

Metropolitan Council 1981 Annual Report To The Minnesota State Legislature

January 1982



The Greater Metropolitan Youth Symphony played in the cortile of St. Paul's restored Landmark Center.

NOT FILMED
On the Inside...In 1981

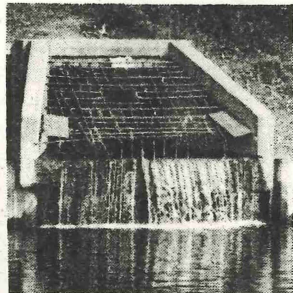


Metropolitan Council
300 Metro Square Building
7th and Robert Sts.
St. Paul, Minnesota 55101
612/291-6464

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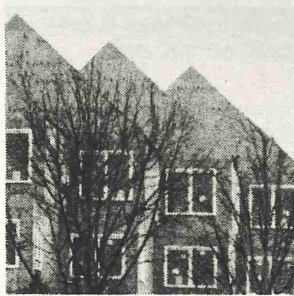
The term "candidate" took a turn in meaning as the Council and Area counties identified and narrowed a list of possible candidate sites for sanitary landfills and sewage sludge ash disposal. Progress in carrying out the provisions of the 1980 State Waste Management Act is summarized on page 3A.



A "chicken and egg" surface water dispute developed between St. Paul and its suburban neighbors over who was responsible for paying the cost of treating runoff that enters St. Paul's combined sewer-storm water system. See page 3A.



Concern about adequate surface water management grew, as reflected in the results of Council research. See page 4A.



Eighteen percent interest on home mortgages, high selling prices, fewer people eligible for home loans. They all spelled continuing trouble. What did the Council do to get at the roots of the problems? See page 5A.



A Metropolitan Health Board plan was the catalyst for a heated debate over how change in the Region's health care system can be achieved. Many agreed sticking with the status quo was out of the question. But finding the right way to bring about change — through regulation or competition — proved elusive. See page 6A.



Council involvement shortened the decision-making timetable on whether two key freeways in the Region, proposed Interstate Hwys. 394 (downtown Minneapolis to Wayzata) and I-35E (St. Paul), will be built. Light rail transit (LRT) was again under consideration in the Region. See page 7A.



Charles Weaver, chairman Metropolitan Council

Chairman’s Message

At a time when all eyes are focused on the crisis in state and local financing, it may be well to remember that certain other imperatives also demand attention.

A new regional plan the Metropolitan Council has been fitting together for the past two years affords an excellent example.

The plan is designed to help deal with a complex and expensive puzzle—how best to control water runoff from rain and melting snow that annually causes millions of dollars of flooding and erosion damage, and dumps more phosphorus and nitrogen into our lakes and rivers than Pig’s Eye and all the other sewage treatment plants in the Region combined.

The plan emphasizes prevention rather than cure. It calls for low-cost alternatives such as preservation of wetlands rather than building large, expensive flood control projects. It relies heavily on existing governmental units and authority to develop at least limited surface water management and plans in each of the 43 secondary watersheds in the Seven-County Twin Cities Area. A comprehensive, region-wide planning effort, rather than a piecemeal, community-by-community approach is stressed.

The Council has pegged the cost of putting such a system in place at \$6 million for local and regional-level planning, \$43 million for dams, ponding areas, and other runoff and pollution control facilities, and \$10.5 million a year to maintain and operate the new system. Most of the costs would be paid through local property taxes or special assessments against benefited property owners.

Expensive? Without a doubt. But our present non-system is more expensive in the long run. The bill, for example, for repairing the catastrophic flooding that has forced the closing of Battle Creek Regional Park, one of the most popular major parks in the eastern half of the Metropolitan Area, is estimated at \$7 million. It will cost about \$16 million to control flooding problems along Bassett Creek in Minneapolis and suburbs; \$2 million to restore New Brighton’s heavily polluted Long Lake to full recreational use, and an undetermined amount to correct the flooding of dozens of homes on Big Marine and Big Carnelian Lakes in Washington County. Overall, the Council staff estimates that more than \$100 million in local flood control and related projects are needed to deal with severe drainage and flooding problems in the Seven-County Area.

Even though the state’s present dire fiscal condition may rule out immediate action, I feel strongly that legislative debate should begin this year on the changes in governmental structure needed to deal with the surface water management problem in the Metropolitan Area. Creation of a better planning process, in itself, can prevent expensive problems from developing in the future.

At the same time, I think we need to remember that “It never stops raining.” Indeed, the longer solutions to known problems are deferred, the higher the cost in the long run.

In the report that follows, you’ll see that the Metropolitan Council has tackled a wide assortment of planning and coordinating assignments over the past year. You’ll also see that despite double-digit inflation, the Council has made a strong effort to hold its budget down. It will total \$9.5 million in 1982, about the same as last year. Reduced federal funding levels (now 30.8 percent of the total Council budget, compared with 54 percent in 1979) resulted in the numerous program cutbacks and total elimination of one, the emergency medical services program, by mid-1982. Council staffing has been reduced 12 percent over the past year.

Most of the projects and programs described in this report are preventive rather than curative in character. They encourage the most rational, economic use of limited resources. The Council’s 1982 work program goes even further in emphasizing the preventive approach. It’s a fine example, in my view, of the old rule that “planning saves.”

I hope you find this annual report interesting and informative.

In Memory of John Vance

This *Annual Report* has been prepared in memory of John Vance, a 14-year member of the staff of the Metropolitan Planning Commission (MPC) and the Metropolitan Council, who died in October.

Vance was the MPC’s executive secretary

and continued as director of administration and public information until 1972. Upon retirement, he authored two books based on his experience in regional planning. One, *Inside the Minnesota Experiment*, contains his unique perspective on both organizations.

Legislative Recommendations

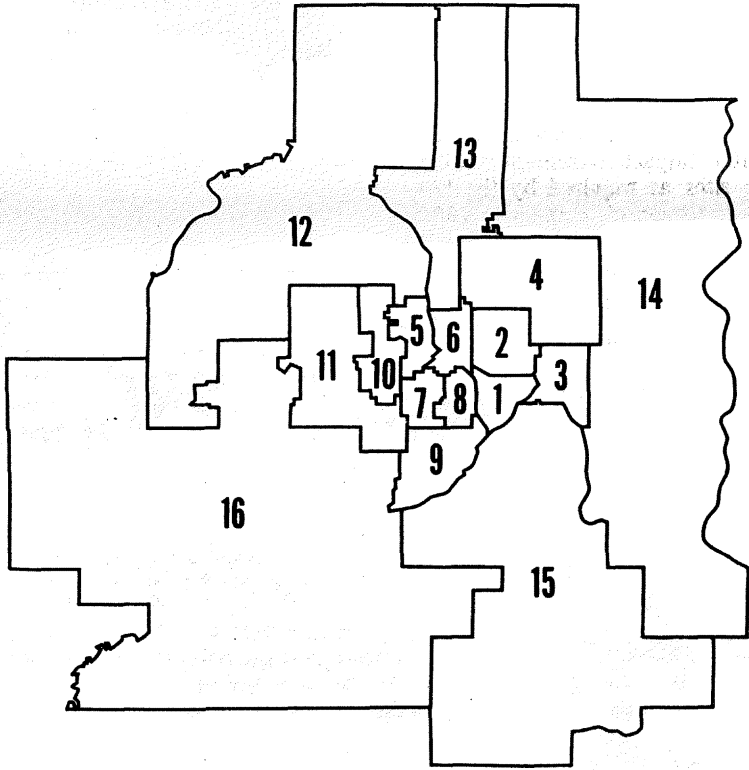
The Council’s key legislative priority is the securing of alternative revenue sources to reduce the increasingly burdensome costs to local governments of operating and maintaining the Twin Cities Area’s regional park system.

The Council position was based on recommendations developed by a special Council task force and the Council’s parks planning arm, the Metropolitan Parks and Open Space Commission (MPOSC).

These recommendations call for raising \$10.6 million a year in replacement revenues to help offset park operating and maintenance costs, now largely financed from local property taxes. These reached nearly \$15 million in 1981. The bulk of the replacement funds, \$7.6 million, would come from removal of the state sales tax exemption from candy and soft drinks. The remainder, \$3 million, would be raised through user fees, primarily for parking, and by redirecting a small portion of state natural resource funds to regional park use. The task force and MPOSC recommended that half of this money go to state parks (43 percent) and outstate regional parks (7 percent).

Other Council legislative priorities:

- An amendment to the Metropolitan Agricultural Preserves Act of 1980 to clarify its relationship with the older “Green Acres” law.
- In addition, the Council is currently reviewing a proposal from its 208 Water Quality Advisory Committee that a region-wide surface water management plan be adopted. An official Council position on this plan, which emphasizes prevention and more effective use of present water districts and other existing governmental agencies, will not be adopted until after public hearing this spring. Legislation has been introduced which would establish a surface water management system similar to that now under study by the Council.
- The Council, business groups and local governmental organizations remain actively interested in creation of a “community reinvestment” fund designed to stimulate private business and job creation in older, declining urban areas throughout the state. Legislation to create such a fund has been developed with Council assistance.



METROPOLITAN COUNCIL OF THE TWIN CITIES AREA

Chairman - Charles Weaver, Anoka

- | | | |
|--|--|--|
| 1 - Martin Kellogg,
St. Paul | 7 - Gladys S. Brooks,
Minneapolis | 12 - Roger Scherer,
Brooklyn Center |
| 2 - Dean Maschka,
Roseville | 8 - Alton J. Gasper,
Minneapolis | 13 - Marcia Bennett,
Columbia Heights |
| 3 - Charles L. Rafferty,
St. Paul | 9 - Ernest A. Lindstrom,
Richfield | 14 - Mary Hauser,
Birchwood |
| 4 - Thomas Newcome,
White Bear Lake | 10 - Patricia Hasselmo,
Golden Valley | 14 - Kathleen Ridder,
Mendota Heights |
| 5 - John Bergford,
Minneapolis | 11 - Dirk deVries,
Minnetonka | 16 - William Sando,
Prior Lake |
| 6 - Joan Campbell,
Minneapolis | | |



John Vance

Vance’s professional contributions added greatly to the stature of both organizations. People who worked with him had the rare opportunity to share his friendship and warmth, and to find in him a source of inspiration.

Solid Waste: Narrowing Land Disposal Choices

The authors of the 1980 State Waste Management Act (Minn. Stat. secs. 473.149-473.834) wanted citizens involved in the process of finding sites for disposal of hazardous wastes, solid wastes and sewage sludge ash wastes.

In the past year, more than 3,000 citizens attended 20 public meetings on sludge ash to narrow the list of potential landfill sites, the portion of the law assigned to the Metropolitan Council to implement. An estimated 13,000 have participated in the state's hazardous waste siting efforts and the counties' solid waste landfill meetings.

During the past year, the Council completed a significant portion of its assignment under the law. The Council developed criteria on which to base selection of sites for disposal of ash, the by-product of incinerated sewage from the Pig's Eye sewage treatment plant in St. Paul, and as well, criteria for landspreading sludge. The Council identified 31 possible sites using the criteria.

Based on public testimony and application of the criteria, the Council selected five candidate sites and two alternates for further consideration.

In addition, the Council asked if any landowners wanted to volunteer sites. Three proposals were received. At year's end, the Council was considering whether to add one or more to the list to undergo Minnesota Pollution Control Agency (MPCA) analysis to determine if the sites are environmentally "intrinsically suitable." The Council is to select one site of about 300 acres in 1983.

The Council has begun work on the environmental impact statements (EISs) on these sites as required by the law, and expects to complete them in 1982.

An important goal of the waste law is to recycle, reduce or abate the amount of waste generated in the Region.

During the year, a vigorous program to landspread sewage sludge (use the sludge as fertilizer) was put into effect. About 160,000 tons of the roughly 220,000 tons produced at the Pig's Eye plant from January through October last year were landspread. About 17,500 tons of ash annually will need disposal in future years.

