

Metropolitan Council

January 1985

Program Evaluation Division
Office of the Legislative Auditor
State of Minnesota

Program Evaluation Division

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PREFACE

In May 1984 the Legislative Audit Commission directed the Program Evaluation Division to study the Metropolitan Council. This request reflected concerns raised in the press and elsewhere about management, performance, and accountability problems at the Council and the other metropolitan agencies.

This report is not a full evaluation of the Council's many activities. The Council's current work program encompasses planning, research, oversight, grant review, program administration, problem-solving, and coordination with other levels of government in the areas of environmental management, housing, parks, transportation, health, and human services.

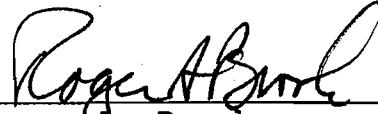
The report concentrates on two functions which are, however, central to the Council's mission: comprehensive land-use planning, and oversight of the metropolitan agencies. The report makes recommendations for the Council and the Legislature that we think will help to resolve organizational and functional problems at the agency. We believe that many of our recommendations are consistent with positive steps now being taken by the Council.

We wish to thank the members, management, and staff of the Metropolitan Council for the cooperation and assistance we received during the study. In addition, we thank the many metropolitan leaders who offered us their insights on the Council's past, present, and future roles.

This study was carried out by Elliot Long (project director) and Susan Job.



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TABLE OF CONTENTS

	<u>Page</u>
EXECUTIVE SUMMARY	ix
1. INTRODUCTION	1
A. Background	
B. Study Objectives and Format	
2. HISTORY, ORGANIZATION, AND FINANCING	5
A. Legislative Background	
B. Financing	
C. Organization	
D. Past Activities and Future Directions	
3. COMPREHENSIVE PLANNING	21
A. Legislative Support	
B. Process	
C. Views About the Process	
D. Future Directions	
E. Conclusions	
4. OVERSIGHT OF THE METROPOLITAN COMMISSIONS	35
A. Legislative Basis	
B. Differences in Council/Commission Relationships	
C. Internal Council Coordination	
D. Effectiveness in Fulfilling Responsibilities	
E. Council Initiatives	
F. Conclusions	
5. WORK PROGRAM AND BUDGET PROCESS	47
A. Financing Changes	
B. Budget and Work Program Guidelines	
C. Budget Document Program Data	
D. Budget Document Fiscal Data	
E. Long-term Organizational Plan	
F. Conclusions	
6. ORGANIZATION AND STAFFING	57
7. ACCOUNTABILITY	61
APPENDICES	65
STUDIES OF THE PROGRAM EVALUATION DIVISION	99

LIST OF TABLES AND FIGURES

		Page
Table 2.1	Metropolitan Council Revenue History	10
Table 2.2	Metropolitan Council 1984 and 1985 Grant and Loan Programs	11
Table 2.3	Metropolitan System 1984 Expenditure Estimates	13
Table 2.4	Metropolitan System Estimated Long-Term Indebtedness	15
Table 2.5	Metropolitan Council Staffing History	17
Table 5.1	Human Services Department	51
Table 6.1	Comparison of Salary Growth in the Metropolitan Council with other Twin Cities Area Public Employers	59
Figure 2.1	Metropolitan Council Revenue History	12
Figure 2.2	Metropolitan Council Districts	14
Figure 2.3	Metropolitan Council 1984 Staff Organization	16
Figure 3.1	Metropolitan Development Framework	25
Figure B.1	Metropolitan Council Committees	78
Figure B.2	Metropolitan Council Expenditures by Department	79
Figure B.3	Metropolitan Agencies	80
Figure B.4	Metropolitan Council Advisory Committees	81

Executive Summary

The Legislature established the Metropolitan Council in 1967 in response to widespread concern about the fiscal and social consequences of rapid and uncontrolled suburban development in the Twin Cities area. The Council was founded on the belief that two critical steps were necessary in order to control the rate of public and private development in the region:

- a comprehensive land-use planning process should be implemented, and
- sewer, transit, airports, and parks services should be planned, financed, and delivered on an area-wide basis.

Since that time the Council has been active and has grown rapidly. In 1969 the staff complement was 78 and the annual operating budget was \$1.6 million. Today the Council has an operating budget of \$11.6 million and a complement of 223 employees.

