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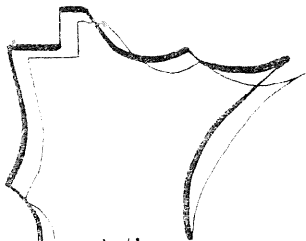
**Metropolitan Agencies:
Structure and Process Issues**

**Executive Branch Policy Development Program
1984-1985**

METROPOLITAN AGENCIES:
STRUCTURE AND PROCESS ISSUES

Minnesota State Planning Agency

February, 1984



Minnesota
STATE PLANNING AGENCY

Room 100 Capitol Square Building
550 Cedar Street St. Paul, MN 55101

February, 1984

The Honorable Rudy Perpich
Governor
130 State Capitol
St. Paul, MN

Dear Governor Perpich:

In December, 1983, you requested the State Planning Agency to review structure and process issues affecting the Metropolitan Council and various metropolitan commissions.

The attached report is submitted in response to your request. The report provides you with a series of options on major issues, and it gives you our recommendations. Most of these recommendations can be implemented without legislation by you or the agencies themselves.

As per your request, we have forwarded copies of the report to the Council and the commissions for their review and comment. Also, we have forwarded copies to interested legislators, other relevant state agencies and officials, and to local government and private organizations that we know are interested in this issue.

Persons from our staff who participated in this project include Assistant Director Joe Sizer (team leader), Tom Harren, Tom Kalitowski, Rand Kluegel, Charles Kenow, and myself. In addition, we are very appreciative of the time devoted to this project by various members and staff of the Council and the commissions.

Sincerely,

TOM TRIPLETT
DIRECTOR

CONTENTS

	<u>Page</u>
I. INTRODUCTION.....	1
II. SCOPE, RATIONALE AND METHODOLOGY FOR THIS STUDY.....	5
III. BASIC PRINCIPLES AND OBJECTIVES GUIDING THE STUDY.....	7
IV. RECOMMENDATIONS FOR STRUCTURAL CHANGES.....	9
V. RECOMMENDATIONS FOR PROCESS CHANGES.....	14
VI. AREAS FOR FUTURE STUDY.....	16

I. INTRODUCTION

The following is a summary report on a number of structure and process issues affecting governmental agencies having regional jurisdiction in the Twin Cities metropolitan area. To better understand these issues some geographic, demographic and historical background is needed.

The current population of the seven county Twin Cities metropolitan area is more than two million persons, or nearly one-half of the total population of the state. These seven counties (Anoka, Carver, Dakota, Hennepin, Ramsey, Scott and Washington) cover an area of 3,000 square miles. Besides the seven counties, there are 138 cities, 50 townships, 49 school districts and 22 other special districts - a total of 259 governmental units.

In addition to these local governmental units, the Twin Cities metropolitan area has a number of regional agencies, commissions and boards that provide a wide variety of services to the people within the area. These metropolitan agencies have been formed over a number of years as various needs arose. The first metropolitan service district was the Minneapolis-St. Paul Sanitary District created in 1933. This was followed by the Metropolitan Airports Commission established in 1945. In 1957 a Metropolitan Mosquito Control District and the Metropolitan Planning Commission were created.

In the mid 1960's, the Legislature concluded that the large population and geographic base of the metropolitan area, when combined with the often conflicting interests of many local governmental units, required a number of special agencies to provide area wide services to the region. The result was the creation of three new metropolitan agencies: the Metropolitan Council replaced the MPC, the Metropolitan Waste Control Commission replaced the Minneapolis/St. Paul Sanitary District, and a new Metropolitan Transit Commission was created.

The following section provides a brief historical sketch of each of the current major metropolitan agencies.

Metropolitan Council

The Metropolitan Planning Commission (MPC), as it was originally established, had only advisory responsibilities and no real authority. The initial enabling legislation allowed the commission to review local plans, but language in the law allowed the municipalities to determine what was metropolitan, and, therefore requiring review.

By 1967, it became clear that the MPC could not coordinate development in the metropolitan area unless stronger legislation were passed. During the 1967 legislative session, two major bills were introduced to create a Metropolitan Council. One bill would have created a "governing" council, with elected members and with operating authority in certain specific areas. The other bill called for an appointed Council with authority and responsibilities for coordinating activities in the metropolitan area, but did not give the Council operating authority. The bill that passed created the "weaker" council.