In order to reduce the amount of sludge ash that must be landfilled, the Council has initiated a study of alternative uses for the ash, such as an additive in concrete or asphalt. Tests on the safety and durability of products will continue through the coming year.

In addition to sewage sludge and ash land disposal siting efforts, the Legislature told the Council to make sure the counties site enough new sanitary landfills to handle the Region's garbage and other solid wastes that cannot be re-used in some way.

The selection of the new county landfill sites will take place after the counties submit plans to the Council for resource recovery and other re-use options for waste that would otherwise be buried in landfills. About \$322,000 has been earmarked in state planning grant money administered by the Council to help the seven counties develop abatement proposals.

During 1981, the counties have been selecting an inventory of solid waste landfill sites for MPCA approval. At year's end, the inventories began arriving at the Council for review. The Council is



Council members and staff took a first hand look at sites considered for land disposal of sewage sludge ash. About 100 neighbors turned out at this northern Anoka County farm to express their sentiments about siting.

to review the proposed sites for compatibility with its solid waste policy plan, environmental guidelines, regional system plans and with local land uses.

The 11 landfills now operating in the Region are expected to be filled by 1984 or 1985. As a temporary measure, the Council has approved requests for expansions of three landfills, which will provide additional capacity through 1986 or 1987. The landfills are the Burnsville Landfill, Pine Bend Sanitary Landfill and Wood Lake Landfill.

As implementation of the waste law reaches midpoint, the Council faces a heavy schedule of activities in 1982.

The tasks include:

- Completing the EISs on candidate sludge disposal sites.
- Evaluating abatement options for sludge ash that would reduce the need for a land disposal site or sites.
- Completing a report to the Legislature on compensation for and mitigation of impacts of waste facility siting.

- Reviewing and approving county solid waste master plans, administering solid waste planning grant funds, and reviewing county landfill inventories.
- Preparing solid waste policy plan amendments to ensure that the county plans are consistent with the State Waste Management Act. The amended policy plan will state how much landfill capacity the Region needs and identify the number of sites needed.

A 30-member Waste Management Advisory Committee advises the Council on its solid waste planning.

Lake Overflow: A Chicken and Egg Question

A "lake overflow" dispute between St. Paul and eight suburbs reappeared on the Metropolitan Council's agenda late in 1980 and, by the end of 1981, had been only temporarily quieted by a compromise stopgap solution.

The problem is basically this:

High lake water levels, caused mainly by stormwater runoff but by other factors, too, cause water to flow through outlets at four local lakes—Beaver, Como, Phalen and McCarron's—into St. Paul's sewer system. Once in the system, the relatively clean lake water mixes with sanitary sewage, and the combined flow receives sewage treatment at the Pig's Eye sewage treatment plant in St. Paul, operated by the Metropolitan Waste Control Commission (MWCC).

St. Paul was billed by the MWCC for treating all flows in its sewer system, including those resulting from lake overflows. St. Paul contended that in 1980 it was charged about \$1 million for just the overflows. The suburbs, in response, contended they were not liable for the cost of treating the overflows.

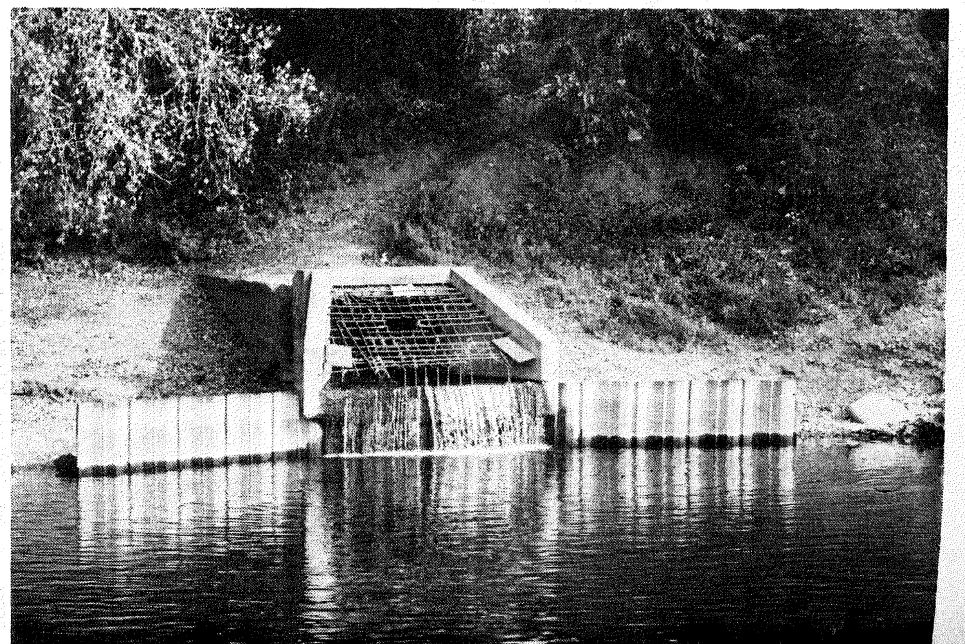
The Council got involved in the problem in 1979, in the course of reviewing a proposed Maplewood development that would have affected Beaver Lake overflows. The Council then spent two years working with the involved cities and the MWCC to try to find a permanent solution.

What the Council approved was an interim plan to divide sewage treatment costs attributable to the lake overflows among the nine communities.

The October Council action resulted in St. Paul being billed for 60 percent of the 1981 and estimated 1982 overflow charges, and the suburbs 40 percent. The charges for the two years were estimated at \$1 million.

The Council also called on the communities involved to negotiate a long-term solution to the problem. Such a solution could involve diverting the overflows from St. Paul's combined sewer system with what are likely to be expensive storm sewer facilities.

At year's end, the Council was setting up two committees for that purpose which were expected to begin work early in 1982.



Storm sewer overflow pipes carry pollutants into rivers, adding to the Region's water quality problems.

4A Surface Water Management: A Clear Picture of the Problem

As Casey Stengel once declared, "The game ain't over until it's over." Casey was talking baseball. But his assessment could just as well apply to one of the Region's major challenges—improving and maintaining the quality of its waters.

The Region has made substantial progress in dealing with what are called "point" sources of water pollution, primarily sewage treatment plants. Point sources discharge treated sewage from specific "outfalls," or outlets, into the Region's waters. Most of the plants discharge into the major rivers—the Mississippi, Minnesota and St. Croix.

To deal with such problems, the Metropolitan Council adopted a 20-year plan last September calling for the expansion and, in some cases, upgrading of treatment plants in the metropolitan sewer system, owned and operated by the Metropolitan Waste Control Commission (MWCC), and for improvements to municipally owned plants. The plan also provides for laying new regional sewer pipes (interceptors).

As a step toward implementing the plan, the Council approved expenditures last year of \$425 million in facility improvements proposed by the MWCC. Seventy-five percent of the total is to be spent at the Pig's Eye sewage treatment plant in St. Paul, the system's largest. The remainder will be spent on 11 other plants; two will be phased out.

Granted, the "game" of improving water quality is in full swing, but, in Casey's words, "The game ain't over." While efforts to date have concentrated on improving the quality of the Region's major rivers, another serious, but less dramatic, problem awaits solution.

The problem centers on water pollution caused by "nonpoint" sources. Nonpoint sources of pollution do not discharge pollutants into water bodies at any one fixed point. Rather, they carry pollutants into the water along entire stretches of river banks, lakeshores and stream banks.

The Region's water bodies most at risk from nonpoint source pollution are its

lakes and small streams. Runoff from melting snow and storm water washes a gigantic amount of pollutants into these surface waters from farmland, city streets, construction sites and other sources.

In fact, the Council has found that non-point sources of pollution may have a greater impact on human use of the Region's waters than point sources. The reason is that the smaller water bodies figure more prominently in recreation pursuits like fishing and swimming than do the major rivers.

The Council has calculated that 2.3 million tons of silt is washed from farmland into the Region's waterways each year. Included in this amount is 820 tons of phosphorus and 5,000 tons of nitrogen. Feed lots generate an estimated 7,000 tons of phosphorus each year, over half of it moving into the Region's streams and lakes.

Runoff from urban areas carries less sediment—170 tons annually—but deposits 1,950 tons of nitrogen, 220 tons of phosphorus and 100 tons of lead in lakes and rivers. In addition, nearly all of the 120,000 tons of salt applied to urban streets in winter months is washed eventually into the Region's waters.

In addition to pollution problems, runoff causes flooding, soil erosion and related problems. The nearly catastrophic erosion along Battle Creek in St. Paul is but one example of problems that runoff can cause and the expense required to correct them.

To define the problem more fully, the Council last year completed a two-year study of the physical, chemical and biological conditions of lakes in the Twin Cities Area. The study showed that phosphorus, nitrogen and algae nutrient levels were sufficiently high to indicate advanced aging of the lakes sampled. In such a condition, a lake is biologically enriched and becomes shallow; if the process is not arrested, the lake becomes a swamp.

In 1981, the Council also began analysis



82 houses built near Big Carnelian Lake, Washington County are subject to flooding. The houses were built in the early '50s before township ordinances governing water resources were in place.

of water quality data collected at 12 urban and five rural locations in the Region. It was the most comprehensive field study ever conducted on nonpoint source pollution in the Metropolitan Area. The data, measuring amounts and types of pollutants, pointed to two significant findings: first, snowmelt in spring months provides the heaviest load of pollutants; second, the concentration of pollutants from urban runoff is as great, if not greater than, agricultural runoff.

Both studies served as a basis for Council efforts in 1981 to prepare a draft plan, the first of its kind for the Region, to deal with the problems of nonpoint pollution and the management of surface water runoff. The draft plan, now under consideration by the Council, was prepared by the Council's 33-member Water Quality Management Advisory Committee.

The recommendations say that each of the 43 watersheds in the Region should have a plan containing runoff control measures and an organizational structure to implement them. Projects could include providing facilities for runoff storage, channel stabilization projects and "housekeeping" steps like street sweeping, litter collection and development controls.

Thirteen watersheds in the Region now have an organization, such as a watershed district or joint powers agreement, to plan and implement runoff control programs. The proposed plan says the remaining 33 watersheds should prepare a plan and, if the plan warrants, should have a watershed management unit established to carry out the plan.

The objectives of watershed plans should be to maintain the water quality of the Region's lakes and streams at least at 1980-81 levels, according to the proposed plan.

Under the proposed plan, the seven metropolitan counties would be responsible for ensuring that watershed plans are completed. Such responsibilities would include preparing the plans themselves, or establishing a watershed management unit to do so. The counties would also be authorized to review and approve watershed plans.

Once approved by the counties, the watershed plans would be reviewed by the Metropolitan Council and the appropriate state agency. The Council would also be authorized to provide grants for watershed planning. Legislation would be required, however, to enable the Council to undertake these tasks.

Cities and urban townships in the Region would amend their local comprehensive plans prepared under existing state legislation to include runoff control measures.

The Council estimates that a region-wide surface water management program would cost about \$43 million initially and an additional \$10.6 million per year for operation and maintenance costs. Such a program would provide adequate control of storm water and nonpoint pollution, but it would not cover repair of catastrophic damage or lake restoration projects.

The Council held five public meetings in December on the proposed plan. Final action by the Council is expected in the spring of 1982.

Water Pollution Control

The news on cleaning up the Mississippi River and controlling water pollution below the Pig's Eye sewage treatment plant in St. Paul is encouraging. But more remains to be done.

On the good news side:

- The Mississippi River water quality below the plant has improved enough in the last five years to merit a

"good" rating on the National Sanitation Foundation index.

