

# COMMISSION ON MINNESOTA'S FUTURE

# A Progress Report to the Minnesota Legislature

NOVEMBER 30, 1974

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### FORWARD

The Commission on Minnesota's Future was established by the 1973 Minnesota Legislature to prepare, for consideration by the Governor and the Legislature, a proposed state growth and development policy. The Commission, composed of 40 citizens appointed by the Governor, the chairman of each Regional Development Commission, the chairman of the Metropolitan Council, the director of the State Planning Agency and 12 state legislators, began operation October, 1973 This document is the Commission's first progress report to the Governor and Legislature.

While it contains no final Commission recommendations on growth and development, it does represent the first-year efforts by the citizens and the elected and appointed officials concerned about the future of Minnesota. It contains the general operating guidelines and assumptions of the Commission, a description of the process used by the Commission in addressing its task, and a summary of the information and findings the Commission has developed

The Commission's operations have been structured by its members to minimize control by any special interest and at the same time to enlist the advice and counsel of many different kinds of experts, including concerned citizens. The meetings of the full Commission and its working committees have been held publicly around the state so that citizens of Minnesota have had the opportunity to witness first-hand the Commission's deliberations and to participate in a dialogue with Commission members.

The Commission publishes this progress report not only to report to the Legislature but also with the hope that comments and suggestions will be forthcoming regarding Minnesota's future course. It welcomes both help and participation in identifying where Minnesota is headed, what alternative courses are open to it, and what preferred future courses might be considered.

### INTRODUCTION

The 1973 Minnesota Legislature established the Commission on Minnesota's Future and charged it with preparing for consideration by the Governor and the Legislature; (1) a proposed growth and development policy for the state; (2) reports assembling relevant information regarding the future of the state; (3) an examination of long-range plans by state departments and agencies, including the University of Minnesota and state colleges, and an assessment of their possible impact on state growth and development; (4) reports on the development implications of major state decisions; and (5) a formal report on Commission activities to be submitted no later than November 30 of each even-numbered year. In performing its duties, the Commission is encouraged to consult with citizen groups, farm, business and labor organizations and other agencies and organizations, including those of the federal government concerned with Minnesota's future

At the Commission's first meeting on October 28-29, 1973, in Alexandria, general operating guidelines were adopted. During its legislated lifetime, the Commission will:

- --- Work closely with the citizens of the state in deliberating growth and development strategies.
- Focus on the long-range planning process rather than try to create "the plan" for the future of Minnesota.
- --- Place primary emphasis on the growth and development of the individual citizen in Minnesota.
- Develop information which will allow Minnesotan: to assess past and probable future trends in the state
- --- Examine the growth and development consequences of probable future trends
- Suggest alternative growth and development strategies, identify the preferred alternative, and

suggest how this preferred alternative might be achieved.

Since October 1973, the Commission has met as a full commission or committee of the Commission on 36 days. The meetings were held around the state, were widely publicized and open to the public. The primary objective during its first year of operation: to develop information which will allow Minnesotans to assess past and probable future trends in the state. To accomplish this task, the Commission created four committees — the Natural Environment Committee, the Man-Made Environment Committee, the Human Environment Committee, and the Government Environment Committee. The full Commission charged each working committee with these tasks:

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- Determine a working agenda
- Identify past and future trends or problems in each topic identified in the working agenda
- Relate the trends or problems to state agency shortrange and long-range plans, if such plans exist
- Relate the trends or problems to growth and development

Each committee met at least once a month during the past year. Technical experts, interest groups and state agency officials were invited to address the topic under consideration. The Committees then worked together with staff to prepare an information report to the full Commission. The following pages reflect summaries of the information reports which were ratified by the full Commission. The topics constitute integral components of a growth and development strategy and thus serve as a progress report to the Governor and Legislature. This document does not contain any final Commission recommendations on growth and development; those will be made in the November 30, 1976 report.

### POPULATION

#### Introduction

The Commission has studied the historical development and projections of Minnesota's population to aid in understanding its impact on growth and development. The results of the study are presented below, beginning with findings of past trends of population characteristics. These trends are then projected, in most cases, to the year 2000, and the impact of these trends is then considered, with emphasis on the likely areas of conflict within and between existing systems. IT SHOULD BE NOTED THAT THE STATE DEMOGRAPHER WILL HAVE CURRENT POPULATION PROJECTIONS EARLY IN 1975 AND WE WILL UPDATE OUR FINDINGS AT THAT TIME. Lastly, the Commission has identified some alternative policy objectives and general policy tools which could be used to deal with population projections, and which are within the state's range of authority and influence.

### Findings

The dynamics of population change merit careful consideration. That change is in part related to the movement of people in response to the perceived opportunities and benefits stemming from a particular location. These individual decisions are affected, although largely indirectly, by policies already existing in both the public and private sectors. The Commission wants to emphasize the point that its recommendations in nearly all areas will have the potential of either reinforcing or altering current population trends. It would be wise therefore to consider the demographic impact of such suggestions.

**Growth.** Minnesota has gained an average of approximately 300,000 people each decade since 1900, reaching a population of 3.8 million in 1970 This gain has been realized in steady, if not spectacular, steps and at an average rate of 11.8% per decade. This was less than the national average of 15.1% per decade, but greater than the 6.8% rate of the West North Central Region (a geographic region defined by the Census Bureau, which includes Minnesota).

The population density of Minnesota has increased with the population reaching 48 persons per square mile in 1970. It still is less densely settled than the nation, however, and ranks 31st among the 50 states. This low density is also characteristic of the Twin Cities metropolitan area when compared with other urban areas. The Minneapolis-St. Paul Standard Metropolitan Statistical Area is 15th of 243 SMSAs in total population but 36th in density.

Urban/Rurat Distribution. The manner in which Minnesuta's population is distributed has changed in a significant, although not unique, way. In 1900, most of the residents relied on agriculture for amployment. Consequently, the rural areas accounted for 65.9% of the state's population By 1970, the population was reversed, 66.4% of Minnesotans were classified as urban residents, and rural residents accounted for 33.6% of the population — 12.8% living on farms classified as rural non-farm residents?\*

Age. The median age of Minnesotans, nearly the same as the national median, was 22.0 in 1900, rose to 30.6 in 1950 declined to 26.8 by 1970, and is expected to rise again untrithe year 2000.