Since 1967, the powers and responsibilities of the Metropolitan Council have increased to a point where the council is now involved in a wide range of programs and activities. These increased powers have changed the relationships between the council and local governments as well as between the council and other metropolitan agencies.

The Legislature has given the Metropolitan Council responsibilities in setting and coordinating the long range policies that are to be followed by the various regional operating commissions. The Metropolitan Council Act states that "the council shall adopt, after appropriate study and such public hearings as may be necessary, as part of its development guide, long-range comprehensive policy plans for each metropolitan commission and when adopted, the policy plans shall be followed by the council and the affected commissions." The law also requires that each metropolitan commission prepare a development program detailing how they will implement the policy plans developed by the council. The Metropolitan Council has the authority to review and approve these development programs.

The Metropolitan Council also has the authority to review the comprehensive plans prepared by local governments and can require changes in these plans if they strain the capacity of the regional transportation, sewer, airports and parks system. In addition to these review and coordinating responsibilities, the Metropolitan Council carries out planning activities in several specialized areas and administers a number of grant programs. The council also serves as the Metropolitan Housing and Redevelopment Authority.

Since its creation, the Metropolitan Council has coordinated a number of activities in the metropolitan area. Some of their key activities included the following:

The council has prepared a water quality policy plan which included a substantial "drawing in" of planned urban-level sewer service compared with an earlier plan. They have adopted a new transportation policy plan that has resulted in fewer new highway facilities planned for the region. Through the implementation of the Land Use Planning Act, the Metropolitan Council has coordinated the development of comprehensive plans by all local governments and school districts in the metropolitan area.

The council consists of an at-large chairman and sixteen members representing districts of equal population in the seven-county metropolitan area. The chairman and all members are appointed by the Governor.

Metropolitan Transit Commission

In 1967, the Legislature also created an independent Metropolitan Transit Commission (MTC). With the establishment of the MTC, transit became a public responsibility. Its first major effort to improve the transit system in the metropolitan area was the purchase of the Twin City Lines, Inc. The MTC acquired the operating rights of the North Hennepin Transit Company in 1971 and those of the Dickenson Lines in 1973. By 1975, it had also purchased rights to the operations of the Bloomington Bus Company and the South and West St. Paul Transit Company. In 1976, the MTC began operating services that had been provided by the Richfield Bus Company before that carrier discontinued transit operations.

In 1976, the Metropolitan Transit Commission started Project Mobility, which provides door-to-door transportation for the handicapped in fully accessible vehicles. This program has been expanded to include services in Minneapolis, St. Paul, and many of the suburbs.

Like the Waste Control Commission, the MTC consists of a chairman appointed by the Governor and eight members appointed by the Metropolitan Council. Each of the eight members represents residents of two contiguous Metropolitan Council districts.

Metropolitan Waste Control Commission

The Metropolitan Sewer Act of 1969 established the Metropolitan Sewer Board (later renamed the Metropolitan Waste Control Commission) as the regional water pollution control authority. One of the reasons for the creation of the Metropolitan Council in 1967 was the realization that the region's lakes, rivers and underground water resources were being seriously damaged by failing on-site wastewater systems and a proliferation of small inadequate wastewater treatment facilities. The Council's work on this issue resulted in the passage of the Metropolitan Sewer Act.

After its formation in 1969, the Metropolitan Waste Control Commission (MWCC) began acquiring a number of treatment plants. Some of these plants were phased out, others were improved and the commission constructed a number of new plants. The MWCC currently owns and operates a wastewater disposal system that consists of 20 treatment plants, 40 lift stations and about 400 miles of interceptors.

Metropolitan Airports Commission

The Metropolitan Airports Commission (MAC) was created in 1945. It has jurisdiction over airports in the seven county metropolitan area or within a 35 mile radius of the city halls of Minneapolis and St. Paul. MAC owns and operates one major airport, Minneapolis-St. Paul International Airport, and six reliever airports: St. Paul Downtown, Lake Elmo, Airlake, Flying Cloud, Crystal and Anoka County-Blaine.

The Metropolitan Airports Commission operates the third busiest system of airports in the United States. Minneapolis/St. Paul International Airport has been designated by the International Federation of Air Line Pilots as one of the five safest airports in the world. Although the Metropolitan Airports Commission has the authority to levy a one-third mill tax on the assessed valuation of the Twin Cities metropolitan area, it has chosen not to do so and instead supports the entire system of airports free from general taxpayer support. At the same time, MAC has attained a AAA bond rating from both Standards and Poors and Moody's rating services.