- During 1981, the plant met state water quality permit standards 9 of 11 months.
- The long-standing contract dispute over sewage sludge processing facilities being built as part of the major construction at the plant was settled during the summer. The lawsuit, brought by the contractor, Paul A. Laurence Co., Inc. (PALCO), in 1980, concerned the adequacy of the plant's construction design. The Metropolitan Council approved a Metropolitan Waste Control Commission (MWCC) request for \$31.5 million to pay PALCO for additional work. Bonds for this purpose were sold in December.
- The current \$350 million construction program that will enable the plant to meet existing air and water quality standards is scheduled to be completed in 1983.

Some items in the "more remains to be done" category were also resolved during the year.

A plan to regulate and control industrial chemical discharges into the sewer system was put into effect in 1981. Implementation of the requirements will continue in the coming year as industries find other ways to limit, dispose of and treat waste other than just dumping it into the sewer system.

A consent decree signed in August settled a long-standing disagreement between the federal Environmental Protection Agen-

cy (EPA), the Council and the MWCC over past air and water quality violations to the MWCC's discharge limits. The agreement set schedules for meeting future standards and set sanctions if the MWCC fails to meet those standards.

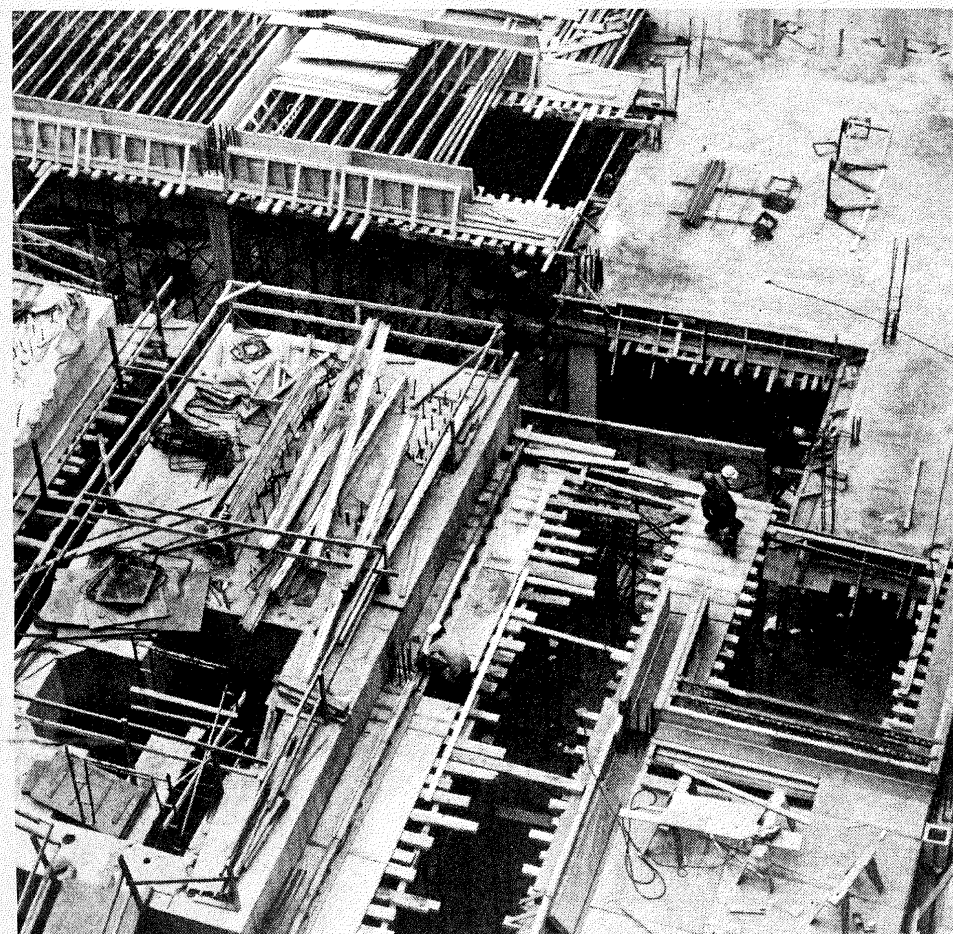
A stipulation agreement between the Minnesota Pollution Control Agency (MPCA), MWCC and the Council was amended to be consistent with the consent decree. Under terms of the agreement, the MWCC will take additional steps to improve sewage treatment at the Pig's Eye plant in the face of stricter standards.

The Council adopted a 20-year water quality policy plan and approved the MWCC's five-year, \$90 million development program for 1982-1986. In addition, the Council approved the MWCC's \$150 million annual capital budget, of which more than \$100 million was for improvements at the Pig's Eye plant.

Not resolved by year's end, however, was a lawsuit brought by Wisconsin in federal district court against the Council, MWCC, PCA and EPA for lack of enforcement of the 1977 Federal Clean Water Act. Wisconsin maintains the efforts to clean up the Mississippi River aren't moving rapidly enough.

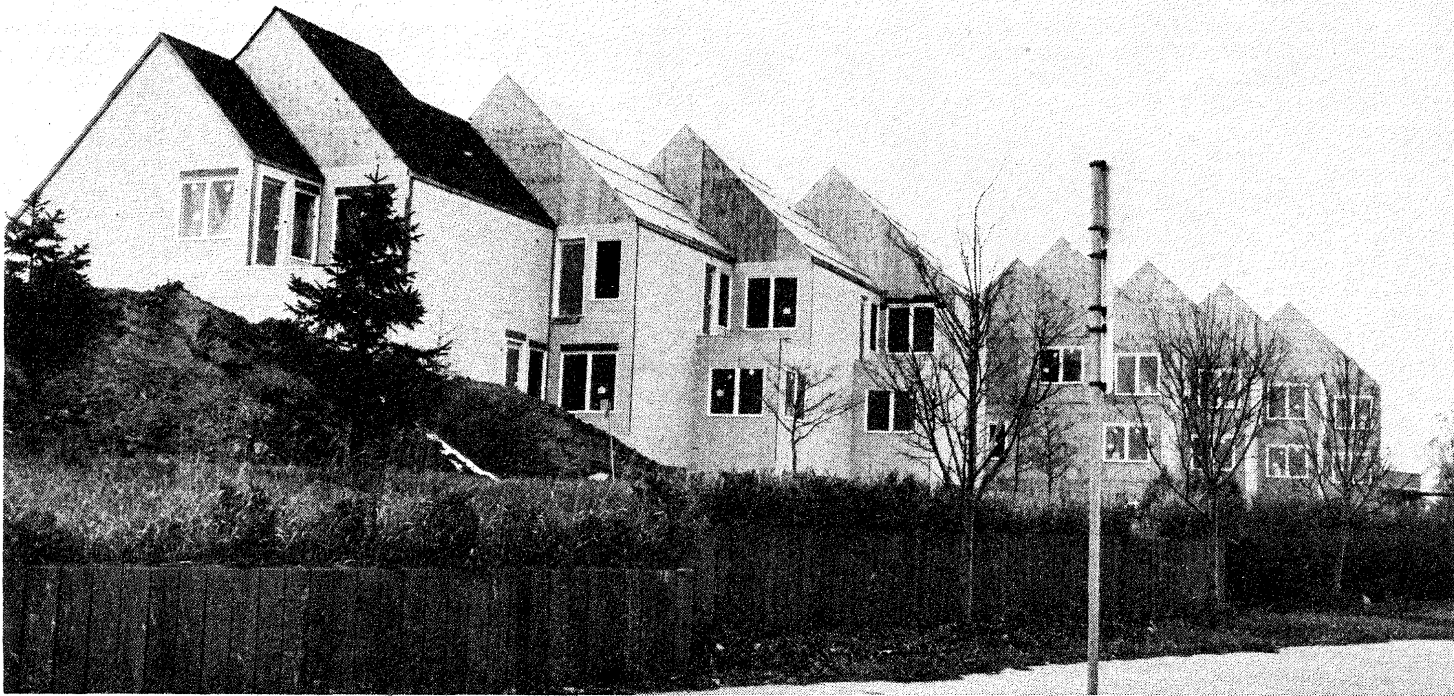
Also to be resolved in coming months are the PCA conditions for the MWCC's revised operating permit in view of stricter water quality standards.

In 1982, the Council will review sewage flow projections, cost allocation plans, and amendments that may be required for the policy plan.



Massive construction at the Pig's Eye sewage treatment plant in St. Paul is required in order for the plant to meet federal and state air and water quality standards.

Housing Costs: A Search for Root Causes



Townhouses such as these in north Minneapolis conserve energy and provide more affordable housing.

The Metropolitan Council's housing program in 1981 focused on the problem of rapidly rising housing costs. The figures are grim:

- The interest rate for a conventional mortgage reached an all-time high of 18.5 percent. Even so, little mortgage money is available.
- It takes an income of \$26,500 to \$32,000 to buy a townhouse, condominium or existing home in the mid-\$60,000 range, the median price for such homes in the Region. That's allowing 33 percent, not 25 percent, of the household's gross income for housing, with the buyer not allowed to have any other long-term debts such as car payments.
- New single-family homes are even further out of reach. Possibly no more than five percent of Area renters have the \$37,000 annual income needed to buy a median-priced new home at \$78,000.

The Council's aim in 1981 was to develop new ways to promote availability of more affordable housing for growing

numbers of young families and elderly people in the Region.

The Council and the Association of Metropolitan Municipalities (AMM) published their fifth joint report on factors that influence housing costs, *The Cost of Public Services for Housing*. The report recommends ways that local governments can reduce or check the cost of streets, sidewalks, utility hookups and other public services.

The Council and the AMM also co-sponsored a conference for local government officials in September on the theme, "Where Will Our Children Live?" Conference speakers discussed ways that local officials can encourage provision of more affordable housing in their cities by cutting red tape, changing zoning restrictions and dealing with citizen protests.

Housing planners also prepared a report comparing costs of the four primary housing alternatives to the single-family house: townhouses, condominiums, co-operatives and mobile homes. The report, *A Guide to Housing Types*, discusses legal and practical differences among

the housing types and compares their costs and availability in the Region.

Because energy costs have become a significant portion of housing costs, the Council is studying ways to achieve energy-efficiency in rental housing. In ownership housing, energy improvements result in direct economic benefits via lower fuel bills. But in rental housing, the shared responsibility for energy use between owner and renter creates problems. The Council study attempts to identify incentives needed to conserve energy and hold down energy costs as part of tenants' rent.

The cost and supply of housing in the Region are influenced by a complex set of factors that comprise the Region's housing market. The Council began a major study of the housing market in 1980 and published 10 *Housing Market Study* reports in 1981. The reports assess the Region's current and future housing climate, project housing need in the 1980s and 1990s, and analyze occupancy trends, affordability and financing, housing production and land use trends. The Council presented findings at a workshop in June.

The Council's quarterly reports on housing vacancy and turnover continued to indicate an extremely tight housing market during 1981.

Efforts to increase the supply of subsidized housing and improve distribution throughout the Metropolitan Area continued during 1981. Success of this activity is reported in 1980 *Subsidized Housing Activity*.

In the first decade of this effort, 1971 to 1980, suburban communities increased their share of subsidized units from 10 to 41 percent of the Region's supply, from 1,878 to 16,127 units. Minneapolis and St. Paul had 59 percent of the supply by the end of 1980, compared with 90 percent in 1971.

The report also shows progress in attempts to provide subsidized housing for families as well as elderly people. Between 1975 and 1980, the Region received 8,419 federal Section 8 new construction units in 129 developments. They were divided 50-50 between families and elderly, compared with a 29-71 split nationally.

In recognition of the Region's successful housing program, the Council again was awarded federal Section 8 housing "bonus" funds. The \$906,000 bonus was used in 1980 and 1981 to enable communities to provide units for about 175 families and elderly people.

In 1982, the Council's housing program will continue to explore approaches to making housing affordable for all people in the Twin Cities Area.

The *Housing Market Study* will be updated with 1980 Census data as the basis for discussing changes in regional housing policies and potential legislative recommendations. New market studies on condominiums and the rental market will be completed.