In addition to its primary responsibilities for regional planning, research, oversight and coordination, the Council has, over the years, taken on a variety of important related duties in environmental management, housing, parks, transportation, health, and human services. The duties range from choosing landfill sites to approving local development plans, and administering \$29 million in grant and loan programs from federal, state, and private sources.

Now, 17 years after its establishment, the Council is a mature organization at a major crossroads, according to many recent observers. For this reason, in 1984 the Legislative Audit Commission directed the Program Evaluation Division to conduct a study of the Metropolitan Council. This study concentrates on two functions central to the Council's mission:

- comprehensive land-use planning, and
- oversight of the other metropolitan agencies.

It also examines the Council's internal planning and budgeting processes and takes a brief look at the Council's organizational structure and staffing. The report concludes with a discussion and evaluation of the mechanisms for accountability governing the Council.

A. COMPREHENSIVE PLANNING

The Metropolitan Council Act of 1967 established land-use planning as one of the Council's basic responsibilities and called for the Council to prepare a comprehensive development guide consisting of a "compilation of policy statements, goals, standards, programs, and maps prescribing guides for an orderly and economic development of the metropolitan area." This role was clarified and strengthened in the Metropolitan Land Planning Act of 1976 which provided general guidelines for a mandatory local land-use planning process encompassing the 195 local jurisdictions in the metropolitan area.

In order to evaluate the Council's land-use planning program, which has taken seven years to complete, we reviewed the 700-page *Metropolitan Development Guide*, examined a sample of local plans, and interviewed Council members, staff, local government officials, and others. We found that:

- virtually all local governments have complied with the planning requirement and support the general concept of regional coordination; and
- the Council, despite some problems and delays, has managed the process in an orderly and responsible fashion.

However, the Council has never undertaken an evaluation of either the program or its impact on regional development patterns. We believe that a careful study is warranted because of the time and money invested in the program so far and because the Council has recently begun a major revision of the now-outdated *Metropolitan Development Guide*.

Given the Council's substantial resources for research and analysis, we think that it can and should be expected by the Legislature and local governments to take a hard look at how effectively and efficiently it is achieving its land-use planning goals. As a beginning, we recommend that the Council prepare a report in 1985 justifying and explaining any proposed changes in its planning philosophy and practice. This report, which should also be submitted to the Legislature, should accompany all public presentations of the proposals. It should include:

- a clear statement of objectives,
- indicators for judging whether these objectives are met in the future,
- an assessment of the staffing implications, and
- an evaluation of the impact which the changes will have on local governments and the metropolitan commissions.

We think that this will provide necessary information for the Council, the Legislature, and the public to establish realistic objectives for the future course of regional land-use planning in the metropolitan area.

B. OVERSIGHT OF THE METROPOLITAN COMMISSIONS

Through the years, the Legislature has prescribed a specific but restricted role for the Council in overseeing the metropolitan commissions, which now include: the Metropolitan Airports Commission, the Metropolitan Waste Control Commission, the Metropolitan Transit Commission, the Regional Transit Board, the Metropolitan Parks and Open Space Commission, and the Metropolitan Sports Facilities Commission.

In recent years the Council's performance of this oversight role has come under increased scrutiny as a result of serious and highly publicized problems at the waste and transit agencies. In order to evaluate the Council's effectiveness in this important aspect of its mission, we examined the history, structure, and current status of metropolitan agency oversight.

The Legislature established the general framework for Council/commission relations in the Metropolitan Council Act of 1967 and the Metropolitan Reorganization Act of 1974. In its capacity as the umbrella planning agency for the region, the Council is responsible for:

- establishing long-term regional policy,
- reviewing the commissions' capital budgets and improvement programs against the guidelines set out in the *Metropolitan Development Guide*, and
- appointing the members of the commissions.

The commissions are responsible for:

- preparing long-term plans and capital budgets that are consistent with Council policies, and

- operating the regional service systems.

There are a number of exceptions to this general framework. The most notable is the fact that the Council has limited capital review authority over airport plans and does not appoint the members of the airports commission. While this is consistent with the historic independence of the Metropolitan Airports Commission, we see no reason in principle why it should not also fall under general Council oversight.