**Poverty.** According to information compiled in the 1970 census, nearly 400,000 pcople, 10.4% of Minnesota's population, have incomes below the poverty level \*\*

Interstate Migration. Although the magnitude of interstate migration has traditionally been high in the U.S., it has not had a significant impact on Minnesota's aggregate population in the recent past. Research by the Upper Midwest Council indicates that despite a turnover in Minnesota of more than one-half million people from 1965 to 1970, the net loss in population due to migration was only about 15,500, approximately half of the net 1  $\pm$  from 1955 to 1960.

The net statistical effects of micration overlook the characteristics of the migrants. Knowing who moves and why may well be more important than the net figures of population gain or loss. Migrants tend to be younger, better educated, and more aggressive than those who do not move. If "in" and 'out" migration are not balanced, the result of this pattern could be removal of the most talented and innovative people from some areas. Such an imbalance, however, did not appear to be of significant importance during the time period of this study.

The movement of people can be associated with several locational traits, primarily real or perceived economic op-

\* URBAN AND RURAL RESIDENCE - Definition - ". . . the urban population consists of all persons living in (a) places of 2,500 inhabitants or more incorporated as cities, villages. boroughs and towns, but excluding those persons living in the rural portions of extended cities; (b) unincorporated places of 2,500 inhabitants or more; and (c) other territory, incorporated or unicorporated, included in urbanized areas. The population not classified as urban con stitutes the rural population. The rural pupulation is subdivided into the ruralfarm population, which comprises all rural residents living on tarms, and the rural-nonfarm population, which comprises the remaining rural population .... the farm population consists of persons living on places of 10 or more acres from which sales of farm products amounted to \$50 or more in the preceding calendar year or on places of less than 10 acres from which sales of farm products amounted to \$250 or more in the preceding year. Persons in rural territory who did not meet the definition for the rural farm population were classified as nonfarm residents." Source. Census Bureau

\*\* Families who fall into one of the following categories:

- -1 or 2 persons, annual income of \$3000 or less;
- -3 or 4 persons, annual income of \$5000 or less,
- -5 or 6 persons, annual income of \$7000 or less.
- -7 or more persons, annual income of \$9000 or less

(Washington Center for Metropolitan Studies)

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portunity. People in the labor force tend to migrate to areas holding the promise of good jobs. Another important locational characteristic which attracts significant numbers of in-migrants is access to natural amenities. This is particularly important for people of retirement age, and for those who can substitute long-range commuting for living close to a job.

### Projections

By extrapolating recent trends in Minnesota's population, it is possible to make projections of its future size, distribution, and structure. Some probable elements of Minnesota's demographic future in the year 2000 include:

- The state's population will be less than 4.5 5 million
- 75%-80% may be classified as urban
- -- Urban residential densities will decrease as core city residents move toward suburban amenities.
- Median age will increase to approximately 33 years.
- Poverty will increase in urban areas, both in magnitude and proportion.

Although reduced birth rates and zero population growth stimulate much discussion, the projected population of Minnesota appears to be fairly stable. Assuming that migration will have a negligible effect on it, population growth will not stop until beyond the year 2000, even with an immediate and continued birth rate at the replacement level.

If current rates of urbanization are applied to projected state population of 5,000,000 noarly 80%, or 4 million Minnesotans will be urban dwellers at the turn of the century. This compares with about 2.5 million urban residents in 1970. If the farm population continues to decline it will drop to between 250,000 and 300,000 by 2000, compared with about 490,000 in 1970. Current trends in farm consolidation and labor force importance indicate this is a reasonable projection. The rural non-farm sector might very well absorb both urban out-migrants and former farmers who either do not move or who move to smaller, metropolitan cities.

As the children born during the "baby boom" advance in age, the median age of Minnesotans will begin to rise again, probably to about 33 by the year 2000. Breakthroughs in the control of human aging processes, if they are generally available, could raise this figure significantly. If the fertility of this and succeeding age groups remains low, younger generations will not be as large in magnitude or proportion as the group born from 1945 to 1965. These projections are fairly certain, because most of the people are already here. Cnly the portion of the people who will be older than 25 in the year 2000, about two-thirds of total residents, have already been born.

Migration is one area where it is difficult to make quantitative projections of gain or loss for the state. The degree of attractiveness that Minnesota has for potential in-migrants, as well as natives that consider out-migration, depends on the relative attractiveness of other areas. Economic opportunity, especially in conjunction with environmental quality, will have a significant effect on the net flow of migrants. The "best estimate" at this time is that the net effect of migration will continue to be negligible in determining aggregate state population

### Impact of Trends

Population growth in itself is not a primary problem, for Minnesota has not yet reached its upper limits of growth dictated by availability of land and water resources. Of more concern to many Minnesotans is the possibility of a decline in growth rate, precipitating economic instability in a growth oriented economy. Some local areas, however, are beginning to question the desirability of greater growth. Many in the Twin Cities, for example, feel that this metropolitan area should be limited in its physical if not total growth. At this point, the discussion shifts to the topic of population distribution, for if one area has reached its self-determined "limit of growth" there must be alternative locations for new residents. To say that this changing population distribution is "bad" or "good" has no meaning until declining quality of goods and services in one or more sectors of the state threaten to degrade seriously the quality of life for local residents. These are some of the general questions that arise from a consideration of changing population distribution:

- How is the quality of government services and economic opportunity affected by population distribution? Education, fire and police protection, transportation, welfare, employment, housing, recreation — all function more effectively at a given scale of operation. However, in most cases that scale is not known.
- How is the cost of these goods and services related to the scale at which they are provided? When all costs are weighed, there may be an economically determined limit to growth in some areas.
- What is the environmental impact of population growth and distribution? This involves not only land used by people for homes, jobs, travel, and play, but the land, air and water consumed in providing energy and materials for man's activities at a given location.
- What are the social effects of increased densities and an expanded urban field?

If the trend of outward urban growth continues, currently emerging problems can be expected to become more serious. Some examples of these problems: rising costs of maintaining established but under-utilized services in the core cities and older suburbs, while costly new systems must be established elsewhere to up-grade inadequate service; increased consumption of energy for transportation, as destinations become more numerous and more greatly dispersed; social and economic segregation as the affluent separate themselves from the poor.

The changing age structure of our society will place many heavy demands on social and physical support systems, such as schools, medical care, housing, and recreational facilities. Although the school-room crisis is largely past, the same principle of abnormal increase in demand for certain age-related goods and services will continue. Future demand for services can be visualized by examining the requirements of an aging population; greater housing opportunities, expanded cultural and recreational facilities, transportation, social security, and old-age facilities. There is also the specter of excess human and physical resources, developed for specialized needs, outmoded and discarded by a society with new needs

If people move from rural areas of low employment and low wages to find better jobs in the cities, the strong possibility exists of greatly increased numbers of poor in urban areas. As industries become less labor intensive, they will offer fewer employment opportunities, and increased competition for the remaining jobs will hinder the economic betterment of today's urban poor

### State Policy

There are two types of policies which the state should explore in relation to population issues. First, policies that attempt to deal directly with clearly defined elements of the population issue, such as growth and distribution. The second type deals with how to accommodate the impact of population change.