Council housing planners will work closely with local governments to implement housing initiatives proposed in local plans and with developers to explore cost-saving alternatives.

Because diminishing federal housing assistance will cut the supply of new subsidized housing units, the Council will review and rank proposed subsidized housing developments to ensure distribution to areas not already impacted by such housing.

Metro HRA

The Metropolitan Council, acting as the Metropolitan Housing and Redevelopment Authority (Metro HRA), continued to administer federal Section 8 rent assistance funds for existing housing and for moderately rehabilitated housing. It also continued administering Minnesota Housing Finance Agency (MHFA) grant funds for home improvements.

The Metro HRA was established in 1974 (Minn. Stat. secs. 473.193-473.201) to help local communities meet the housing needs of lower-income households and to carry out the Council's policy of increasing housing opportunities for lower-income households throughout the Region. Participation with Metro HRA is voluntary for local governing bodies.

Ten additional cities joined with Metro HRA in administering Section 8 rent assistance in existing housing, bringing the number of participating suburban communities to 64. Under the Section 8 program, which distributes \$7.6 million in federal funds annually, municipalities help lower-income households apply for rent assistance and locate suitable housing. Metro HRA provides overall administration and coordination. This local-regional program is unique in the nation.

During 1981, 2,122 households continued receiving rent assistance, 661 households began receiving it, and 615 house-

holds discontinued it, for a total of 3,398 households served by the program.

The Section 8 program for moderately rehabilitated housing was expanded by 30 communities, making a total of 38 participating communities. Under this program, Metro HRA provides technical and financial assistance to owners of rental property needing rehabilitation.

Metro HRA continued to administer the MHFA home improvement program with 19 communities participating. Under this program, rehabilitation grants up to \$6,000 each are made to low-income homeowners to pay for repairs and energy-saving improvements. Some 57 homeowners received \$222,955 in rehabilitation assistance in 1981.

In 1982, Metro HRA will continue to administer Section 8 rent assistance for existing housing and for moderately rehabilitated housing. The agency also will continue to provide administrative services to Brooklyn Center. It will also begin administering rehabilitation loans in 15 suburban Ramsey County communities, in a new MHFA loan program that replaces a home improvement grant program.

A nine-member Metro HRA Advisory Committee helps the Council administer the housing programs.



Selby Dale Cooperative housing now under construction will provide limited equity ownership for many who would not otherwise be able to own a home.



Taking part in groundbreaking ceremonies for Fairview Ridges Hospital were (left to right): Kathleen Ridder, Metropolitan Council member; Patricia Klauck, chief executive officer, Children's Health Center; Charles Weaver, chairman, Metropolitan Council; Sen. Howard Knutson, Burnsville; Lloyd O. Swanson, chairman of the board, Fairview Southdale Hospital; and William Sando, Metropolitan Council member.

Health Care: The Status Quo is Unsatisfactory

Health care costs and health planning continued to stir up controversy in the Twin Cities Area in 1981.

Debate focused on several actions of the Metropolitan Health Board and Metropolitan Council, which share health planning responsibilities in this Region under state and federal laws.

The issues:

- The draft Phase IV report on *General Acute Inpatient and Specialty Services*, which assesses hospital specialty services and suggests ways to reduce the Region's hospital bed oversupply by about 2,000 licensed beds. The Health Board and Council prepared the plan under the National Health Planning and Resources Development Act of 1974, Public Law 93-641.
- Major health facility project reviews of a new Fairview hospital in Burnsville and a freestanding ambulatory surgical center in Golden Valley, which the Health Board and Council conducted under the Minnesota Certificate of Need Act (Minn. Stat. secs. 145.832-145.945, 1979 supp.).

Behind the issues, however, lie two more basic questions about health care costs and planning in the Region: 1) Should the Region move to a restructured, market-oriented health care system with less regulation? and 2) If so, what role should the Health Board and Council play in regional health care planning as that occurs?

The question of how market forces and competition can be incorporated into the health care system is being hotly debated here. It came out clearly in testimony at public hearings on the Phase IV draft and the Burnsville hospital and Golden Valley surgical center project reviews.

Competition isn't entirely new in the Region's health care system. For a number of years, the Region has been the national leader in the Health Maintenance Organization (HMO) movement. The HMOs' piece of the health insurance market in the Region continues to grow; it's over 20 percent now and expected to increase to about 35 percent by 1985.

What's missing to date is competition for price, largely because consumers have little information about actual costs.

A Health Board task force will be formed early in 1982 to bring together key community people to deal with the question of how to coordinate market and competitive forces with some regulation, at

the same time maintaining a strong, voluntary competitive system.

The Health Board and Council have been working with the voluntary cooperation of hospitals, trustees and health care providers to carry out the regional long-range hospital plan, put together in 1978 and 1979. Implementation has been controversial. The goal is to maintain a strong, efficient hospital system, while maintaining the recognized level of quality in the Region. The issue is cost—not quality.

Phase IV of the plan has generated substantial debate because it assesses special services such as open heart surgery and obstetrics that meet adopted regional goals and guidelines. It also presents nine models, to be used by community trustees and policy-makers, that could result in reduction of about 2,000 licensed, acute care hospital beds. Public hearings have been held on the Phase IV draft, with the community asked to focus on four basic questions:

- Is there excess acute care hospital capacity within the Metropolitan Urban Service Area, in terms of system-wide parameters of cost, quality and access?
- If there is excess capacity, how should it be reduced? Should all hospitals scale down equally with no mergers or consolidations of entire institutions? Or should some hospitals and specialty services consolidate, or close entirely, to reduce system-wide overhead costs?
- Should some acute care services be redistributed from central city to suburban locations? If so, how should redistribution be accomplished in a way consistent with system-wide parameters of cost, quality and access?
- How should the regional long-range hospital plan be revised to make it compatible with development of a more balanced approach to competition, regulation and voluntary action to contain the rise in hospital expenditures?

Health planning, like the health care system, is in a period of transition. The federal mandate for planning was reduced greatly in 1981 in both direction and funding.

Thus, the Twin Cities has, in some respects, a greater opportunity to shape health planning to its own needs. To this end, a Future of Health Planning Task Force of health care consumers, providers and public officials has been

formed. The task force is to complete its work by early 1982. It will suggest the role the Health Board and Council might take in regional health planning.

During 1981, the Health Board and Council reviewed health care proposals under the state Certificate of Need Act totaling about \$105 million. Of this amount, about \$40 million was for construction of the Fairview Community Hospitals' 150-bed hospital in Burnsville. The Health Board and Council agreed that a new hospital should be built with appropriate redistribution of bed capacity from hospitals in Minneapolis.

Paralleling the long-range hospital planning process is a separate, 10-year study of the impact of consolidation and closure on hospital costs, quality and access. This is a joint project of the Health Board and Area hospital trustees, funded with \$120,000 in contributions from local foundations and businesses.

New components on home health care, mental health services and chemical dependency services were added to the *Metropolitan Health Systems Plan* during 1981. The Health Board adopted special goals and guidelines for low-cost, low-risk obstetrics programs, with specific volume requirements for birthing programs. The nursing home services component was revised to establish goals and guidelines emphasizing community alternatives to the homes.

In 1982, major Health Board efforts will include:

- Further study on long-term care, particularly its community-based aspects.
- Completing the third phase of the 10-year evaluation study of the impact of consolidation and closure on hospital costs, which will involve collecting and analyzing data.
- Expanding the Health Board's data base on health care issues and disseminating more information to consumers and businesses.
- Reaching a community consensus on the future of regional health planning in the Twin Cities Area.
- Completing a Health Board task force study to define the appropriate balance of regulation, competition and voluntary action within the health planning process.

The 30-member Health Board is made up of volunteer health care consumers and providers. The board also has a number of specialized advisory task forces.

Aging

What is old age? Two senior citizens say: "Old age is 15 years older than I am." "You just wake up one morning and you've got it."

No matter when it arrives or how "old age" is defined, older people have special needs. The Metropolitan Council's Program on Aging helps plan services to meet some of the needs of older people such as housing, health and nutrition.

In 1981, the Council completed a comprehensive housing and service plan and continued work on county-level service delivery plans for the Region's 261,000 older people.

The Council's housing plan includes recommendations for a continuum of housing and housing-based services for older people ranging from housing for independent living through retirement housing to nursing home care.

Hennepin County's service delivery plan for older people was completed during 1981, and work continued on carrying out Ramsey and Dakota Counties' plans, which were completed in 1979 and 1980, respectively.



Elderly people have different housing needs.

During 1981, the Council granted \$1.3 million in OAA Title III-B funds to local agencies and organizations for seven multipurpose senior centers and 25 projects providing services to older people such as transportation, homemaker and home-health aide services, legal aid, adult daycare, outreach and chore services. Approximately \$26,000 in McKnight Foundation funds was awarded to one senior center for renovation and equipment.

The Council also awarded \$2.4 million in OAA Title III-C-1 funds to the Region's congregate nutrition projects. Sponsorship of the congregate nutrition project serving Hennepin and Anoka Counties was transferred from the Salvation Army to the Volunteers of America in September. The Salvation Army appealed the Council's recommendation to transfer funding for the \$1.25 million dining project, but the Council's decision was upheld by the Minnesota Board on Aging.

Approximately \$474,000 was awarded for several local home-delivered meals projects for homebound older people.

A 25-member advisory committee assists the Council in administering the grant programs.

Major program activities in 1982 will include: 1) work on county-level service delivery planning including continuing implementation of the Hennepin, Ramsey and Dakota County plans; 2) beginning work on another county's service delivery plan; 3) implementing the housing and service plan described above; 4) continuing grants review administration activities under the Older Americans Act; and 5) providing technical assistance to local organizations.

Transportation: Freeway, LRT Questions Take Limelight

Three controversial transportation issues came before the Metropolitan Council during 1981. Two of them, proposed Interstate Hwy. 35E in St. Paul and proposed Interstate Hwy. 394 between downtown Minneapolis and Wayzata, involved long-debated urban freeway corridors. The freeways are the last two major segments in the Region about which there is no commitment on whether and how they might be built. Council recommendations during the year cleared the air somewhat and sped up the decision-making timetable.

The other subject of considerable community debate in early 1981 revolved around whether the Region should seriously consider construction of light rail transit (LRT) in one or more travel corridors. The Council conducted a study of the question for the Legislature. The Council concluded that LRT, a modern-day version of yesterday's streetcar, may be feasible, depending on how well a proposed route meets certain regional criteria. At year's end, a proposal from private investors to build an LRT system in the Region was advanced. The Council is participating in discussion of the investors' plan.



Vanpool vehicles jam a parking lot on 2nd Av. N. in downtown Minneapolis. Ridesharing is expected to grow substantially in years ahead.

I-35E EIS and Preferred Alternative

The Council, together with state and federal agencies, completed a draft Environmental Impact Statement (EIS) on proposed I-35E.

The EIS evaluated the environmental, economic and social implications of 12 design and routing alternatives, including a six-lane freeway along Shepard Rd., a "no-build" option and 10 roadway design variations along the Pleasant Av. corridor.

After the EIS public hearing, the Council decided to expedite decision-making by making its choice among the alternatives in 1981.

At year's end, the Council recommended to the state commissioner of transportation that I-35E be constructed in the Pleasant Av. corridor. The Council said a four-lane parkway should be built that would directly connect with I-94 near the downtown area. The parkway should have a reduced, 45 mile-per-hour speed limit. Trucks would be prohibited.

I-394 Built Around Reversible Lanes

The Council became involved in the plan for I-394 because the communities along the route and the Minnesota Department of Transportation (Mn/DOT) could not agree on the design for the facility. State law enables the Council, at the request of the commissioner of

transportation, to review such questions and make its recommendation to the commissioner. After public meetings, the Council recommended that Hwy. 12 be upgraded to a freeway. The six-lane freeway would be built around reversible lanes.