Although we have concluded that the Council is performing its oversight responsibilities adequately from a procedural perspective, we heard frequent complaints that the Council has been bogged down by detail in recent years and has dodged major issues, including serious management and financial problems at the waste and transit commissions.

While we agree that this is partly a consequence of the limitations which the Legislature deliberately placed on the Council, we also believe that the agency currently has the authority to be as active and well-informed about the commissions' capital expenditures, operating budgets, and administrative practices as it wants to be. In the final analysis, we think that the Council's ability to influence metropolitan development will always rest more on the energetic exercise of persuasion and independent expertise than on the use of formal authority. For this reason, we support a number of current Council initiatives to regularize and invigorate commission oversight. However, we also believe that the Council needs external support and oversight in order to sustain its vigor and influence.

While the Governor's recent creation of a metropolitan sub-cabinet is a helpful step in this direction, we think that it should be balanced by corresponding legislative oversight. By the same token, the Council should demonstrate greater leadership in informing the Legislature about important issues in the regional system. Therefore, we recommend that the Council report to the Legislature early in the 1985 session:

- outlining current Council/commission policy issues,
- explaining Council legislative proposals regarding the commissions,
- stating the purpose and impact of new *Metropolitan Development Guide* policies regarding the commissions, and
- summarizing the reaction of the commissions to the legislative and policy proposals.

C. WORK PROGRAM AND BUDGET PROCESS

In light of the Council's rapid growth and current size, we felt that it was important to evaluate the vigor of the agency's internal program development and budgeting processes. We asked:

- Are Council members actively involved in the budgeting and priority-setting processes?
- Does the budget document provide an adequate fiscal and programmatic picture of the organization for Council members and outsiders?
- Do the program development and budgeting processes promote program evaluation?

As a result of our interviews, we learned that Council members have not been actively involved in the annual work program and budget planning process in recent years. In the past, it was rare for Council members to question the staff's budget recommendations. At the staff level the process has been orderly but perfunctory. However, in recent years, the Council has been forced to make a number of program and staff adjustments in response to shifts and reductions in financing.

We learned about improvements in the 1985 budget process centering on more active involvement by Council members at the beginning and the end of cycle. We support these changes.

Nevertheless, in our view, the budget document reviewed by the Council is too general given that it is the agency's primary internal planning and decision-making document. The program data for each department lack deadlines, effectiveness indicators, justification of increases, or a breakdown of ongoing and special activities. We believe that these are necessary.

We also found problems with the fiscal sections of the budget:

- fiscal and program data are presented only at the aggregate departmental level,
- tax revenues and expenditures are not distinguished from grant and commission revenues and expenditures, and
- cumulative fund balances are reported in the budget for the first time only this year.

Because the document does not link expenditures with specific revenue sources, we do not believe that it provides Council members with sufficient information about the financing of particular activities for making sound choices between programs.

It is also imperative for the Council to complete the organizational strategic plan begun in mid-1983. This plan should constitute a new mission for the agency based on a careful evaluation of its comparative advantages and unique responsibilities compared to other public and private organizations. The Council should be asking questions such as:

- What is the impact of the comprehensive land-use planning program on the region and on local governments? What should be done in the future?
- Where and why has oversight of the metropolitan commissions been ineffective? How can it be improved?
- Does social planning and human services grant administration conflict with the Council's basic land-use planning responsibilities?
- Is the current staff level and deployment effective and efficient? Is it adaptable to changing program needs and emerging metropolitan issues?

On another note, we think the Council's case for assuming greater administrative and budgetary oversight of the metropolitan commissions will be stronger if its own practices are more vigorous than they have been in the past.

D. ACCOUNTABILITY

We think that the Council's work program has been too broad, and that the members of the Council have not participated actively enough in the budgeting and strategic planning processes. Our diagnosis of the reasons for this is that the Council has enjoyed:

- a steadily growing tax base that yielded increased revenue even in the absence of any affirmative decision by the Legislature,
- diversified financing from other sources, and
- lack of active external oversight.

Although we acknowledge the new chair's energy in addressing the Council's problems, we do not believe that internally generated remedies will be sufficient in the long run. The Council needs strong, ongoing external oversight in order to fulfill its broad and difficult mission.