On July 1, 1981, the Commission's membership was amended to include 11 members: a chair appointed by the Governor, the mayor of Minneapolis and St. Paul or their designees, plus 8 members appointed by the Governor representing residents of two contiguous Metropolitan Council districts.

Metropolitan Sports Facilities Commission

The Metropolitan Sports Facilities Commission (MSFC) was established by the Legislature in 1977 to operate the Metropolitan Stadium and related facilities. The MSFC replaced the former Metropolitan Area Sports Commission which was created in 1956 to represent Minneapolis, Bloomington and Richfield.

Currently, the major function of the Metropolitan Sports Facilities Commission is the operation of the Hubert H. Humphrey Metrodome. Since the completion of the Metrodome, the eight members of the Metropolitan Sports Facilities Commission are now selected by the city council of the City of Minneapolis and the chairman is appointed by the Governor. The chairman must reside outside of the metropolitan area.

Other Regional Agencies

In addition to these commissions, there are a number of other regional agencies under the jurisdiction of the Metropolitan Council that provide services in the metropolitan area. These include the Metropolitan Housing and Redevelopment Authority, the Metropolitan Health Planning Board, the Metropolitan Parks and Open Space Commission, and the Transportation Advisory Board. Members of these entities are appointed by the Metropolitan Council and each is staffed by the council.

II. SCOPE, RATIONALE AND METHODOLOGY FOR THIS REPORT

The regional agencies in the metropolitan area have achieved a well deserved national prominence. The Metropolitan Council and the Metropolitan Airports Commission, for example, are often cited as models for innovative approaches to regional planning and facility operation. The success of the Metropolitan Sports Facilities Commission in managing the construction of the Metrodome ahead of schedule and under cost, also speaks well for the Twin Cities regional agencies.

It is not the intention of this report to undermine the fundamental success of these regional agencies. We believe that the enabling legislation for the agencies is basically sound and that the agencies are performing extremely useful functions for the benefit of the metropolitan area. However, it is apparent to us that it is time to review certain facets of the operations of these agencies with the goal of improvements in this generally positive track record.

It has been ten years since a comprehensive study has been conducted to examine the roles and effectiveness of the metropolitan regional agencies. During the past year, however, a number of studies have been initiated and some completed that have examined the roles and operations of the Metropolitan Council and certain other metropolitan regional commissions. A legislative transit study commission has studied the operations of the Metropolitan Transit Commission. The Governor created a commission to review the Metropolitan Waste Control Commission, the Metropolitan Council is in the process of completing Phase 2 of the Regional Service and Finance Study and the Metropolitan Council Committee of the Minneapolis-St. Paul Citizens League will be completing a study of the Metropolitan Council in March. In addition to these studies, a legislative commission on metropolitan government issued a report in 1983.

These studies have raised and will continue to raise a number of issues concerning the current structure and relationships of the Metropolitan Council and the other metropolitan commissions. Examples of such issues include accountability, the appointment process, and the relationships between the council and the other commissions. The separation of the roles of planning and operation, and who is responsible for what, is another fundamental issue addressed in this and a number of the other studies.

A number of intergovernmental relationship issues have been identified concerning the metropolitan agencies. The relationships between the various agencies varies considerably and in some cases is unclear. We also believe there is a need for improvement in the metropolitan agencies' relationship with local government and with the executive and legislative branches of state government.

This report focuses on the structural and procedural issues related to the operations of the Metropolitan Council and the other metropolitan agencies. Major programmatic elements of the various agencies are being addressed in the reports of other groups identified above. In addition, the State Planning Agency will be reviewing several of these program issues in upcoming years.

In preparing this report, we have relied heavily upon information obtained from the recent studies noted above. We have reviewed the laws pertaining to the regional agencies and have examined the agencies' structures and operating procedures. In addition, we have monitored the recent meetings of the Council and commissions and have had several discussions with current and former members. In total, more than 50 meetings were attended by State Planning Agency staff. In addition, our staff held discussions with numerous individuals interested in the operations of the agencies.