In the first type, it is important to identify those policies in which the state can expect realistically to achieve some measure of success in the distribution of the population at a reasonable cost. Availability of land for commercial, residential or agricultural development, rates and conditions of taxation, cultural, educational, and environmental amenities, and accessibility via transportation and communication are all factors that influence the location decisions of individuals and industries

A decision to alter the distributional trends must take these factors into account, and their current and future importance must be gauged, for it is by manipulating these locational characteristics that the state can make selected areas more attractive to the mobile elements of society. If, on the other hand, the current trends are seen to be desirable, or at least no worse than realistic alternatives, then current policies affecting those locational factors will need little adjustment.

The second type of policies, those dealing primarily with the impact of population change, are generally related to the functional areas of providing government services. Typical responses have been seen in the planning of highways, educational facilities, housing for the elderly, welfare programs, and development control devices for local units of government. While programs within this policy category are often labelled merely "crisis management," they can and should be anticipatory in nature.

While both types of policies could be characterized as anticipatory, the first has more tendencies toward advocacy, i.e. a statement of qualitative goals becomes the focus of specific objectives and programs designed to achieve those goals. The state can and should define those areas where it can advolute goals for improving the quality of life for Minnesotans. Where advocacy is not valid, long range anticipatory policies must be developed to provide for the needs of the residents, based on the "best entimates" of the magnitude and composition of Minnesota's population.

The Commission believes that Minnesotans should be able to choose freely their place of residence, without facing difficult trade-offs. This means distributing economic, cultural, social and recreational opportunities throughout the state, including both the prospect of jobs in outstate Minnesota and a hospitable urban environment affording recreational amenities.

ENERGY

### Introduction

This report will discuss very briefly (a) the development of the energy problem, (b) objectives for an energy policy in Minnesota, (c) constraints on supply of energy, and (d) a framework for analysis of the energy problem. The energy issue is central to the future of mankind; this report will not and cannot be so presumptuous as to try to treat il definitively. What it can do is to focus on the local aspects of the issue and to identify realistic policy options.

### What is The Energy Problem?

The essence of the energy problem for the United States is a growing gap between energy consumption and domestic production. Imports, especially oil, are needed to fill this gap, but recent developments in international politics and economics have worked toward curtailing the supply of oil while increasing its price, threatening this country's economic well-being and its attempts at environmental protection.

Energy consumption in the United States has consistently grown faster than the population, resulting in a current per capita level of use which is twice that of 1940. Four consuming sectors have been defined for the purpose of studying energy usage. In Minnesota, about 40% of the state's energy use is accounted for by industry and the waste heat from electrical generation. Another 25% is consumed in transportation. Residential energy requirements amount to about 20% of the total, and the remainder, about 15%, is used by commercial consumors.

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The growth in energy consumption can be traced to four basic causes. The first is increasing population which requires more heat, food, transportation and employment. The second is the growing diversity of goods and services which are provided by private enterprise and governmental units. Third is the growing affluence of individuals which enables them to live in the midst of increasing technological sophistication. Fourth is the trend to introduce more energy intensive processes into all phases of human activity. The first of these causes increases the number of energy users, while the remaining three tend to force up the per-capita consumption. These forces combine to produce a high exponential rate of growth for energy consumption that can be sustained only by huge quantities of energy resources supplied at relatively cheap prices.

Energy supply for Minnesota comes from three resources: coal (19.5%), natural gas (32%) and petroleum (45%). Only about 2% of Minnesota's energy is supplied by nuclear or hydro power resources. All of the three major energy sources must be imported to Minnesota, and this poses potential problems in maintaining a reliable and abundant energy supply, especially in the cases of natural gas and oil. About 90% of the crude oil processed by Minnesota refineries and about half of the natural gas which entered the state in 1972 came from Canada. At this time, it appears that access to the oil will be denied within a few years, and that the consumers' price for Canadian natural gas may double. Although the effect of these events will be apparent to Minnesotans, the impact is not immediately obvious.

Only about 15% of Minnesota's petroleum consumption is supplied by the state's refineries, while the remainder comes from other domestic suppliers. Interruption of the Canadian supply of crude oil will not, therefore, immobilize the state's people and industries, but severe local impacts due to unemployment and inequilies in the allocation of petroleum products could become common.

The prospect of higher prices for Canadian natural gas affects a relatively small number of Minnesotans, because most foreign gas which enters the state goes to consumers in Wisconsin and Illinois. Within Minnesota, however, the immediate effect of a price rise will be felt by a few communities which receive all their gas from Canadian sources. A more widespread impact may be felt when reallocation of domestic gas reduces the available supply across the state The Energy Gap and its implications. The gap between consumption and domestic production of energy is at the heart of our current energy problem. It will continue to plague the nation until new or expanded energy resources are developed. The impacts of energy shortages and increased prices will vary with specific industry, economic sector and region of the country. In Minnesota, the effects of energy shortage will most likely be felt in reduced alternatives for transportation, inadequate heating stores, electrical power shortages and some industrial failures. To the extent that energy supplies are available, but at a much higher price, those effects will be amplified by increased costs for all goods, adding significantly to inflationary pressures.

The dimensions of the problem for this country and for the world are far from clear, but certain assumptions seem to be valid and widely held.

- I In the short-term (through, say, 1980), the demand for energy in the United States will increase dramatically.
- 2 Because of the time needed to develop new resources and new technologies, it will be necessary to utilize current resources and technologies, for the most part, to meet short-term needs
- 3 Pressure will increase to develop nuclear plants for mid-term (1980-1985) power supply in the face of increased energy demands and a dearth of other sources to fill that demand
- 4 The limitations on world-wide availability of energy are a long-term limiting factor on economic growth throughout the world

### Some Objectives For An Energy Policy For Minnesota

Whether the Commission is developing its own suggested policies or reviewing those of state government agencies, it must identify policy objectives. Such objectives are **not** the policy any more than the Ten Commandments alone are specific enough to solve the complex social problems of modern society. The policy will emerge from the trade-offs and compromises which arise when the objectives clash over a specific issue. For example, if high construction standards are adopted to help conserve energy in cold Minnesota winters the initial cost of housing goes up. Yet, society has not to date been successful in providing adequate housing for low income people, even if new standards lower the total lifetime cost, this problem could be aggravated in the short run.