One lane in each direction between downtown Minneapolis and Hwy. 100 would be reversible. Four lanes—including the two reversible ones—would carry inbound traffic in the morning and outbound traffic in the afternoon. In addition, one lane in each direction west of Hwy. 100 would be set aside for multi-passenger vehicles.

The lanes would be managed to allow single occupant vehicles to use the lane when necessary to regulate traffic flow or for safety.

The six-lane design presumes an increase in vehicle occupancy. More people will need to "pool" riders in cars and vans. If this does not occur, the Council forecasts future congestion on the route.

As in the case of I-35E, the Council looked at a number of alternatives including an eight-lane freeway, various combinations of regular lanes and reversible lanes, and LRT, both within the Hwy. 12 corridor and on other parallel highway routes in the Area.

Cost of construction for the recommended route is estimated at \$235 million.

The freeway has been the subject of dispute for 18 years. It was designated as part of the federal interstate system in 1968.

Light Rail Transit

The Council, at year's end, was considering whether to revise its *Transportation Policy Plan* to allow for the possibility of LRT in the Twin Cities' future. The revision would lift a prohibition on the construction of fixed-guideway transit systems in the Region.

Based on a legislative mandate in 1979, the Council also prepared and sent a report to the Legislature in April recommending a further LRT feasibility study of the University Av. corridor. The corridor was selected as a test case for LRT because a consultant study showed that the corridor had the best potential for LRT among nine studied.

The new study would determine the financial and political feasibility of an LRT line along the route between the two cities' downtown areas. The Council planned to get the study under way in 1981 and report its results to the 1983 Legislative session. Funding conditions, however, have delayed the study.

Sanders and Thomas, Inc., the Council's consultant, said the University Av. line could best meet the criteria but that, to

be feasible, an LRT line must carry large volumes of people throughout the day and meet peak ridership demands during rush hours. The University Av. line would have the lowest cost per passenger of those studied.

Other

At the governor's request, the Council is preparing a long-range plan for ridesharing for the Region. The plan is to be built from a strong private sector-public sector partnership. An advisory committee (Metropolitan Rideshare Management Board) is helping the Council put the plan together.

The Council conducted an inventory of truck freight movement in the Region. Data from the survey will be used in both transportation and economic planning.

The Council will complete revisions to the *Transportation Policy Plan* early next year. In a related planning activity, the Council will recommend a regional structure to administer and manage a regional ridesharing program.

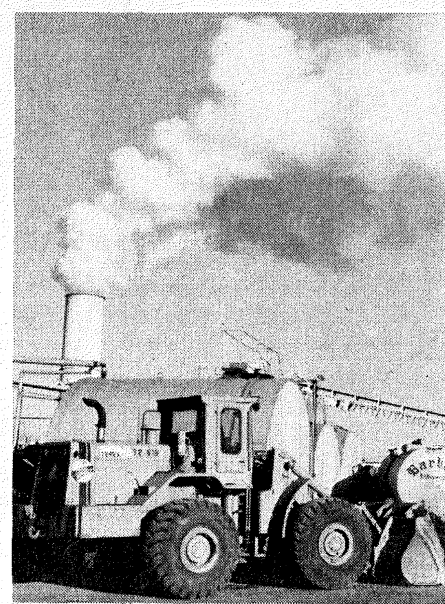
The final EISs on I-35E in St. Paul and I-394 in Minneapolis are expected to be completed during the first half of the year.

A 30-member Transportation Advisory Board and several technical transportation committees advise the Council on transportation matters.

Air Quality

During 1981, the Metropolitan Council continued implementing provisions of the regional Transportation Air Quality Control Plan, developed by the Council in 1979 under the federal Clean Air Act. This included planning and assessing the air quality effects of transportation in the Metropolitan Area, with emphasis on reducing carbon monoxide levels and developing pollution control programs for downtown Minneapolis and St. Paul. The plan was amended during the year to respond to air quality problems in St. Paul's Midway area.

In September, the Council completed a federally funded research and demonstration project on emission density zoning (EDZ). The Council's study evaluated how land use planning can be used to help maintain national and federal air quality standards for sulfur dioxide.



Clean air and continued growth are possible, a Council study concluded this year.

Air quality improvement and urban development are often perceived as competing goals. The Council concluded that the growth planned for the Twin Cities Area will not jeopardize air quality if current fuels continue to be used. Energy conservation and district heating are expected to benefit the Region's air. However, greater use of either fuel oil or coal would rapidly increase pollutant levels.

Another research project, funded by the U.S. Environmental Protection Agency and the U.S. Department of Energy, analyzed the air quality implications of using different combinations of natural gas, coal and fuel oil as energy sources in the Metropolitan Area. This study, to be completed by early 1982, will provide information on long-range energy use in the Area. It will estimate the effectiveness of residential, commercial and industrial energy conservation measures and the air quality effects of a

potential district heating system and expanded coal use.

During 1982, the Council will continue to monitor and analyze the regional air quality effects of transportation and to implement its Air Quality Control Plan for Transportation. This will include: 1) developing recommendations on the consistency of transportation projects and plans with air quality standards; 2) preparing a report on the status of ozone pollution in the Area; 3) reviewing environmental impact statements, and transportation and development projects for conformance with regional air quality standards; and 4) considering possible amendments to the Council's control plan.

The Council will also work with the Minnesota Pollution Control Agency to examine long-term plans and programs to maintain sulfur dioxide and particulate standards.

8A Arts

Based on its Regional Arts Advisory Committee's recommendation, the Metropolitan Council distributed \$109,796 in grants to 57 arts organizations in the Twin Cities Metropolitan Area in 1981 for arts production. A second grant review to be completed in early January 1982 will provide an additional \$139,000 for production activities.

Examples of projects funded in the past year include:

- Four concerts by sforzando Ensemble at the Walker Art Center.
- Latino Theatre production at Pillsbury-Waite Cultural Art Center.
- New Rivers Press publication of poetry and fiction.
- St. Croix Friends of the Art to present five music and dance concerts.
- Marketing and audience development for COMPAS.

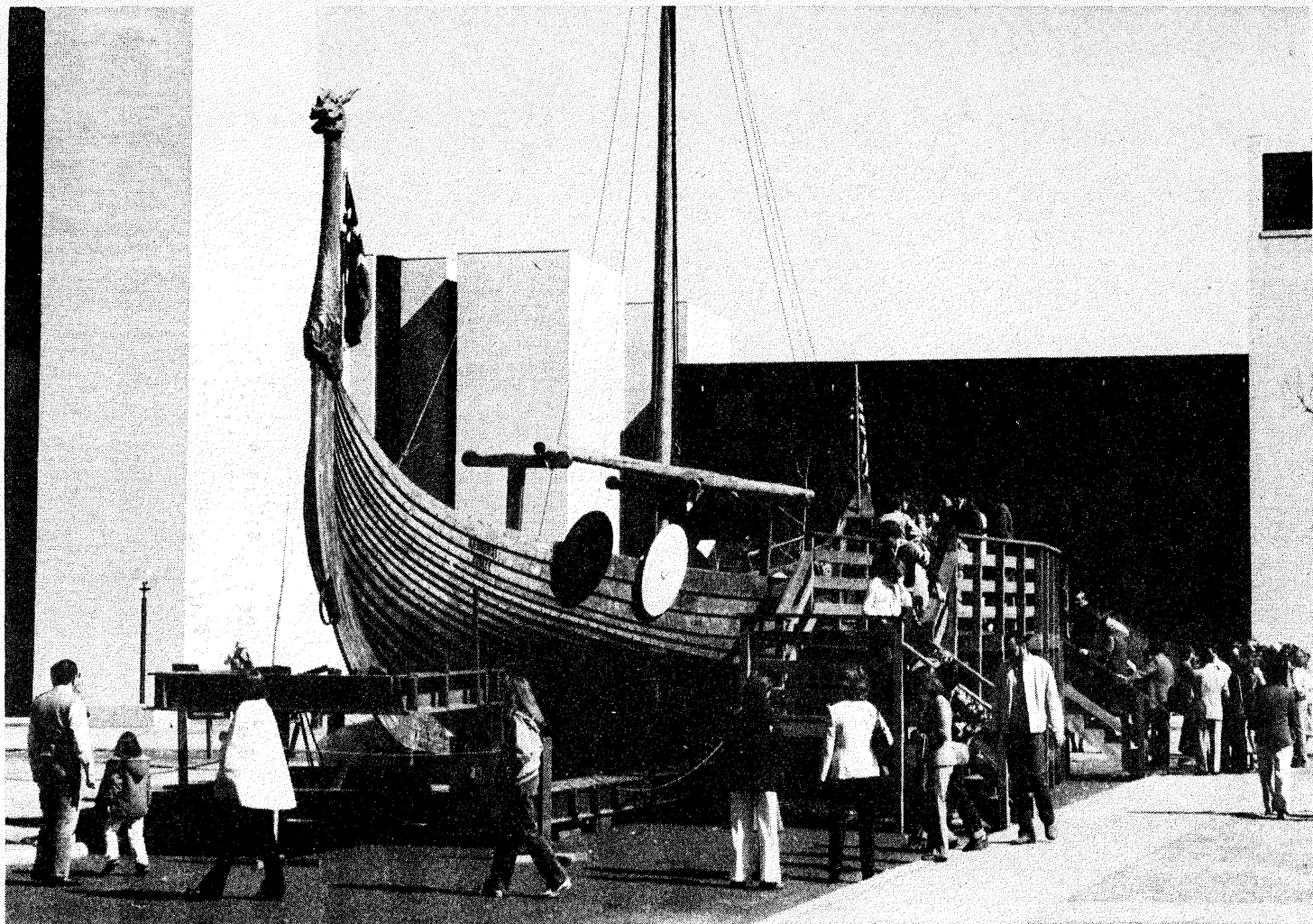
A new category of grants—sponsorship grants—was available for the first time this year. The grants make funds available on a matching basis for communities that wish to bring arts activities to their communities. The \$18,000 has not yet been awarded.

In addition, the McKnight Foundation will give the Council \$594,000 during the next six years to support long-range planning and arts programming. In this public-private partnership with the McKnight Foundation, the Council expects to award \$15,000 annually to each of six outstanding arts organizations for planning and programming.

The Council, as the Regional Arts Council for the Twin Cities Area, developed and offered two courses in basic arts management and skill-building for small arts organizations in cooperation with the University of Minnesota. Nine grants-writing workshops were given during the year and a long-range planning seminar for arts organizations was co-sponsored with the St. Paul Ramsey Arts and Science Council. The Council was one of several metropolitan organizations that planned and sponsored a three-day national conference on Arts and Cable Television.

In 1982, the Council will continue to fund arts organizations through state and private funding sources. In addition, the Council will: 1) study problems faced by the arts community in a time of decreased funding; 2) will explore possibilities for expanding funding of smaller arts organizations from the private sector; and 3) will initiate closer ties between arts service organizations and arts funders.

The Regional Arts Advisory Committee has 25 volunteer members.



Interest in the arts in the Twin Cities is evidenced by the more than one million people who toured the Viking exhibit at the Minneapolis Institute of Arts in 1981.

Local Planning Assistance

"May we help you today?" The popular advertisement is an apt summary of the Metropolitan Council's effort to provide technical planning assistance to the Region's local units of government.

The focus of the effort during the last five years has been to help smaller governmental units prepare local comprehensive plans. Part of this activity involved administering the distribution of grant funds provided by the state that pay part of the cost of local planning.

In 1981 the Council, aware of local financial conditions, released the funds earlier than originally anticipated. The Council also further simplified application procedures. In all, the Council has allocated \$3 million to 187 communities and the Area's seven counties. The

funding program covers an estimated 50 percent of local comprehensive planning costs.

Under the assistance program, the Council makes staff available to local governments involved in multi-jurisdictional disputes. During 1981, Council staff provided assistance to St. Paul and its suburban Ramsey County neighbors as the communities tried to resolve their differences over stormwater runoff (See separate report on this issue elsewhere in the annual report). Staff continued to assist seven northern Dakota County communities explore alternative ways to solve stormwater runoff issues.