III. BASIC PRINCIPLES AND OBJECTIVES GUIDING THE STUDY

After examining the current legislation and operations of the metropolitan agencies, we adopted the following basic principles and objectives to guide the preparation of our recommendations for change:

- A. No immediate fundamental changes are needed in the enabling legislation prescribing the responsibilities of the metropolitan agencies; these enabling laws are sound and provide the necessary basic structure to address metropolitan issues.
- B. The lines of accountability for the metropolitan agencies must be clarified and must be made consistent. These lines include the relationship of staff to the Council and the commissions, the accountability of the Council and commissions to state and local governments, and relationships between the metropolitan agencies themselves.
- C. The members appointed to the metropolitan agencies should be responsible for setting policy. The responsibility for implementation and operation should rest with a professional staff that is selected primarily through a merit system selection process.
- D. Based upon the foregoing, the Metropolitan Council should have certain basic responsibilities relative to all the other metropolitan regional commissions.
 1. The Council should appoint all of the members of each of the regional operating commissions (except as noted in section E below).
 2. The Council should be responsible for the preparation of long-range interconnected strategic plans.
 3. The Council should review the capital and operating budgets of the operating commissions for the limited purpose of insuring consistency with overall metropolitan plans.
 4. The Council should prepare uniform standards and guidelines that can be used by the operating commissions. Included should be: a code of ethics, personnel policies, internal audit procedures, contract procedures, expense reimbursement procedures, guidelines for political activities, and publication procedures.
 5. The Council and more particularly, its chairman, should be the principal representative of the regional agencies before the executive and legislative branches of state government.
 6. The Council should ensure that regular communication among the various metropolitan agencies is maintained.
 7. The Council should ensure that there is regular communication between the metropolitan agencies and local governments.

- E. The membership and appointment process for two of the metropolitan agencies - the Metropolitan Airports Commission and the Metropolitan Sports Facilities Commission - should be maintained as they now exist in law. The facilities administered by these commissions have statewide significance, and it is therefore appropriate to have some gubernatorial appointments. In respect to MSFC, it is also appropriate to have strong representation from the city of Minneapolis because of the close fiscal and service ties between the commission and the city.
- F. The metropolitan operating commissions should have the following general responsibilities:
1. The commissions should prepare short and mid-range operating plans.
 2. The commissions should be responsible for setting policies related to the operation of their systems.
 3. The commissions should be responsible for preparing and monitoring their own budgets.
 4. The commissions should be responsible for hiring their chief administrator and monitoring the top staff of their operations.
 5. The commissions should periodically inform the Metropolitan Council, the Legislature and local governments about the policies and operations of their systems.
 6. The commissions should have the oversight responsibility for the operations of their systems.

IV. RECOMMENDATIONS FOR STRUCTURAL CHANGES

The following recommendations for structural change flow from the principles and objectives outlined in Part III of this report and recognize the efforts of the other metropolitan study groups noted in Part II. These changes pertain primarily to the Metropolitan Council, the Metropolitan Transit Commission, and the Metropolitan Waste Control Commission.

The Legislative Transit Study Commission, which is currently examining the functions and operations of the Metropolitan Transit Commission, will likely recommend the separation of the operating function of the MTC from their policy and planning functions. This would result in the creation of a new regional transit authority with public transit planning responsibility, while the MTC would continue to operate the bus system.

This recommendation is consistent with our suggested goal of separation of the planning and policy function from operations. However, because this creates another new metropolitan agency, efforts should be made to ensure that the lines of accountability are clear and that efficiency of management is achieved.

The changes that we have recommended in this report that apply to the current Metropolitan Transit Commission should be applied to the regional transit authority if such an agency is created. The responsibility for appointments and oversight for the operating MTC should rest with the regional transit authority.

- A. There is a need to improve the accountability of the Metropolitan Council, particularly in its relationship to local governments. Local governments are a primary clientele for the Metropolitan Council. As the Council has matured and has begun to implement plans, its dealings with local governments have significantly increased. The Land Use Planning Act and the Solid Waste Management Act are two examples of the council's increased role relative to local governments. One way of improving the accountability to local governments is to modify the selection process for members of the Council.

Options

1. Members of the Metropolitan Council could be elected by residents of the district they represent.
2. The Governor could continue to appoint the Metropolitan Council members, but involve local government officials as well as legislators, in the selection process.
3. The Governor could continue to appoint the members of the Metropolitan Council, but require changes in the operating procedures of the council that will help ensure better reporting to local governments and improved intergovernmental relations. This could include requiring regular meetings with the mayors, city councils, and the county commissioners.

4. Local government officials could be given the power to confirm the appointments of Metropolitan Council members. (Note: recommended for the Waste Control Commission by the Governor's Study Commission on MWCC.)