Given the difficulty of applying objectives to the specific problems, several general objectives seem important to us

- The nation must obtain a reliable supply of energy Primary energy sources should not be vulnerable to sudden disruption. Large consumers should be encouraged to reduce dependence on a single fuel type.
- 2 Inequities based on geography must be avoided in energy supply. Minnesota must take steps to protect itself against possible unfair nation-wide allocation policies.
- 3 An energy policy must take into account the economic and social goals of the state. Minnesota should explore those things which it can do itself to minimize the impact of the energy problem on the state's economy and its ability to meet the basic needs of its people.
- 4 An energy policy must take into account the environmental consequences of energy use in order to avoid irreparable damage to vital ecological systems.

The state has several tools with which to work toward these objectives. Taxes and subsidies, research and develop-

ment funding, and regulatory procedures — all can be used to encourage better individual and corporate patterns of energy consumption

Choices for the Future. Time constraints are of critical importance in examining the energy issue. These constraints were summarized by the Ford Foundations Energy Policy Study.

For the next two to four years it will not be possible to build major new energy supply facilities ... the nation will have to make do with the facilities already in place or in the later stages of construction ... significant impacts on energy supply and use will come through more effective use of the physical capital already in place, and through short-run conservation measures.

During the late 1970's and early 1980s, the results of the new construction, well drilling, mine openings, greater public awareness of energy conservation. The shift to more efficient energy consumption technologies (and) changes in consumer behavior and preferences

could ... have a significant effect ...

In the long run, the United States is not bound in an energy straitjacket. The further one goes into the future, the broader the options, provided steps are taken now to lay the groundwork. It must be emphasized that the R&D process is long ... new technologies like nuclear fusion and large scale solar power will probably count for little until after the year 2000." Ford Study, p. 33

Because of the lead times required to increase production in current technologies and to develop new resources, clearly no panacea is close at hand to expand energy supplies. The next few years will be critical in laying the groundwork for future development and in husbanding current resources to avert a total breakdown before new technologies become productive.

### Minnesota and the Energy Issue

In its assessment of energy issues, the Commission will strive to identify policy options which can be influenced or controlled by state and local decisions. Keeping the factors of local limitations and time constraints in mind, energy questions might be divided into the following categories for analysis:

1 The Impact of International and national energy decisions on Minnesota. Issues such as the cost and availability of imported energy sources are largely beyond state control and influence. What can and must be done, however, is to identify the impact of energy decisions on local interests. For example: what will be the long term impact of reduced energy supply on Minnesota's agriculture industry?

2 Energy issues which can be influenced by representatives of local interests working at the federal level. Such representatives must be presented not only with facts, but with a framework to enable them to represent effectively the state's interests. As the national energy debate goes on, the Commission's framework for analysis should enable the testing of alternative assumptions about national policy to assess their impact on local conditions

3. Energy issues which can be influenced directly by local decision making. The impact of the energy issue on the Commission's work is equally one of analyzing how the objectives of an energy policy interface with the other policy objectives, and of developing an energy policy for the state. The potential for such a state energy policy is relatively.

limited and arises from an identification of those decisions which can be made and controlled at the state and local level.

An important role for the Commission can be as an advocate for the presentation of real policy options in state and local government reports which deal with the energy question At this point, identification of specific options would be premature, although some are fairly obvious. For example: state funding of research and development on the utilization of focal energy sources such as solid waste, peat and solar energy is of particular interest to an energy-deficient state like Minnesota. While the likely trend will be toward a national sharing of energy resources, both short-run self interest of the state and social responsibilities support the development of conservation policies within

# MINING

### Introduction

Iron mining in Minnesota has grown from an initial shipment of 62,124 tons in 1884 to present annual shipments of more than 50 million tons. In the last 10-20 years, there has been a dramatic shift from natural ore to the production of taconite. Taconite production grew to 570 times the 1950 level, while natural ore production decreased 74.8%. The iron and steel industry has so adapted its blast-furnace technology to the high-quality iron taconite pellets that it has become increasingly less economic to mino natural iron ore reserves.

### Findings

Minnesota's 1973 iron ore shipments of more than 58 million gross tons made up 63.8% of total U.S. production and 7.7% of total world production. Despite the economic importance of mining, its spatial impact on Minnesota is small. All extractive industires including ancillary facilities, occupy only 2% of the state's total land area. Nonetheless, mining, including sand and gravel mining, represented 11.2% of all employment in the Arrowhead region in 1970.

In the past, although there is no single document publicly articulating the state's mineral policy. Minnesota has favored mineral development. The passage of a Constitutional Amendment in 1964 assuring the mining industry of a favorable tax policy is probably an excellent indicator of the state's unstated mineral-development policy.

Following the state-wide referendum approving that amendment, more than \$600 million in new mining projects were announced, and within 10 years taconite plant capacity grew 165%. At present, an additional \$740 million has been committed for the expansion of taconite plants in the next decade.

Recently, however, with the passage of new and more stringent environmental laws, there appears to have been a shift in the state's attitude toward mineral development. The Reserve Mining case embodies the conflict between the state's old and new attitudes.

Iron industry sources predict an increase in taconite pellet product<sup>47</sup> at to 60-61 million tons by 1978. Steel production and, consequently, iron ore demand is increasing worldwide. Median projection for domestic iron ore demand in 2000 is 153 million tons. Present demand is 106-110 million tons These figures indicate a continued increase in mining in Minnesota. However, taconite is expected to meet market competition from Venezuela, which has a rapidly growing iron ore industry, and from Brazil and Australia, where deposits have been discovered which dwarf the Mesabi. Long haul shipping charges now are down to about \$4 a ton, which helps to make these deposits competitive with domestic iron ore.

Other possibilities for development in Minnesota are the non-magnetic semi-taconite deposits at the western end of the Mesabi Range. The commercial technology for utilizing these deposits has not yet been developed. Even so, conservative estimates are that at current rate of production, Minnesota's taconite reserves should last for at least another 100 years. By that time, commercially viable technology for the utilization of semi-taconite may have been developed.

In terms of the natural environment, the iron mining industry apparently will present no major problems. Naturally, iron mining is limited geographically to the areas containing iron ore deposits, a small area of the state which already contains pits and waste dumps and already is physically and economically geared to mining. Thus, no major land-use conflicts should arise Mining companies now are required to file approved reclamation plans before beginning operation. Nevertheless, environmental impacts of mining are of concern to the industry and to the state. Dust control, water use, and air quality are problems requiring attention and control efforts.