Recently the Governor created a metropolitan subcabinet to activate executive branch oversight of the metropolitan agencies and

promote coordination among them. In order to provide needed legislative oversight and to balance the power of the executive branch, we recommend that:

- a metropolitan affairs committee or subcommittee be established in each house to oversee the operations of the Council and the other metropolitan agencies.

What these committees (or a joint committee) do is more important than how they are organized, although we think that the membership should be broadly representative of the metropolitan area.

We recommend that the committee annually:

- review the Council's budget, work program, and staffing plan for the upcoming year,
- evaluate what the Council has accomplished during the past year, and
- communicate the Legislature's priorities for the Council in the upcoming year.

Based on an annual review of this nature, we recommend that the committee also:

- formally review the Council's levy authority every two years.

Although we do not think that the Legislature should decide the Council's budget or staff complement, we feel that active oversight and regular review of its taxing authority is critical in order to ensure that:

- the Council's staff and work program does not simply expand to consume the resources available,
- the Council produces timely and relevant work products,
- the Council is aggressive about fulfilling its responsibilities to oversee the regional agencies and to solve regional problems, and
- the Council members and chair stay actively and critically involved in setting priorities for the organization.

We recognize that some may question the wisdom of asking the executive and legislative branches of state government to assume active oversight and even control of the Council. They may feel that this will weaken an agency which the Legislature originally intended to be at the intersection of state and local government

rather than the creature of either. Our view is that active legislative oversight can help empower the Council rather than weaken it. It is also consistent with the original statutory framework in which the Governor appoints the Council; the Legislature establishes its mission, authority, and financing; and the Council reports back regularly on its progress.

We would also make the case that improved legislative oversight is a critical element in remedying or at least compensating for some of the structural and functional problems that we discuss throughout the report:

- the Council has a very broad mission but limited authority;
- its work--planning, coordination, research, analysis--is inherently difficult to direct and to evaluate;
- the Council's part-time governing body is easily and understandably overwhelmed by the workload and by the size and technical expertise of its staff;
- the system which it oversees is large and complex--1984 expenditures of the other metropolitan agencies totalled more than \$400 million and long-term indebtedness is about \$475 million; and
- the Council has, for a variety of reasons, been insulated from the financial pressures facing other agencies--its budget has grown more than six-fold since 1969 due mainly to rapid increases in local property values.

As a result, the Council has become a fairly large bureaucratic organization with little pressure on it for setting and sticking to priorities. From a practical perspective, we share the concern of others that a system worth hundreds of millions of public dollars is vulnerable to the kinds of policy and administrative problems that have been occurring at several of the metropolitan agencies.

Therefore we strongly support the Governor's recent action in establishing a new metropolitan subcabinet. Now parallel action is called for by the Legislature.

Introduction

Chapter 1

A. BACKGROUND

The Metropolitan Council has come under increased scrutiny in recent years for several reasons:

- the size, complexity, and growth of the Council and other metropolitan agencies,
- controversy surrounding the management and operations of the metropolitan agencies, and
- growing concern that the mechanisms for oversight of metropolitan agencies by the executive and legislative branches of state government are not working properly.

The Metropolitan Council is a unique organization. Metropolitan agencies in other cities perform some of the same functions as the Council, and a few metropolitan areas are administered by a single general purpose government, but nothing quite like the Council exists elsewhere. The Council has benefited from its uniqueness, and from the fact that it has been regarded by many as a worthy experiment in government.

But the Council has now been in existence for 17 years, and the time has come to regard it less as a worthy experiment and more as an organization that should meet the same standards by which other governmental agencies are judged. We join other observers of the Council in asserting that the agency is at a crossroads.

- The structure envisioned in 1967 by which the Council sets long-term policy governing sewers, transit, parks, airports, and other public services and investments has been put in place.
- A comprehensive land-use planning process is now complete, and virtually every unit of local government has submitted an acceptable land-use plan.

The Council has also created structures for solving certain regional problems. It is expected to:

- coordinate the related activities of diverse agencies;
- advocate a regional perspective intended to temper the growth orientation of local governments and metropolitan agencies in charge of transit, sewers, and other urban systems; and
- promote the best design of the urban infrastructure.