Recommendation

Options 2 and 3. The Governor should continue to appoint the members of the Metropolitan Council. However, local governments should become more involved in the selection process. Currently, the law requires that the members be appointed by the Governor in consultation with the legislators from the district the member represents. The process should be expanded so that input is received from local government officials from each council district. After appointments are made, mechanisms for regular consultation with local governments should be maintained.

- B. The current method for selecting the members and the chairmen of the metropolitan commissions creates a situation where the lines of authority are unclear. Currently, in the case of the Metropolitan Waste Control Commission and the Metropolitan Transit Commission, the members are appointed by the Metropolitan Council and the chairmen appointed by the Governor. This results in the chairmen reporting to one appointing authority and the members to another. Changes in this selection process would help to improve accountability by clarifying the lines of authority.

Options

1. The members of the metropolitan commissions could be elected by the residents of the districts they represent.
2. The Governor could appoint the members of the metropolitan commissions, as well as the chairman of each commission.
3. The Metropolitan Council or the chair of the council could appoint the chairman of each metropolitan commission, as well as the members of the commissions.
4. The Metropolitan Council could appoint the members of each of the metropolitan commissions and the commissions would select one of their own members to serve as their chairman.

Recommendation

Option 3. The Metropolitan Council should continue to appoint the members of the MTC and MWCC after consultation with legislators and local government officials. In addition, the council should also select the chairmen of the MTC and MWCC. The chairmen should be responsible for presiding at meetings of the commissions and be accountable to the council. Somewhat less acceptable would be to have the members of the MTC and MWCC appoint one of themselves as chairman.

- C. The nature of the position of the chairmen of all of the metropolitan commissions is currently unclear, particularly on the issue of whether these positions are full-time or part-time. The role of the commission chairmen should be clarified to define their position and responsibilities.

Options

1. Chairmen could be full-time positions with policy setting and administrative responsibilities.
2. Chairmen could be part-time with policy coordinating responsibilities and additional responsibilities to oversee the implementation of policies set by the commissions.
3. Chairmen could be responsible for presiding at commission meetings but have no additional oversight responsibility.

Recommendation

Option 2 or 3. If option 3 is selected from section B above (as recommended) then the chairmen should be part-time with certain policy coordination and representation responsibilities. If option 4 is selected from section B then the principal responsibility of the chairmen should be to preside at meetings of the commissions. The primary role of the commissions and their chairmen should be in setting policy. A full-time chairman is very likely to become involved in the administrative and operational functions of the agency. These responsibilities should rest with the chief administrator.

- D. The operation of the Metropolitan Council and the metropolitan commissions could be improved by establishing standard staffing procedures which emphasize professionalism.

Options

1. The Metropolitan Council and the metropolitan commissions could be required to hire all staff through a merit system.
2. The top staff positions could serve at the pleasure of their appointing authorities with the remainder of the staff selected through a merit system.
3. The Metropolitan Council and the metropolitan commissions could contract for all professional staffing functions.

Recommendation

Option 2. The council and all of the commissions should each have a chief administrator appointed by and serving at the pleasure of the respective bodies. Each chief administrator should be empowered to appoint a deputy and division directors to serve at the pleasure of the Administrator. The remaining professional, technical and clerical staff of the Council and commissions should be selected and serve under

some type of merit system to ensure continuity and the maximum level of competency in each assignment. (Note: The unique situation involving MTC's management contract with a private company will be discussed below.)

- E. The sensitive issues facing the metropolitan agencies require improved relationship with the Legislature.

Options

1. A permanent legislative commission on metropolitan affairs could be created.
2. The Legislature could recreate permanent standing committees on metropolitan affairs.
3. The Legislature could create metropolitan affairs subcommittees of the existing local government committees.
4. Legislation could be passed to require more detailed reporting by the metropolitan agencies to the legislature.

Recommendation

No preference. This is a decision for the Legislature, and each of the options could help improve relations between the metropolitan agencies and the Legislature. We strongly believe that at least one of the above options should be implemented as soon as possible.

- F. Currently, the status of the metropolitan agencies within the executive branch of state government is unclear. Because many of the issues being addressed by these regional agencies involve other state agencies, their status in the executive branch should be clarified.

Options

1. Provide full cabinet status to the chairs of the Metropolitan Council and the metropolitan commissions.
2. Have the chairman of the Metropolitan Council represent metropolitan agencies on the cabinet and continue a strong metro affairs subcabinet.
3. Create a new metropolitan regional executive council consisting of the chairman of the Metropolitan Council and the other metropolitan agencies.
4. Establish an on-going committee composed of the chief administrators of each metropolitan agency.