The biggest potential for mineral development in the state is copper-nickel industry. To date, two definite proposals have been made International Nickel Corporation (INCO) has proposed an open-pit mine about 15 miles southeast of Ely near the South Kawishiwi River. The mine and ancillary facilities would consume about 5,500 acres of land. The company plans to extract 90,000 tons of rock daily, of which 50,000 tons would be waste rock. The remaining 40,000 tons would be concentrated to produce 2,000 tons of concentrated ore. This would be reduced to 400 tons of 95% copper-nickel. The mine would produce 50,000 tons of copper and 12,500 tons of nickel annually. There are now no plans to reduce the ore in Minnesota. Concentration, however, would take place near the mine. The pit would be 1,000 feet deep and have surface dimensions of 6,600 feet by 3,200 feet after 20 years. INCO is working with consultants to develop a pre-operational monitoring system

The second proposal is from American Metal Climax Company (AMAX), which wants to establish an exploration site. This would be an underground shaft outside Babbitt in St. Louis County, near the open-pit taconite mines of Reserve and Erie Mining companies. AMAX has done an extensive environmental analysis of the area and has instituted some preoperational monitoring. Total area to be disturbed by the exploration is 10 acres. Exploration will occur over 18 months, during which time 60,000 tons of rock will be removed. This mine, if developed, would be underground.

The copper-nickel industry, on the whole, has the potential for disrupting a much larger area than iron mining. The prime mineral area along the Duluth-Gabbro contact lies within the Superior National Forest. With the exception of the INCO proposal, future proposals for copper-nickel development in the Duluth-Gabbro complex will probably specify underground mining. Although this will help to limit impact on the land, there are other problems to conside: Mining in areas north of the Laurentian Divide has the potential of affecting the ecology of the BWCA, with sulfide run-off from stockpiles and possible leakage from tailings basins. The actual effect this would have and the ability of present technology to handle the problem are not really known.

Perhaps the largest potential problem is the future development of Minnesota's Greenstone belts. The Greenstone belts extend down from Canada where many valuable mineral deposits have been discovered and developed. The belts may contain deposits of copper, nickel, zinc, lead, gold and/or silver. Some areas in Minnesota's Greenstone belts are being leased and explored, but no discoveries have yet been made. The technology necessary to develop any deposits that might be discovered is not yet available and probably will not be for many decades to come. Nevertheless, the large area over which the Greenstone belts extend, which includes agricultural land in northwestern Minnesota, makes the potential future development an exceedingly important issue for the state to consider.

Under a \$100,000 grant from the 1973 Legislature, the State Planning Agency, the Department of Natural Resources and the University of Minnesota are studying the potential onvironmental and socio-economic impacts of the possible development of Minnesota's copper-nickel resources. This should assist the state is anticipating possible conflicts and problems. Although the study also includes a technological assessment, such an assessment is now difficult, except on specific individual proposals, due to the lack of basic geological information.

### Conclusion

The Commission sees the lack of funding for the coordination of geological research in Minnesota as an important deficiency. Geological research is divided among various state agencies, such as Minnesota Pollution Control Agency, Department of Natural Resources, Department of Health, as well as the Minnesota Geological Survey (MGS). Research conducted by state agencies is usually specific to a project under consideration. There does not exist a complete survey of the state's geologic resources, neither is there a central data bank for the geological information that is collected. The Minnesota Geological Survey, under grants from the U.S. Geological Survey and the U.S. Department of Interior, Bureau of Mines is making the first attempt to establish such a computerized data bank.

Minnesota Geological Survey hopes to be able to provide a central focal point for geologic research in the state. This would assist state agency staff geologists, help cover and eliminate overlaps created by the present system of agencies conducting their own research, but it would also require more funding than the \$310,000 Minnesota Geological Survey is presently receiving from federal, state and local government, as well as the University of Minnesota

The Commission recommends that geological research programs in the state be consolidated, and that responsibility for carrying out the research program be given to the Minnesota Geological Survey. Programs should include a complete geological survey of the state, as well as the establishment of a central data bank for geological information.

### AGRICULTURE

#### Introduction

Agriculture is a major Minnesota industry, with farm production in 1973 generating about \$3.8 billion of gross receipts in farm income. It will continue to be a major industry, however, its nature has been changing. 

### Findings

Since 1940, the number of farms has dropped from 198,000 to about 110,000, but the number of acres in production has decreased only slightly, from 32.7 million to about 32 million acres. A reason for the major decline in total number of farms coupled with the small decline in total number of acres in production has been the shift from small family farms to larger commercial family farms. There is evidence, however, that indicates the shift has slowed over the last two years.

Minnesota's Legislature has acted in the past to retain a viable commercial family farm system by adopting laws restricting the activity of corporations in agriculture, restricting the incentive for tax loss farming, providing tax measures favorable to family farm ownership, and maintaining a climate favorable to farm cooperative structures. Minnesota has thus helped to forestall the severe inroads of corporate conglomerates into agriculture which has taken place in other states to the detriment of rural communities and the environment

Retention of viable commercial family farming units has socio-economic, as well as environmental, implications. These farms are more likely to avoid the pollution hazards of heavy concentration of animals and the drain on soil and water resources which can occur with massive corporate farming operations

As more land is required for production, particularly land that was marginally productive under former economic conditions, a stepping up of conservation treatment will be essential, otherwise, there will be a risk of inviting a return of the dust bowl conditions

Minnesota's supply of prime farm land is not inexhaustible. It now totals about 10,000,000 acres, but a steady attrition to highway, airport, power plant, residential and other urban uses is reducing this supply. If the state is to assure itself of a maximum amount of adequate, productive farm land for the future, measures need to be taken to minimize diversion of prime farm land into other uses

While agriculture has its impact on natural resources, it will be wise as well to consider the effects that our resources or lack of them — will have on agricultural productivity. The experience with energy shortages and resulting higher prices indicates that problems stemming from a scarcity of energy and other in-puts such as fertilizer and agricultural chemicals

### should not be underestimated.

The current problem of a world food shortage could greatly affect Minnesota's role as a major food producer. The enormity and complexity of the problem prevented the Commission from giving the matter the complete study which it requires. The Commission recognizes this as an area deserving much more attention in any further examination of Minnesota's agricultural future.