Technical assistance last year included the following activities:

Staff assisted the Valley Branch Watershed District in its communications with communities in the district to make them aware of the severity of stormwater management problems and of drainage improvements proposed to solve the problems.

In energy planning, the Council provided technical resource material to local governments. It prepared publications and conducted workshops on the latest in energy considerations in local planning. The information included how local governments could conduct energy audits to reduce energy costs in public buildings and services using local expertise.

The Council also developed a computerized energy publication bibliography to reduce time spent searching for information.

Energy

In 1981 the Metropolitan Council grappled with complex energy problems by providing practical, updated information on energy use and consumption trends, conservation measures and resources.

The Council worked with the Minnesota Energy Agency, Northern States Power Co. and Minnegasco to gather current data about energy use in the Metropolitan Area. The agencies also established a monitoring process that will provide ongoing information about energy use and demand.

The Council published a report entitled *Residential Energy Use in the Twin Cities Metropolitan Area*. The report measures the cost and energy savings of several common energy conservation measures used in different types and ages of homes. The report concluded that ceiling insulation and caulking would save the most energy per dollar spent for the average house.

Council staff examined the energy use of various transportation modes in the Area, including possible areas of conservation and cost savings. Findings will be published in early 1982.

A major energy project in 1982 will be the development of a regional energy policy for consideration as the Development Framework plan is evaluated.



Only 8 percent of the Region's solid waste is now recycled. The Council's goal is to recycle about 26 percent of the Region's waste. Using all methods, the goal is to recover about 70 percent of the Region's solid waste by the year 2000.

Economics

The Metropolitan Council's primary 1981 activities in the area of economic planning involved examining the factors influencing business location decisions in the Region and, through a business advisory steering committee, examining the impact of Council policies on those decisions.

A business location report was completed during the year. It dealt with four topics: 1) Supply and demand factors in business location, with emphasis on land and services; 2) Historic and current patterns of business location in the Region; 3) Availability of urban-serviced land for commercial and industrial development in the developing suburbs; 4) The effect of local and regional plans and land use policies, public investment and tax policies on business location.

The *Business Location Study* noted that the Metropolitan Area has shifted away from manufacturing production to other aspects of industrial and commercial development. It said a trend toward a

service-based economy has implications for land use in the Region. Demand apparently is shifting away from industrial sites for factories to space for offices, warehouses, clean assembly, and research and development.

The location report was examined by the Council's Economic Technical Advisory Committee, a group of business, labor and government representatives set up to provide expertise on economic issues. The committee looked at how the Council might adjust its policies for the orderly development of the Region to ensure the future availability of an adequate amount of commercial/industrial land.

The committee concluded that the Region has enough developable land to meet commercial and industrial needs to the year 1990, but that it is not distributed evenly. Most of it is located south and west of Minneapolis, where most business growth is occurring, and some to the north and northwest. All

but a tiny fraction of the development is occurring within the boundaries of the Metropolitan Urban Service Area where urban services such as sewers and transit are available.

Although the business advisory committee completed its work and disbanded, it recommended that a permanent business advisory committee be established. It also encouraged the Council to strengthen its economic planning. In 1982 the Council intends to conduct some of the economic research and initiate the policy development that is needed. Research will be undertaken in 1982 toward the 1983 revision of the Development Framework plan.

In 1982 the Council's economic program will assess the economic strengths of the Area and analyze its advantages and disadvantages in relation to the national industrial market. It will examine land use trends and continue to monitor the vacant land supply, including commercial and industrial land. It will also examine labor force trends.

Research

The research program is the Region's "observatory" for tracking population, economic and land use trends. The program also prepares forecasts of population, employment and households that help the Metropolitan Council sketch out future trends.

In 1981, the research program added two more key data items—income and employment—to those the Council publishes regularly for use by local governments, the private sector and the general public. The Council also publishes data on industrial and commercial construction, population growth and residential development.

The year also marked the beginning of Council efforts to disseminate and analyze 1980 census data. In 1981, the Council published census data on trends in racial and ethnic minority population; a more detailed analysis is under way. The Council's annual regional population estimates turned out to be very close to 1980 census data.

The research program updated land use data that shows how much land is used for residential, commercial or industrial purposes in the Metropolitan Area. That effort was made possible by aerial photos acquired in 1980.

The program also prepared employment forecasts that the Council will use to forecast energy use in the Region. This data will provide a starting point for a more thorough analysis of the regional economy and refinement of the employment forecasts.

In 1982, the Council will analyze and disseminate 1980 census data that becomes available in 1982. Expected items include age of population, household composition and key housing statistics.

Data from the 1980 census will serve as a "base line" to be used by the Council in updating its forecasts of total population and households in the Region. The Council will use its 1981 analysis of aerial-photo land use data to break down the regional forecast totals into forecasts for individual counties, townships and cities in the Metropolitan Area.

The program will produce a report on land use trends in the Region from 1970 to 1980, and publish additional economic data in 1982. It is also expected to increase its role in providing data to local governments, public agencies, the private sector and the general public. New data in 1982 will include newly available census data, new land use data and revised Council population, employment and household forecasts.



City Center construction at 6th St. and Hennepin Av. in downtown Minneapolis. The Council is gearing up to more fully incorporate regional economic considerations in its planning.

Crime Control

Crime and crime rates continue to grow in the Twin Cities Area. In 1980, 64 percent of serious crimes reported in Minnesota occurred in the Seven-County Metropolitan Area, although the Area has only 49 percent of the state's population.

The increasing rate, or number of offenses per 100,000 Area inhabitants, increased nine percent from 1979 to 1980, and 31 percent over the 1970s. Yet the population grew only 5.9 percent over the decade.

Among the nation's 25 largest metropolitan areas, however, the Twin Cities Area had one of the smallest increases in the rate of violent crime from 1979 to 1980.

Criminal activities in the Area cost in excess of \$460 million each year. Much of this loss appears in the form of higher insurance rates and higher prices for consumer goods.

Twin Cities Area governments spend well over \$150 million each year on a variety of law enforcement and public safety activities. Federal and state agencies spend additional millions on investigation, enforcement, adjudication and corrections in the Metropolitan Area.

Juvenile crime accounts for a major portion of all crime committed in the Area. One in three arrested for murder, manslaughter, rape or robbery is a teen-ager, 18 or younger. Juveniles made up about 30 percent of the Area's population in 1978, but accounted for 36 percent of the arrests for violent crimes and 43 percent of all arrests in the Area.

What is the Metropolitan Council's role in combatting crime?

Since 1970, the Council has worked through its Criminal Justice Advisory Committee to help strengthen the criminal justice services needed in the Region. The Council's criminal justice program works with local government and criminal justice professionals to develop consensus on what direction to take. The program seeks to coordinate programs and avoid unnecessary duplication of resources among the Area's many criminal justice agencies.

The Council reviews local applications for federal grants for consistency with regional plans and helps local governmental units carry out law enforcement and other programs.

In response to local concerns regarding youth crime, the Council adopted a set of crime control policies and plans in

1981, thereby bringing up to date Council plans formed in 1973.

Last year the Council staff completed a study of the impact of federal, state and local budget cuts on programs that contribute to the prevention of youth crime and delinquency. In addition, staff surveyed all local law enforcement agencies to determine to what extent they had specialized personnel to deal with community youth problems. The staff also completed an annual analysis of Area crime trends for 1980 and the preceding decade.

Given the growing demand for public protection and the decrease in public resources, local law enforcement officials asked the Council to help them develop a police executive training program in the Metropolitan Area.

In 1982, the Council will continue its efforts to support local law enforcement officials. The Council's advisory committee plans to bring recommendations from the state attorney general's task force on violent crime to the Region's local criminal justice officials for their consideration. The Council will continue implementation of its recently adopted juvenile justice policies. It will also work with Area law enforcement officials to develop and implement the police executive training program.



A fall music festival on Nicollet Island in Minneapolis.

10A

Parks and Open Space

The regional parks and open space system continued to grow in 1981, albeit at a slower pace than in previous years.

During the year, the Metropolitan Council authorized additional grants totalling \$8,019,385 for acquisition (48 percent) and development (52 percent) of the regional park system. This brought the total amount for those purposes to \$99,202,808 since the grant program was begun in 1974.

The Council requested \$22.5 million in additional state bond funds from the 1981 State Legislature to continue the grant program for fiscal 1982-83. The Legislature appropriated \$12.49 million. A major effort during the last half of 1981 was to review and revise the regional parks capital improvement program (CIP) to match this reduced level of funding. The Council adopted the revised CIP in November.

Early in 1981, the Council appointed a 24-member Operation and Maintenance Funding Task Force, including a representative appointed by each of the 10 regional park implementing agencies. The task force was asked to prepare recommendations for revenue sources and distribution formulas for funds for some of the operations and maintenance (O & M) costs of the regional park system. The present system, by which all O & M costs for regional parks are paid from local sources (primarily property taxes), has slowed acquisition and development of some parks. It also has caused substantial fiscal inequities among taxing districts in the Metropolitan Area.

By late November, the task force had presented its report and recommendations to the Council, which held a public meeting to hear comments on Dec. 3.

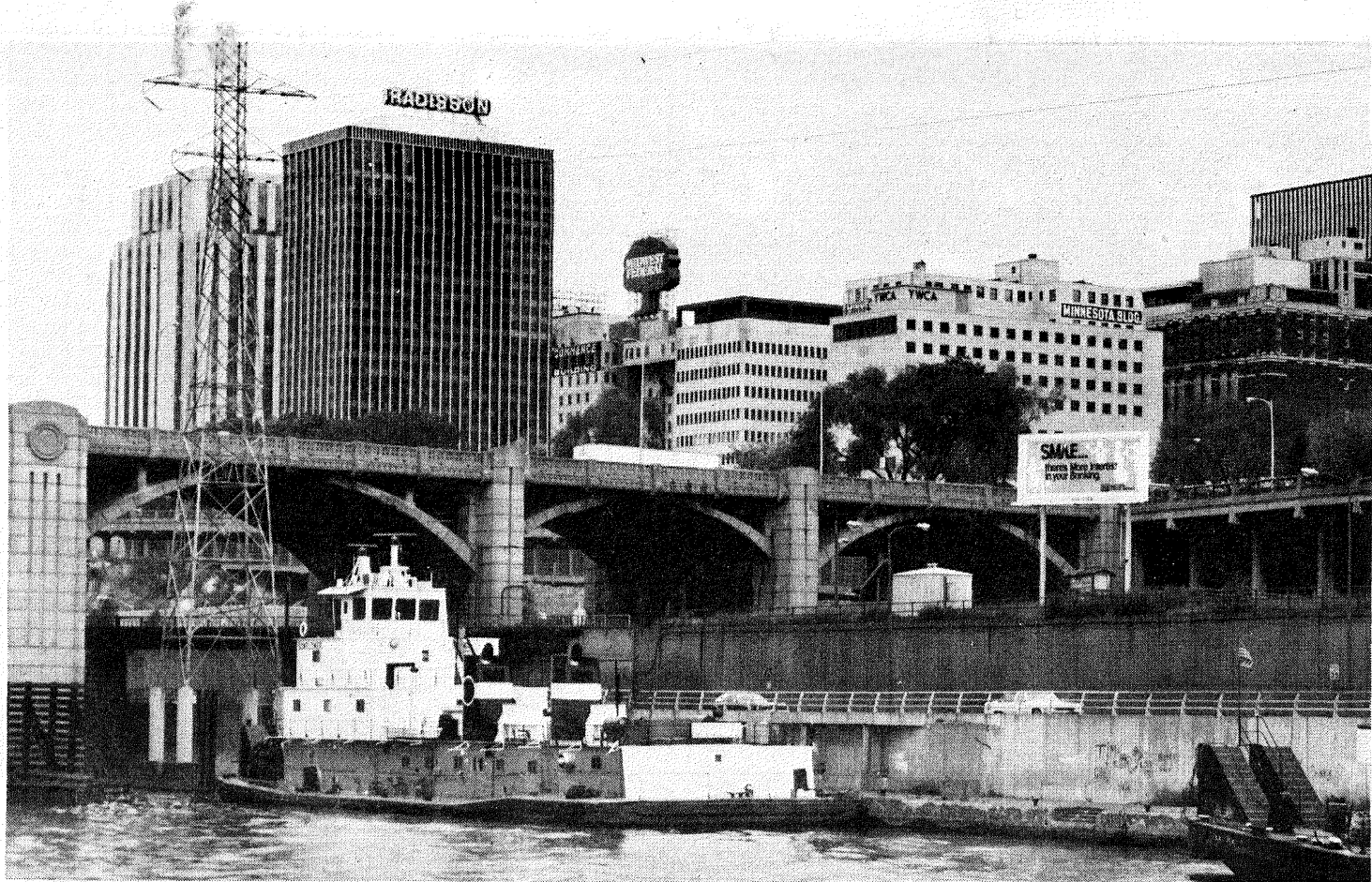


Central Mississippi Riverfront Regional Park is being developed just a glance away from downtown Minneapolis.