Recommendation

Options 2 and 4. The chairman of the Metropolitan Council should be provided full cabinet status and represent the other metropolitan agencies on the cabinet. The Metropolitan Council chairman should also chair a subcabinet group consisting of the chairmen of the other metropolitan regional commissions. This is consistent with the task of the Council to prepare an overall development plan, a long range strategic plan, and to provide a coordinative function for the metropolitan area. The staff chief administrators should also meet on a regular basis to help ensure effective channels of communication. Each of the commission chairmen should, of course, represent the interests of their commissions before relevant legislative committees and executive branch agencies.

V. RECOMMENDATIONS FOR PROCESS CHANGES

The professionalism and effectiveness of the metropolitan agencies would be increased if their administrative procedures were improved and an effort were made to develop consistency in such areas as hiring, contracting, and auditing. The following are recommendations for changes in the current administrative practices. In some cases certain of the agencies are already acting to implement these recommendations.

Options

1. The Legislature could pass detailed legislation that establishes the standards and procedures that are to be followed by the Metropolitan Council and other metropolitan agencies.
2. The Metropolitan Council could develop detailed administrative procedures and impose these procedures on the other metropolitan agencies.
3. Each of the metropolitan agencies could adopt its administrative procedures after a review of their current operations.

Recommendations

Option 3. Each metropolitan regional agency should be responsible for developing its own administrative procedures. However, the Metropolitan Council should review these procedures for consistency with general metropolitan policies and goals. The Metropolitan Council and the state Departments of Administration and Employee Relations should assist the agencies in the development of the following:

- a. A code of ethics that provides that no member of the council or commission or employee shall accept any gift, favor or service that might tend to improperly influence duties related to their position or shall use or attempt to use their position to secure special privileges.
- b. Personnel policies that include a uniform and effective merit system. This personnel code should include: hiring procedures, pay scales, termination procedures, equal employment opportunity provisions, affirmative action plans, and guidelines for political activities.
- c. Internal audit procedures that provide for an internal audit staff operating with independence.
- d. Contract procedures that provide a consistent and accountable method for identifying and selecting qualified contractors to assist the metropolitan agencies in carrying out their activities.

Where appropriate, collective bargaining procedures should be followed in the proposing of these reforms.

Management Studies

The metropolitan agencies should periodically conduct an examination of their management practices and organizations. Each commission should contract for its own study with outside sources. The State Department of Administration should advise the commissions on the selection of consultants and assist in overseeing the studies. No major structural or personnel changes should be made by an agency until such a management study has been completed.

The MTC, with its use of a private company to manage its bus operations, raises special management issues. Both the legislative transit commission and the MTC itself have raised appropriate questions about this arrangement, and the issue is worthy of careful examination. We make no recommendation on this issue pending a review by qualified management professionals.

VI. AREAS FOR FUTURE STUDY

As an initial effort, this report has examined the issues related to the structure and process for selected metropolitan agencies. This study has dealt primarily with the Metropolitan Council, the Metropolitan Transit Commission and the Metropolitan Waste Control Commission. During the next year we will continue to examine the issues related to metropolitan governance. We believe the following topics are worthy of extended review:

- A. The desirability of applying the same structural and process mechanisms to the other metropolitan agencies, such as the Metropolitan Parks and Open Space Commission, the Metropolitan Health Board, the Transportation Advisory Board, the Metropolitan Mosquito Control District, and the Metropolitan HRA.
- B. An examination of the role of local governments in the metropolitan area vis-a-vis the functions of the metropolitan agencies, with particular reference to the forthcoming recommendations of the Minnesota Tax Study Commission.
- C. The ability of the metropolitan agencies to respond to future issues of metropolitan concern, such as fresh water supplies, groundwater pollution, and telecommunications.

We also believe that the agencies should carefully review their own workloads. Serving as a member of the council or commissions requires increasingly large time commitments. These time requirements often dissuade many talented people from serving - or continuing to serve. It is our hope that having the agency members concentrate more on policy rather than operations will help to resolve this dilemma, but more efforts may be needed in this regard.

In conclusion, we want again to stress the importance and value of these metropolitan agencies to all residents of the seven county metropolitan area. The Twin Cities will continue as the state's population and economic growth center, and the state must have the council and the commissions continue in their effective policy and service-providing roles.