The job of planning for metropolitan development will never be complete, but the nature of the Council's work has naturally progressed from the point of creating a structure to now ensuring that local governments and the metropolitan agencies comply with the plans and standards that are in place. This is a natural juncture at which a careful examination of the Council should take place.

B. STUDY OBJECTIVES AND FORMAT

The Metropolitan Council has a broad and varied mission that includes long-term planning, policy development, agency oversight, problem-solving, grant review, program administration, research, and coordination with other levels of government.

This study concentrates on two areas which most people agree are central to the Council's mission:

- comprehensive land-use planning, and
- oversight of the metropolitan agencies.

In both cases, our research followed the same general steps:

- we reviewed significant studies on the topics;¹
- we studied the legislative history;
- we interviewed legislators, local officials, metropolitan agency representatives, and others interested in regional matters;
- we examined Council documents and records; and

¹Chapter 2 and the appendices contain general descriptions of the Council, the metropolitan commissions and the major reports which preceded this study.

- we interviewed Council staff and managers, and attended meetings.

Our findings and recommendations in these two areas are found in Chapters 3 and 4 of the report.

We also examined the current status of internal planning and budgeting at the Council; Chapters 5 and 6 discuss the Council's budget process and staff organization.

The report concludes with a discussion of accountability focusing on the Legislature's role, because we believe that in the long run the Legislature must be the key actor in improving the Council's effectiveness.

Because of the scope of the study, we did not perform a full evaluation of the Council's many mandated and voluntary programs in environmental planning, housing, parks, transportation, health, and human services. In these areas, the Council's duties range from developing long-term plans, to reviewing grant proposals, to administering programs, and issuing bonds.

In conducting the study, we learned that the Council is currently addressing many of the problems raised in this and other recent studies. While we acknowledge the Council's new energy and leadership, we think it is important that the Council and the Legislature take additional steps to ensure that these reforms have a lasting impact on the organization. Our proposals for these steps appear in the chapters that follow.

History, Organization, and Financing

Chapter 2

A. LEGISLATIVE BACKGROUND

The Legislature created the Metropolitan Council in 1967 to "coordinate the planning and development of the metropolitan area."¹

With this charge, the Metropolitan Council Act designated the Council as the successor of the Metropolitan Planning Commission which was an advisory body composed mainly of local officials. Because the commission had been unable to resolve area-wide sewer and transportation problems, a significant faction in the Legislature thought it should be replaced by a more powerful elected body. However, others opposed creating simply another level of government.

The ultimate compromise was a 14-member Council appointed by the Governor from districts that cut across state and local electoral boundaries and headed by an at-large voting chair, also appointed by the Governor. The Act also required the Council to assign one of its members to a non-voting seat on each of the metropolitan commissions. At that time these consisted of the Metropolitan Airports Commission, the Minneapolis-St. Paul Sanitary District, and the Metropolitan Mosquito Control Commission.

Like the Metropolitan Planning Commission, the Council was to be financed by a legally-defined property tax levy set by the Legislature. In the original legislation, the ceiling on the levy was set at one-half mill on each dollar of assessed valuation on all taxable property in the seven-county area.

¹Laws of 1967, Chapter 896. Statutes on metropolitan government including the Council are codified in Minn. Stat. 1984, Chapter 473.

A major provision of the Act required the Council to prepare a comprehensive development guide covering the "physical, social, or economic needs" of the region as they applied to "land use, parks and open space land needs, the necessity for and location of airports, highways, transit facilities, public hospitals, libraries, schools, and other public buildings." The guide was to consist of "policy statements, goals, standards, programs, and maps prescribing guides for orderly and economic development." These elements would be the basis for:

- reviewing, and possibly suspending long-term metropolitan agency plans having an area-wide, multi-community, or otherwise significant impact on metropolitan development;
- reviewing and making recommendations on local plans and other matters affecting metropolitan development;
- mediating inter-community differences about local plans; and
- reviewing local and metropolitan grant and loan applications requiring regional review.

The Metropolitan Council Act also called on the Council to conduct ongoing research on air and water pollution, parks and open space development, solid waste disposal, metropolitan property tax equalization, metropolitan assessment practices, consolidation of service delivery, acquisition and financing of stormwater drainage facilities, and development of long-term planning in the metropolitan area. In addition, it authorized the Council to: develop a data collection center; coordinate area-wide civil defense; participate in metropolitan annexation studies; and undertake general research on water supply, refuse disposal, surface water drainage, communication, and transportation.