Other staff work during 1981 included the annual review and ranking of applications for federal and state funds for local park acquisition and development, continued participation with the state agencies on the Water Access Task Force, and support to the Metropolitan River Corridor Study Committee established by Congress.

A major effort in 1982 will be to conduct the second system-wide survey of regional park users. The first was done in 1977-78. Surveying will run from spring 1982 through the winter of 1982-83. The purpose is to gather up-to-date data on park users (numbers, origins, park activities, evaluations, etc.) to provide a basis for planning future facilities.

Natural Resources



The Sunflower is moored just below the Robert St. Bridge in St. Paul, the same spot that is home for the Delta Queen during the summer. The Region's rivers are a vital natural resource that shaped the Region's past and will influence its future.

The Metropolitan Area's natural resources—ground water, lakes, rivers, open space and rock supplies—got a critical look in 1981 through numerous environmental reviews and research projects.

Metropolitan Council staff surveyed 30 of the Area's most-used lakes as part of a study to determine water quality trends in the Area.

The Council's groundwater model, which represents the water aquifers in the Area, is closer to being operational. The model should be ready in 1982.

Another Council study analyzed current and potential barge fleeting on the Mississippi River, and offered recommendations to the Minnesota Environmental Quality Board for future efforts. The report concluded that by 1990 the Metropolitan Area may need to double the number of fleeting (parking) sites.

The Council began an inventory of the Area's sand, gravel and crushed rock resources. The study also included an analysis of supply and demand, transportation costs, possible conservation measures and the potential of alternative rock resources.

In 1982 staff will test seven lakes to determine the relationship between land use and the amount and quality of runoff into the lakes. The test findings will be used to develop lake restoration techniques, to be submitted to the Minnesota Pollution Control Agency and the Environmental Protection Agency. The Council will also conclude development of the groundwater model, and will evaluate water supply and demand, conservation and the quality of groundwater protection programs in the Metropolitan Area.

Developmental Disabilities

In 1981, the Metropolitan Council's Developmental Disabilities program continued to develop information from which to plan and coordinate provision of services in the Region for people who are developmentally disabled. A developmentally disabled person has a severe, chronic physical or mental handicap that begins before age 22, and substantially interferes with basic living skills. Such people need special services.

The program produced the second in a series of reports on trends within the Region's developmentally disabled population. The report included the population's characteristics, changes in services received, utilization rates and need projections for the short-term future.

A respite-care (short-term care) need survey and conference sponsored by the Council influenced the selection of respite care as the focus of state-funded grants for 1981-82. As a result, 225 individuals were provided respite care services in the Region.

The developmental disabilities component of the Metropolitan *Health Systems Plan* was revised to include current need estimates for services and more appropriate guidelines and criteria for reviewing projects.

Plans for 1982 include Metropolitan Area surveys on staff burnout and turnover in developmental disability residential facilities and on the training needs of those who work directly with severely handicapped persons. The Council will work with county personnel to produce a study aimed at identifying a less costly residential model for developmentally disabled adults.

A 25-member task force assists the Council and Health Board in their developmental disabilities planning.

Emergency Medical Services

The Region's Emergency Medical Services (EMS) plan, developed by the Metropolitan Council, sets goals for a regional EMS system. EMS serves people at the scene of a medical emergency, during transportation to a hospital, and in an emergency care center.

During 1981 the Council adopted an EMS radio communications plan and published reports on ambulance service trends and on EMS public information needs.

The Council helped the Region's three eastern counties (Dakota, Ramsey and Washington) secure funding for the east metro EMS radio communications system. The system will improve communications between emergency-room physicians in hospitals and paramedics attending victims at emergency scenes.

The EMS program worked with community health service administrators in the Region's seven counties, and with the Metropolitan Inter-County Association (MICA) to develop an agreement for the long-term coordination of emergency medical services in the Area.

In 1982 the Council will help the counties complete implementation of the east metro EMS radio communications system, which is expected to be in use by the end of the year. Full responsibility for long-range EMS coordination in the Area will be turned over to MICA and the community health service administrators.

A 25-member EMS Advisory Committee has helped the Council during its several years of EMS planning.

Comprehensive Planning

Significant progress was made in the coordination of regional and local governmental planning in the Area in 1981.

The Metropolitan Council's Development Framework plan, adopted in 1975, calls for new construction in developed and developing urban areas, but not in rural areas. Local-level planning to complement the Region's growth plan was required by the Legislature in 1976 when it passed the Metropolitan Land Planning Act (Minn. Stat. secs. 473.851-473.872). City, township and county plans, expected to be completed in 1982, are to conform with regional "systems" plans for sewers, airports, transportation and parks. They should also be consistent with regional plans for land use, housing, environmental protection and solid waste.

At the end of 1981, the Council had completed its review of 135 of 195 comprehensive plans. It had received all but five plans. Eight of the 135 plans required modifications to make them consistent with regional systems plans. No local government appealed a Council-mandated modification. As a result, four municipal comprehensive plans were amended and subsequently approved by the Council.

The Council has reviewed all but one of the 49 school district capital improvement programs required by the land planning act. Three amendments to school district capital improvement programs were also reviewed in 1981.

The Council approved the five-year development programs and annual capital budgets of the five metropolitan commissions it oversees under state law. The commissions and their estimated 1982 capital expenditures are as follows:

- Metropolitan Parks and Open Space Commission (MPOSC), \$13.6 million.
- Metropolitan Transit Commission (MTC), \$17.9 million.
- Metropolitan Waste Control Commission (MWCC), \$59.3 million.
- Metropolitan Airports Commission (MAC), \$54.5 million.
- Metropolitan Sports Facilities Commission, \$15 million.

In addition, the Council issued \$32.2 million in bonds to finance improvements at the Pig's Eye sewage treatment plant in St. Paul and throughout the system.

As part of local planning accomplished under the land planning act, local governments identify land they intend to keep in agricultural use. The 1980 Metropolitan Agricultural Preserves Act (Minn. Stat. secs 473H.01-473H.17) helps local communities carry out their plan to keep such land in agricultural use.

Under the law, land in an "agricultural preserve" is taxed at agricultural use value rather than market value; mill rates are reduced to rates comparable to out-state areas; and special assessments for urban sewer and water are prohibited. To be eligible, though, the community must plan and zone the land for long-term agriculture.

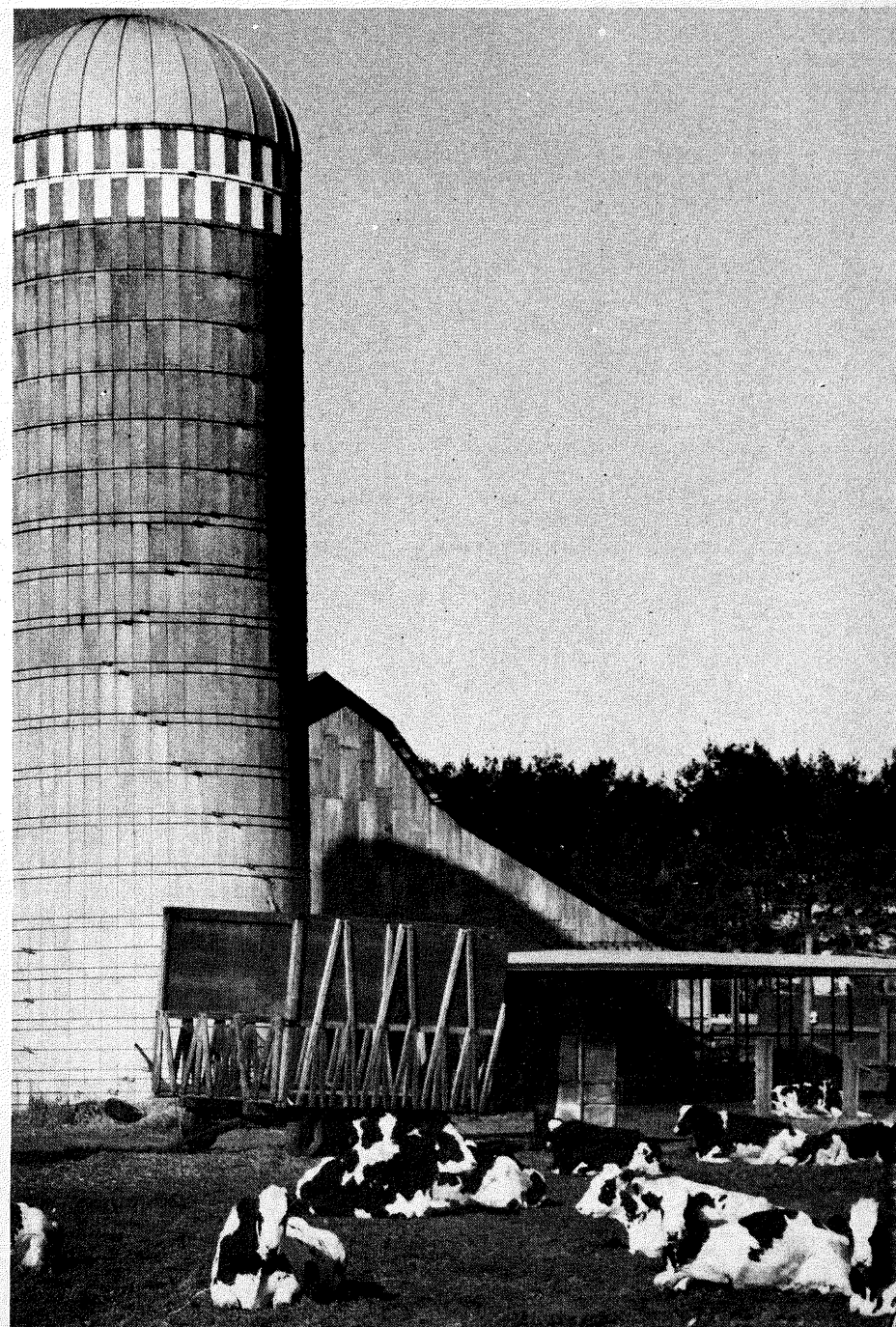
Thirty-nine agricultural preserves totaling 4,231 acres have been established to date. At least 260,000 acres have been certified as eligible for agricultural preserves. The Council maintains a map file of all certified agricultural lands.

In 1982, the Council intends to continue reviewing comprehensive plans and amendments to plans and school capital programs. It plans to analyze the effectiveness of the land planning act and, if appropriate, prepare legislative amendments.

The Council and the MWCC will conduct a joint study of how MWCC costs are allocated to local governments and how they are paid. The study will evaluate such things as user fees, rate structures, and sewer availability charges (SAC), which could lead to substantial changes in the payment of regional sewer charges.