## FORESTRY

#### Introduction

Thirty-seven percent of Minnesota's total land area, or 19 million acres, is forested, and more than 56 percent, or 9.5 million acres, of the commercial forest land is owned by local, state, and federal governments. This gives the public considerable control over Minnesota's forest resources, if the public wishes to use it.

### Findings

At the time of the first white settlement of Minnesota, pine and spruce were the dominant forest types. After the fires and disastrous forest mismanagement of the late 19th and early 20th centuries, most of the forest regrowth has been aspen and birch. Although aspen and birch are still the dominant forest types, some forest land, as a result of forest regeneration, is returning to pine and spruce and will continue to do so unless clearcutting or fires are allowed to regenerate the aspen and birch, species which are necessary to maintain good deer habitat

Traditionally, forests have been managed primarily for timber production. Currently there is increasing interest in forest management for recreational and aesthetic values as well. Regulations and incentives established under traditional forest management policy, however, make it difficult for these interests to achieve equal treatment in management programs. For instance, federal funds designated for timber production are not transferable to any other program and most federal forest programs are still geared to timber production.

Although a large growth is expected in U.S. wood demand by the year 2000, Minnesota's share of the market will continue to be small. Future industrial use of Minnesota's forests will emphasize paper pulp as compared to saw timber. From 1950 to 1970, employment in the forest industries has declined, primarily because of increased mechanization. The only sector which has increased in employment is paper and pulp because of increased demand, and growth is expected to continue.

### Forests and Land Use Conflicts

In considering the expansion of Minnesota's forest industries, we must examine land-use conflicts which might arise because of expansion. Northeastern Minnesota, besides containing most of the state's forest resources is also the site of prime recreational land, a national park and the nation's largest wilderness area, wildlife, and valuable mineral resources. A change in any one of these competing land uses is almost certain to affect other uses.

Perhaps the most significant potential for conflict lies in the expansion of Minnesota's mineral industries. To date, iron mining has had a negligible effect on the state's forest lands, primarily because the forests were cut over before iron ore deposits were discovered. Prime copper-nickel land, however, lies within the Superior National Forest, and within the watershed of the Boundary Waters Canoe Area, Even if copper-nickel mining does not involve significant forest acreage, the environmental effects of runoff and other potential pollution problems may have a far-reaching impact. If the market alone is allowed to prevail, the potential \$55-60 billion copper-nickel industry will certainly take precedence over the forest industries, including the recreational and aesthetic values of Minnesota's forests. It is, therefore, important for Minnesota to consider copper-nickel mining potential carefully and comprehensively.

### Conclusion

Because 56 percent of Minnesota's commercial forest land is publicly owned, the state, through public policy decisions, has the opportunity to determine the pattern competing land uses — recreation, mining, wildlife, forest products industry — will take. But Minnesota does not now have a long-range management policy for its public forest land articulated in one document. A policy taking into consideration the trade-offs the state might have to make among these competing land uses should be clearly delineated



### Introduction

Increasing use of recreational areas is a nationwide trend About 7 million visits were made to Minnesota's 65 state parks last year, more than a 100% increase over the 3 million park visits in 1965. There has also been a large increase in the demand for facilities to accommodate self-contained recreational vehicles and trailers that require electrical and plumbing hookups. Large numbers of overnight campers, who create five times as much sewage as day users, are placing a strain on park sewage systems.

### Findings

Problems of increased use are compounded by the patterns of that use. The five day work week presents a rush on the parks on weekends, while they operate at 25% capacity for the remainder of the week. The problem is intensified by the 9-month school year. Demand in some cases exceeds supply, and campgrounds mainly near larger urban centers, are filled more rapidly than they can be developed. Near some parks are private campgrounds which help to ease the strain on the parks. People spend days in the park, nights at the private campgrounds.

Recreation is an ever-changing industry. Probably the biggest change in recent years has been in snowmobile usage, where registration has gone from 18,732 in 1967, to 85,686 in 1972. There has also been an increase in other types of all-terrain vehicles (ATV's). Conflicts arise between these mechanized forms of recreation and the more traditional forms. The state must decide whether it has a responsibility to provide for these conflicting types of recreational activities.

Minnesota has no over-all written state plan for an outdoor recreation system which sets a policy for meeting these diversified needs. Among state parks and recreation areas, there is a definite stereotype. They all have essentially the same facilities regardless of what kinds of physical resources the individual park has, or the type of activities for which the recreational area is best suited. In addition, a number of areas designated as state parks may not be of a quality that deserves this recognition. If not, they should be designated as recreation areas and managed accordingly.

An attempt to pull away from stere@ped development is contained in the Project 80 report, prepared by the State Planning Agency and the Department of Natural Resources. The report sets out criteria for use in the selection, designation and development of areas to provide the most suitable use of those areas, considering their proximity to population, the landscape and the physical resources they ofter. The plan provides for a variety of outdoor recreational experiences for Minnesotans while protecting and perpetuating the natural resources of the state.

Rather than calling all units in the state recreation system "state parks," Project 80 designates eleven names for recreation units, according to their most appropriate use (e.g. state wilderness area, state recreation area, state wildlife management area, etc.) Development of the areas would be in accord with their designated uses.

Many objectives of the report were translated in H.F. 2224 which was considered by the 1973 Legislature. If enacted into law in 1975, the plan should better equip the state to meet future outdoor recreation needs.

### Future

The future of recreation in Minnesota probably will show a trend away from multiple to more specialized uses of recreational areas. The Department of Natural Resources present plans call for phasing out construction of modern facilities for motorized camping vehicles and concentration on the provision of more primitive camping facilities. If this occurs, provision of modern facilities would probably shift to the private sector. The state will also continue to develop linear or trail parks.

Petroleum shortages and/or price levels have the potential for changing the way recreation is developing today. They might well limit the use of motorized recreational vehicles, intensify use of recreational areas near urban areas, and extend duration of stays at outstate recreational areas.

# HEALTH CARE

#### Introduction

The study of health care has led the Commission to the following statement of health goals for Minnesota:

"All planning and management of Minnesota's health system should be directed toward policies which aim to insure that all Minnesotans have access to health care which is proximate, timely and of good quality. Such health care is defined as 'hat combination of systems that considers both physical and mental health, includes preventive as well as curative medicine, and provides education for self-knowledge and care."

#### Findings

It has been recognized that the present health care system in Minnesota .s excellent, far superior to many other states. This does not mean however, that it does not have both present and impending problems. Four major concerns have thus far been delineated by the Commission. From all indications, it appears these trends will continue if no policy interventions occur.

