1980)  
1980 Telephone Survey of Residents in the Duluth-Superior Metropolitan Area (December, 1980)  
Transit Working Paper 81-1: Duluth-Superior Transit Development Program, 1980 Update (February, 1981)  
Transit Working Paper 81-2: 1980 Central Hillside Telephone Survey (February, 1981)  
Transit Working Paper 81-3: 1981 On-Board Ridership Survey (June, 1981)  
Transit Working Paper 81-4: 1981 Brown Sheet Passenger Survey (June, 1981)

### Duluth-Superior Metropolitan Area 504 Transition Plan (May, 1980)

## LAND USE AND HOUSING

1970-1979 Housing Growth and Location Trends in the Duluth-Superior Metropolitan Area (March, 1980)  
Town of Canosia Comprehensive Land Use Plan (December, 1980)  
1980 Update, Housing Growth and Location Trends in the Duluth-Superior Metropolitan Area (June, 1981)

### Working Paper #4, Moose Lake Market Analysis (April, 1980)

### Working Paper #5, Downtown Goals and Policies (May, 1980)

### Draft, Arrowhead Regional Transportation Pilot Study 1981 Up-date (June, 1981)

### 1980 Annual Report and Up-date of the Overall Economic Development Guide for the Arrowhead Region (June, 1980)

### 1981 Annual Report and Up-date of the Overall Economic Development Guide for the Arrowhead Region (June, 1981)

### Scope of Study to Assess the Feasibility of Consolidating the Cities of International Falls and South International Falls (March, 1981)

### Working Paper #1, Factors to Consider in Proceeding with a Study of the Potential for Consolidation of the Cities of International Falls and South International Falls, Minnesota (February, 1981)

### Congressional Testimony on the Impacts of Federal Economic and Community Development Program in the Arrowhead Region of Northeastern Minnesota (April, 1981)

### Application to Economic Development Administration for a Technical Assistance Grant to Assess the Feasibility of Establishing a Semi-Commercial Direct Reduction Demonstration Plant (December, 1980)

### Working Paper #1, Itasca County Shoreland Management Program—Study Area Selection Information (June, 1981)

### Draft, Fond du Lac Physical Information System and Development Plan (July, 1981)

### Working Paper #1, Community Attitude Survey, Alden Township—A Survey Conducted as a Part of Alden's Comprehensive Plan (June, 1981)

### Silver Bay Park and Recreation System Plan (September, 1980)

## PHYSICAL PLANNING

### ECONOMIC AND COMMUNITY PLANNING ASSISTANCE

1980 Draft Census Analysis (April, 1981)  
Carlton Downtown Improvement Plan and Neighborhood Land Use Strategy (March, 1981)  
Working Paper #1, Problems and Issues Assessment  
Carlton County Twin Lakes Township I-35/210 Corridor (July, 1981)  
Working Paper #1, Public Meeting Results Summary (November, 1980)  
Working Paper #2, Land Owners Survey Results (January, 1981)  
Working Paper #3, Development Trends and Conditions (February, 1981)  
Working Paper #4, Draft Goals and Policies (March, 1981)  
Working Paper #5, Plan Recommendations (April, 1981)

### Housing Advisory Committee, Background and Proposed Amendment, Project Notifications and Review Procedures Subsidized Housing Development (November, 1980)

### Arrowhead Regional Coordinated Investment Strategy, Working Paper I, Preliminary Program Design (January, 1981)

### Arrowhead Regional Coordinated Investment Strategy, Working Paper II, Discussion of Factors to Consider in Establishing a Hierarchy of Service Centers in the Arrowhead Region (March, 1981)

### Economic Development Strategy for Rural Koochiching County (October, 1980)

### Moose Lake Land Use and Downtown Development Strategies (April, 1981)

### Working Paper #1, Goals and Policies Statement (December, 1979)

### Working Paper #2, Moose Lake Shopper Survey (April, 1980)

### Working Paper #3, Moose Lake Business Survey (April, 1980)

## REGIONAL RESOURCES PLANNING

### Draft Peat Policy Recommendations (March, 1981)

### Report to the Lake and St. Louis County Board's from the Local Copper/Nickel Work Group (October, 1980)

### A Proposal for Intergovernmental Contingency Planning and Management Strategy for Potential Local Growth Impacts Related to Copper/Nickel Mining Development in Lake and St. Louis Counties (December, 1980)

### Private, Non-Industrial Forest Resources in Northeastern Minnesota, An Evaluation of Current Forest Resource Uses and Attitudes Toward Resource Management (June, 1981)

### Superior National Forest Wood Fuels Study, 1981 (June, 1981)

### Summary of Efforts of the Governor's Citizens' Advisory Task Force on the Boundary Waters Canoe Area (BWCA) (May, 1981)

## ARDC TOLL-FREE LINE

1-800-232-0707

## CLEARINGHOUSE REVIEW

The Arrowhead Regional Development Commission serves as a clearinghouse for application for federal and state financial assistance on proposed projects and programs in Northeastern Minnesota.

The review process, known as the **Project Notification and Review System**, is an effort to reduce waste and duplication of public expenditures through cooperation and communication between applicants and funding agencies.

The number of reviews performed is not an indication of applications which are eventually funded. Due to incomplete information on some proposals, the totals are approximate.

FEDERAL AGENCIES	NUMBER OF APPLICATIONS	FUNDING REQUESTED
ACTION	5	\$ 2,521,003
Community Service Administration	22	2,296,716
Department of Agriculture	58	19,665,143
Department of Commerce	13	976,797
Department of Education	3	524,846
Department of Energy	12	31,823,053
Department of Health, Education and Welfare	50	3,082,496
Department of Health and Human Services	40	4,237,052
Department of Housing and Urban Development	43	43,260,677
Department of Interior	22	549,364
Department of Justice	18	1,351,452
Department of Labor	10	14,595,443
Department of Transportation	43	37,049,043
Environmental Protection Agency	21	60,304,115
FEDERAL TOTALS	360	\$222,237,191
STATE AGENCIES	NUMBER OF APPLICATIONS	FUNDING REQUESTED
Board on Aging	4	\$ 903,196
Cable Communications Board	1	0
Community Health Services	1	10,674
Community Services Agency	1	31,696
Crime Control Planning Board	2	69,477
Department of Corrections	1	2,200
Department of Economic Development	11	1,279,129
Department of Economic Security	15	1,515,710
Department of Education	5	87,150
Department of Health	13	633,240
Department of Labor	1	25,554
Department of Natural Resources	1	0
Department of Transportation	41	85,968,153
Energy Agency	1	22,524
Historical Society	1	8,120
Housing Finance Agency	5	2,422,843
Iron Range Resources and Rehabilitation Board	2	453,100
Pollution Control Agency	17	1,114,404
Legislative Commission on Natural Resources	26	8,677,066
Rural Development Council	3	169,551
Solid Waste Management Board	1	11,750
State Arts Board	1	59,973
State Planning Agency	24	417,848
STATE TOTALS	178	\$104,004,978
LOCAL FUNDING SHARE		30,517,402
OTHER FUNDING SOURCES		44,169,998
TOTAL FUNDING		\$400,929,569

Total project notifications reviewed by ARDC from January 1980 through June 1981: 514. (Total inconsistent due to applications proposing both Federal and State funds.)