The Council will prepare a new fiscal profile of the Region and a regional capital improvement program. The latter will provide a composite picture of regional needs in such areas as sewers, highways and parks, and, to the extent possible, a composite picture of local needs as well. The emphasis will be on new capital facilities and maintenance of existing facilities.

In 1981, the Council began the first steps prior to revising the Development Framework plan. Criteria and policies applying to "Freestanding Growth Centers" were examined. These are the 13 cities in the rural portions of the Area (such as Hastings, Stillwater and Waconia) designated to accommodate growth



Protection of valuable farmland is possible through the 1980 Metropolitan Agricultural Preserves Act.

that would otherwise occur as scattered, rural non-farm development. Limited federal, state and local money has become a major concern in determining the number of Freestanding Growth Centers.

Among other planning issues the Council examined in 1981, and which it expects to continue examining in 1982, are the following:

- Revising the Area's growth forecasts.
- Defining policies concerning the rural service area and rural centers.

- Strengthening policy to ensure retention of existing environmental protection guidelines.
- Adjusting the perimeter of the 1990 Urban Service Area and defining the area for the year 2000.
- Resolving conflicting uses of the major river corridors in the Metropolitan Area.

A 17-member Land Use Advisory Committee advises the Council as it carries out its duties under the land planning act.

Communications with the Public

The Metropolitan Council walks two roads in its communications effort.

One road involves asking for advice from the hundreds of citizens, local officials and others who function as regional affairs advisors, and providing opportunities for the public to participate in the formulation of regional plans.

The Council has 11 standing advisory committees. It also creates special citizen task forces from time to time to examine specific issues. About 1,500 people volunteer their time to serve on the committees, task forces and supporting regional advisory groups. The committees are given substantive assignments, and the Council usually finds committee recommendations to its liking.

Members of Council advisory bodies are recruited by the Council from the general public through an "open appointment" process. People interested in appointment to these committees need only summarize their qualifications and interests on a simple form. Applications are screened when vacancies occur. There is often competition for appointment, and committee membership must often meet certain consumer, professional or representational criteria.

In 1981, as part of an effort to strengthen its "outreach" program, the Council moved many public meetings and hearings from its downtown St. Paul headquarters to communities directly affected by Council decisions. The hearing for a new Burnsville hospital was held in Burnsville High School, several freeway hearings were held in affected neighborhoods, and a number of sludge disposal site hearings were conducted in areas with potential sites.



Ernest Lindstrom (right) and William Sando (behind Lindstrom) talked with landowners at the site in Eureka Township, Dakota County, being considered for sewage sludge ash disposal.

The Council expanded its effort to involve representative groups in the Region in the development of the Council's long-range work program and budget. Through a series of shirt-sleeve sessions in June and July, about a dozen community groups gave the Council their recommendations on priorities for Council activities in the years ahead.

The State of the Region conference, the Council's major public event of the year, was dedicated to the subject of health-care costs. Speakers and panelists aired a variety of opinions on how to deal with this serious public problem.

The second road the Council walks involves an extensive communications effort to keep people informed about issues pending before the Council. This is accomplished in part through a monthly publication, the *Metro Monitor*, which has a circulation of about 19,000. In addition, the Council publishes a semi-monthly *Review*, a one-page newsletter that summarizes Council activities. The publications are free and available to the public by calling 291-6464. General information about the Council and regional commissions is also available at the same number.

All meetings of the Council and its standing advisory committees are open to the public. The full Council meets the second and fourth Thursdays of the month at 4 p.m. Its standing committees generally meet as follows: Human Resources, second and fourth Monday afternoons; Physical Development, Thursday afternoons; Transportation Subcommittee, Tuesday afternoons; and Executive Committee, Tuesday afternoons.

Air Transportation

The usual way to look at an airport noise problem is to see how landings and takeoffs can be made quieter and, thus, more compatible with the airport's neighboring environment.

But there is a second way to look at the problem, which continued to be a subject of Metropolitan Council attention during 1981. This approach involves seeing what might be done to make the neighboring areas compatible with aircraft operations.

Both approaches are necessary to get at airplane noise problems. But the study of land use compatibility has been a particularly timely one for the Twin Cities Area. Communities around the Region's airports have been developing local comprehensive plans, which include identifying future land uses. At the same time, the Council, local communities adjoining airports and the Metropolitan Airports Commission (MAC) have been discussing development of noise impact zones to guide local land use planning.

The focus of Council activity in 1981 was on the development of programs to deal with the more serious noise problems and to prevent future problems through land use decisions. Suggestions on how to do so were at the formative stage in 1981.

On the other hand, knowledge about an airport's normal flight patterns can be a useful tool to aid long-term decisions about locations of public facilities.

The Council reviewed a preliminary master plan prepared by the MAC for Anoka County-Blaine Airport. In so doing, the Council provided a metropolitan perspective on changes suggested for the facility.

In 1982, the staff will conduct a study of the role aviation plays in the Twin Cities Area economy. One objective of the study is to quantify the economic relationships between the aviation system and the economic activity of the Region as a whole, and among its local governmental units. The study will provide information from which to evaluate changes or constraints on the aviation system based on the economic well-being of the entire Region.

Equal Opportunity

The Metropolitan Council's Equal Opportunity Program contains policies and actions to ensure fair and equal treatment for all persons in employment, Council-contracted goods and services, citizen participation and benefits under federally funded programs.

As the Council completed its third year of the program, more than 7 percent of Council staff was comprised of members of the minority community; females represented 54 percent of the staff complement. A new affirmative action officer was appointed and a 12-member staff advisory committee was created during the year.

Referrals

Some 1,226 proposals were referred to the Metropolitan Council for review in 1981 under federal and state directives. Council review serves as a vehicle to both coordinate regional and local planning and to bring proposals into the public arena for discussion.

Among the items were metropolitan commission plans, environmental assessment worksheets, environmental impact statements, local comprehensive plans, energy and economic development grants, and community development block grants.

The *Appendix* to this report contains the complete list of referrals.



Sen. James C. Pehler, St. Cloud (left), makes his point during a meeting on the need for a statewide urban reinvestment program. Council members Kathleen Ridder (center) and Roger Scherer (right) look on.

Metropolitan Significance

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

One matter was reviewed under the law during 1981. It concerned the proposed relocation of the Renaissance Festival from Jackson Township in Scott County to Lakeville in Dakota County. The review was initiated by Credit River Township, which borders Lakeville to

the west. The township contended that moving the festival to Lakeville would cause traffic and environmental problems.

The Council reviewed the matter and concluded that the proposed move would not have a negative effect on the Metropolitan Area.

This was the first full metropolitan significance review conducted since the regulations were promulgated in early 1978.

1981 and 1982 Budget Summary

The Metropolitan Council will continue its planning and urban research activities in 1982 under a \$9.6 million work program and budget.

The 1982 budget estimate matches the Council's 1981 budget. Revenues will come from three main sources; \$6.2 million, or 64.5 percent, from local sources; \$448,000, or 4.6 percent, from state sources; and \$2.97 million, or 30.8 percent, from federal sources. The last figure represents a reduction of about \$1 million from federal funds available to the Council two years ago.

Most local funding for the Council comes from a region-wide property tax levy of 8/30th (.267) of one mill. The levy is expected to raise \$5.15 million in 1982, or 53.4 percent of total Council revenue. The second largest local funding source is "chargebacks," or payments to the Council from the metropolitan commissions, for planning services provided those agencies by the Council. The Council expects to receive \$967,000, or 10 percent of its revenue, from this source in 1982.

The adopted 1982 budget includes reduced levels of activity in several programs and the elimination of the emergency medical services program.

1981 Publications

The Metropolitan Council published and distributed more than 100 reports and planning documents on a wide variety of subjects in 1981. The reports contain a wealth of information on population, employment, energy, housing, households, and commercial, industrial and retail activity in the Region, to name a few subjects.

A major series of housing reports, the *Housing Market Study*, was completed during the year. The series contains a comprehensive analysis of housing needs, occupancy trends, production, affordability, financing, maintenance and land use in the Twin Cities Area.

In addition, the Council continued to meet public needs for consumer information. Reports were produced during the year containing information on:

- Locations of facilities for developmentally disabled people.
- Locations, hours, fees and size of public boat launches and public trails throughout the Area.
- Locations of more than 200 recycling centers.
- How farmers can preserve their land from urban encroachment through a new state law.
- School and school district locations and student enrollment trends.
- How to make use of 1980 census block data as it becomes available.

Most public service materials are available free or for a small cost.

A list of all Council 1981 publications is contained in the separate *Appendix* to this report. An up-to-date list of Council publications can be obtained by calling the Public Information Office at 291-6464.

The Council budget has leveled off in the \$9 to \$9.6 million range since 1979. At the same time, the Council has found it necessary to alter the scope and extent of its activities because of the 40 percent inflation that has occurred during the period.

One result of this reduced activity has been a reduction in the number of staff employed by the Council. In 1980, the Council had 237 staff. The 1982 budget is based on 212 staff, or 11 percent fewer than in 1979.

Complete financial information is contained in the separate *Appendix* to this report.

Programs	1981 Estimate	1982 Estimate	Source of Revenue	1981 Estimate	1982 Estimate
Aging	\$ 506,895	\$ 610,498	Federal Sources		
Arts	130,084	143,415	Department of Transportation	\$1,252,600	\$ 810,000
Cable Television*	—	49,140	Department of Housing and Urban Development	1,028,100	1,160,300
Crime Control Planning	266,506	176,594	Environmental Protection Agency	424,400	58,000
Developmental Disabilities	130,477	138,285	Department of Health and Human Services	1,415,300	937,200
Emergency Medical Services	187,753	107,821	Federal Subtotal	\$4,120,400	\$2,965,500
Foundation Outreach*	—	38,451	State Sources		
Health	901,952	722,604	Chapter 161 Referrals	\$ 20,000	\$ 20,000
Housing Planning	478,249	489,908	Arts Board	55,000	61,800
Human Services Block Grants*	—	29,322	Crime Control Planning Board	36,300	0
Metro HRA	791,338	1,060,300	State Waste Management Act	59,800	0
Human Resources Department	\$3,393,254	3,566,338	Pollution Control Agency Contracts	0	166,000
Policy Development	272,967	540,188	Park Planning Appropriation	0	200,000
Policy Implementation	564,535	375,069	State Subtotal	\$ 171,100	\$ 447,800
Research	442,548	613,871	Local Sources		
Referral Administration	69,086	57,571	Reimbursement from Metropolitan Commissions	\$1,085,850	\$ 967,000
Local Planning Assistance	284,585	427,291	Interest on Investments	90,000	100,000
Air Quality Management	216,552	96,932	Council Ad Valorem Tax Levy	4,143,900	5,133,000
Natural Resource Management	223,849	412,205	Reserve for 1980 Salaries and Benefits Payable in 1981	140,000	0
Solid Waste Management	430,059	366,070	Other: Foundation Grants, Bloomington, McKnight Foundation	122,500	9,000
Water Pollution Control	226,035	393,326	Local Sources Subtotal	\$5,582,250	\$6,209,000
208 Water Quality Management	505,809	86,060	TOTAL COUNCIL REVENUE	\$9,873,750	\$9,622,300
Parks and Open Space	496,912	675,941	Less: Reserve	198,785	
Air Transportation	147,016	157,423	TOTAL AVAILABLE FUNDS	\$9,674,965	
Land Transportation	1,607,005	1,030,624			
Physical Planning Department	\$5,486,958	\$5,232,571			
Geographic Base File	100,465	100,817			
Chairman's Office	409,652	438,045			
General Council Expense	284,636	144,929			
Total	\$9,674,965	\$9,482,700			
Reserve		139,600			
METROPOLITAN COUNCIL TOTAL	\$9,674,965	9,622,300			

*New program, 1982