- Increasing costs Both locally and nationally, costs trave been steadily increasing. In the Minnesota Health Care Opinion Survey, consumers rated excessive or high costs as the greatest health care problem in Minnesota. National health costs have been surpassing the general economy in growth. These costs were held down a bit during the wage-price freeze of 1971-72. However, since this control was lifted last April, costs have increased more rapidly than the rate of inflation.
- in accessibility Much debate takes place among people in the health care field as to whether a distribution problem of primary care physicians exists. The Commission feels that a more crucial issue is the accessibility of specialized services. Medical specialists, dentists, optometrists and mental health personnel are not as easily accessible to residents of outstate areas as are general practitioners. There have been some incentive programs developed to encourage general practitioners to locate throughout the state, though their numbers are still inadequate in many areas, but there is still no plan to increase citizen access to other services.

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Maldistribution of Service Use - A specific trend affecting health care costs is the disproportionate amount of money being spent on the aged, as compared to other age groups. In 1972, one quarter of the national personal health care dollar was spent on this age group who at that time, comprised one tenth of the

and the second second

population. In Minnesota of state welfare Medicare payments provided in 1973, 50 6% were made to nursing homes. The implication is not that costs might be cut by decreasing services to the aged. It seems clear, however, that this trend is closely linked to present priorities of the health care system which concentrate on curative rather than preventive medicine. More emphasis should be placed on prevention and early disease diagnosis, hopefully distributing costs more evenly among the various age groups

— Curative Mødical Philosophy - Of primary concern to the Commission is the health care system's emphasis on curative medicine. The cost of health care is of course, greater at the curative than at the preventive level Yearly, we are spending more and more money on health care, yet it cannot be shown that we are becoming any healthier, either individually or as a group

The Commission applauds recent efforts in preventive programs of pre-natal screening — since health care authorities agree that some congenital problems might be prevented through regular pre-natal care and pre-school screening

### Conclusions

In deliberation of the issues, the Commission addressed two major points of concern. expectations regarding accessibility and cost, and expectations regarding knowledge and education.

Expectations Regarding Accessibility and Cost Since the major premise here is the insurance of access to proximate, timely, and good quality health care, perhaps three main areas in the present health care delivery system might be changed and/or expanded.-First, there might be greater use of allied health personnel, more home health care, and more treatment of routine medical problems by physician's assistants, nurse practitioners, etc. Socond, there might be greater use of the mobile van concept in low density population areas of the state. Third, regional medical centers might be established, concentrating specialists and specialized equipment with mobile unts having computerized hookups with these centers.

Greater use of allied health care personnel could mean more available time for a variety of health care professionals. By using appropriate personnel, costs to the individual might be reduced. More home health care services could mean decreasing institutionalization, particularly the elderly handicapped and chronically ill, resulting in decreasing costs. Greater use of mobile vans could not only increase the availability of routine services, but also access to specialized services. Flegionalizing medical centers distributes specialists more evenly than the present 3-county concentration, yet does not disperse them unnecessarily.

Another trend Commission members felt strongly about was the need for "one-stop" medical service. This approach cuts across both major concerns, since a one-stop service could provide accessibility to a variety of health services dealing with mental as well as physical, curative as well as preventive, health care needs. Such a clinic could not only provide the services of physicians, but also of dentists, social workers, counsellors, and psychologists. This holistic approach originates with the Con,mission's feeling that it is necessary to look at health care in terms of the total wellbeing of the individual. Expectations Regarding Knowledge and Education-The Commission believes strongly that more must be done in the area of preventive health care. In addition to placing added responsibility on the state, it feels more responsibility must be placed on the individual to care for his/her own state of health. In this way, each individual will begin to utilize the system only when necessary and utilize its components more appropriately.

In order to place this kind of responsibility on citizens, it is realized that a much broader base of knowledge is needed in order for them to make appropriate decisions. This knowledge involves two main thrusts — diagnostic screening and educational programs. Therefore, in order to plan for better health in the future, the Legislature should consider:

- 1. Prenatal care.
- 2. Early childhood (0-5) screening and intervention. (Follow-up Action)
- 3. Innovative health and nutrition programs in the schools from K to 12.

The Commission places a high priority on preventive health care while keeping in mind the aim of lewering health care costs. The "start-up" costs of such a priority item are obviously high, but it might well result in a generally healthier populace, more capable of taking care of itself. By diverting the frequency of entry into the system and also hastening early entry at the first sign of medical difficulty, demands on the system might decrease, ultimately resulting in decreased cost.

## GOVERNMENT

#### Introduction

Why should the Commission be concerned with Government? . . . Because the Commission on Minnesota's Future believes government is essential in implementing growth and development recommendations.

.... Because, regardless of the issues raised, who raised them, or the alternative solutions proposed, a structure is needed which is designed primarily to serve the citizens of the state.

... Because the existing system of governance is so complex it is in serious danger of becoming completely dysfunctional. Elected officials, as well as citizens, are frustrated by the increasing inability of the system to make decisions which consider all the repercussions, present and future, the decision will have.

. Because the federal government is shifting a greater degree of responsibility for programs and funding back to state and local government. Consequently, more decisions will be made in Minnesota within the state's inter-

ge errimental system. These decisions will have a major impaction Minnesota's future.

Because a loss of confidence in government has reached majority proportions today, but at the same time, people seem to believe overwhelmingly that government at all levels can be made to work effectively.\*

### Findings

### What is Government?

Government, in a representative democracy, should be the mechanism by which each citizen has the opportunity to have a say in the forces which guide his life. It is not a simple black and white organizational chart where each decision, authority, or responsibility has a distinct niche. Rather, government today is a complex interdependent network of individuals, geographic boundaries, powers and responsibilities which are often vague, and even more often, confusing.

#### What is Governance?

This committee views governance as the process or processes by which decisions affecting public policy and/or causing significant societal impact are made. It is an evolving process, stationary at any one point in time or place, but of a dynamic nature over the course of time. Governance includes planning and decision-making within both the public sector and the private sector, plus involvement and interaction between and among these sectors.

Processes of governance occur, obviously, in the public sector (e.g. plans, policies, and decisions of elected and appointed officials, their staffs, the citizens they represent), and equally obviously, these processes operate across federal, state and local levels of government. However, many decisions are made by institutions and individuals, wholly within the private sector, which clearly affect public policy and have major impact on both the present and the future of the state

### **Governance** Today

The focus of attention by the Commission has been on governance as it exists today. Points of concern the Commission has addressed during its deliberations center around three topics.

- 1) Policy-making authority in government and who has it.
- 2) State-local government relationships
- 3) Role of private citizens in government activity.

This committee will address itself to improvements in the existing structure and process of governance as well as creation of alternative structures and processes which might be more responsive to the future needs of Minnesota citizens.

However, considerable attention has also been given to possible alternative structures and processes, with the Commission being offered assorted views hy a variety of resource persons

To expand on the three points of concern to which the Commission has addressed itself to date:

\*Contidence and Concern Citizens View American Government: Lou Harris and Associates Poll for the Subcommittee on Intergovernmental Relations of the Committee on Government Operations United States Senate, 12 '3 73

### 1. Policy-making authority in government and who has it:

The theory that a legislature makes policy and the executive branch carries it out is not generally in practice. Instead, policy-making is a continuum. Occasionally, policy is initiated by the grass-roots activities of the political parties in writing their platforms. More often legislative proposals have been written by executive agency staff or representatives of special interests. The legislature does not concentrate on policy; it passes bills. Most often it passes on to administrators a broadly conceived statement, omitting details. Administrators are thus allowed to take an active role in the policy-making process by interpreting the broad statements in the laws and filling in the details. It is not unusual for executive agencies to interpret "legislative intent."

Some elements of the private sector are also major shapers of public policy. Influential persons who are perceived by elected officials as being economically important often are called on to offer their opinions on policy decisions affecting all the citizens of the state. A second group is composed of those representing specific interests. Via lobbying efforts and frequent contact with officials, these groups are recognized as having a substantial amount of influence on the creation of policy. Combining their strong financial support and specialized staffs, they legitimately serve the official as an information source. However, if their data is presented so as to best represent their interests, the best interests of the remainder of the state's citizens are not necessarily served.

### 2. State-local government relationships

The powers of the state government are constrained only by what the federal government preempts, by what is denied in its own state constitution, and by the constitutionally protected rights of its citizens. Local government is a creature of the state and is dependent upon the state for its existence, with the exception of county government which is protected by the Minnesota Constitution. Local units of government are concerned with managing conflicts, administering functions such as services, amenities, public order, and site enhancement.

Another aspect of concern is the area of financing. Local units of government no longer finance, from their own funds, the majority of services they provide. Including state and federal aids, intergovernmental transfers account for over one-half of the revenues expended by local units. The largest portion of these is generated at the state level. This fact seems to the Commission to be an indication of the expanding role played by the state in the policy decisions of these local units.

Neither the number of general governmental units, nor the number of levels, has changed substantially during the past 60 years.

In some areas, special districts have been created, but for the most part, they render a distinct function and can be readily defined. Regional Development Commissions have been formed, but they were not intended to serve as operational government units, nor was it anticipated they would function as a level of government

Although the number of elected officials in the various levels of government, excluding school district and town officials, has remained at the same level for the past 40 years, the average number of citizens served by these officials has increased by almost 200%.

### 3 Rols of the private citizen in government activity

Minnesotans have a long tradition of active participation in government, but with the increasing complexity of the political process, it is more difficult for the average citizen to comprehend the role he is expected to play. Participation in the activities of the political process in the 1970's is not very attractive for the ordinary citizen. The structure of the political conventions, the complexity of the governmental levels, and the difficulty of determining who makes the decisions have led to a situation of disinvolvement by the average citizen.

Finally during the course of the Commission's discussions of , overnance today, it was recognized that values play an extremely important part in decision-making. Although valuejudgements cannot be made by the Commission for the people of the state, the commission does see itself as having the responsibility to dealer to the people how some major values might conflict, and how the conflict or interplay might affect governance.

 Some of the values the Commission has addressed in its deliberations and will continue to address as it proceeds are:

- 1) Participatory Democracy Representative Democracy
- 2) Special Interests -- Common Good
- 3) Centralization Decentralization
- Specific Point of Accountability Diffusion of Accountability
- 5) Monolithic Government --- Pluralistic Government

### Governance Tomorrow

In determining the ruture direction of the Commission the following objective has been put forward

TO CREATE A GOVERNANCE EN-VIRONMENT IN WHICH THE VALUES, POLICIES, PRACTICES, AND DECISIONS OF PRIVATE AND PUBLIC INSTITUTIONS ARE PREDICATED ON CITIZEN UNDERSTANDING, ACCESS, PARTICIPATION AND INFLUENCE.

Among the proposals on which the Commission will focus its attention and activity in the next two years are:

- The need to build access to pressure points into the planning and decision-making system to encourage performance of the political system.

Among suggestions already offered but not yet considered in detail

- With the present election system, candidates are prone, during their campaigns, to make promises for which there is no method to hold them accountable after their election has occurred. A method of monitoring the performance of those in office and an effective way
- of holding them accountable for their promises when they seek reelection would offer the citizens they represent an opportunity to judge their performance as compared to the promises that were made.
- Quite often decisions are made having major effects on citizens where little opportunity exists for them to have input into the decision-making process. Better utilization of the media and public meetings would open up the process insuring citizens an opportunity to con-

front officials and see that their performance is consistent with the desires of the citizens.

— The need to clarify the roles and policy-making powers of elected officials, administrators, statutory citizengroups, at all levels of government; and as it affects those roles and powers, to consider a geographical redetinition of the levels of government within the state.

Among suggestions already offered, but not yet considered in detail:

Our system of government calls for elected representatives to make the policy which guides the lives of the ortizens, and the administrative agencies and their staff to implement that policy. This is not what is happening. Elected officials should be given enough staff and funding to enable them to develop workable policy.

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- alleviating the need for the administrative agencies bein to create and to implement the policy. Any policymaking power of the administrators must be clearly at the direction and understanding of elected officials.
- The need to educate citizens about their government and to make participation in the political process more attractive to them.

Among suggestions already offered, but not yet considered in detail:

Perhaps there is enough freedom within existing FCC rules to permit a state to encourage and/ or require better commercial television utilization in the political process. Not every citizen would be interested in seeing, for example, a capsule report on the da, s legislative activities, but the percentage migh, run as high as 15%-20%. It is important that the government provide opportunities for these citizens to gain an understanding of the total governmental process. Perhaps consideration should be given to revising our use of parliamentary procedures and Robert's Rules of Order, all the way from the precinct caucus to the state convention. The present system is advantageous to those who understand these procedures and know how to use them. But if the people who possess these skills have a constant advantage over those who do not, it is not difficult to see why many seem reluctant to participate in the political process, why many of the resolutions adopted by the parties do not reflect the real concerns of the average citizens of the state.