Another provision of the Act required the Council to submit a biennial report to the Legislature that includes: a statement of receipts and expenditures, a detailed budget, an explanation of any comprehensive plan adopted, a summary of studies made, a list of grant applications and local plans received, and metropolitan legislative recommendations.

Thus, from the start the Council's mission was a broad and challenging one:

- to plan, set policy, and enforce compliance with policy standards; and
- to conduct studies on metropolitan issues.

In succeeding years the Council's role was clarified and further broadened. Between 1967 and 1974 the Legislature passed laws:

- creating the Metropolitan Transit Commission and giving the Council review authority over its capital budget;
- establishing the Metropolitan Sewer Board, later re-named the Metropolitan Waste Control Commission, with provision for the Council to appoint its members;
- designating the Council as the area-wide review agency for hospital certificates-of-need;
- increasing the Council's levy authority from one-half to seven-tenths of a mill;²
- authorizing the Council to review watershed district plans and county development programs; and
- requiring the Council to develop long-term regional parks, highways, airports, and solid waste plans.

The next significant legislative landmark was the Metropolitan Reorganization Act of 1974 which clarified the Council's long-range planning responsibilities and oversight authority over the Metropolitan Waste Control Commission and the Metropolitan Transit Commission. The law also increased Council membership to 16 and made it responsible for appointing the members of the two commissions.

The law also specified that the commissions were to prepare five-year development programs, capital improvement plans, and annual capital budgets subject to Council review for consistency with development guide policies. Other provisions required the Council to: establish standards for determining metropolitan significance, adopt personnel guidelines for the commissions, review user charge increases, develop a program format for commission budgets, and report annually to the Legislature.

In 1974, additional legislation was passed:

- authorizing the Council to review Metropolitan Airports Commission expenditures over two million dollars;
- creating the Parks and Open Space Commission to advise the Council on making state-authorized grants to local agencies for acquiring and developing regional parkland;
- authorizing the Council to assume the functions of a regional housing and redevelopment authority; and

²In 1971 the Council's levy authority was defined as seven-thirtieths of a mill rather than seven-tenths, in accordance with technical assessment changes passed that year.

- increasing the Council's levy authority to eight-thirtieths of a mill.

The next important law for the Council was the Metropolitan Land Planning Act, passed in 1976. This law required municipalities, counties, and school districts to prepare comprehensive land-use plans by July 1, 1980. The Council's responsibility was to prepare guidelines for the process and to review the completed plans for consistency with the development guide and for compatibility with each other. (Under the original legislation the Council already had the authority to require modifications in plans which did not satisfy these requirements.)

Between 1976 and 1984 further action was taken:

- establishing a joint legislative committee to study governmental structure in the metropolitan area;
- authorizing the Council to bill the metropolitan agencies for work done on their behalf;
- requiring the Council to review county solid waste facility plans;
- establishing the Metropolitan Sports Facilities Commission appointed by the Governor to build a new stadium using Council-issued bonds;
- designating the Council as the regional arts agency for the metropolitan area;
- requiring the Council to approve county landfill proposals and to select alternative sites if necessary;
- expanding the Council's solid waste planning responsibilities to include abatement as well as disposal;
- passing the Agricultural Preserves Act of 1980 to protect agricultural land in the metropolitan area;
- requiring the Council to review local watershed management plans;
- creating a new Regional Transit Board to take over the Metropolitan Transit Commission's planning responsibilities; and
- limiting Metropolitan Airports Commission capital reviews to projects over five million dollars at the international airport, over two million dollars at the other regional airports, and any other airport projects meeting specified metropolitan significance criteria.

B. FINANCING

As Table 2.1 shows, financing for the Council's 1985 operating budget of \$11.6 million will come from a number of sources: the property tax levy; federal, state and private grants; and charges to the metropolitan agencies. Also included are administrative funds, listed in Table 2.2 and Figure 2.1, which the Council annually receives for managing about \$29 million in grants and loans to local governments and other agencies.

Since 1969 the Council's budget has grown about six-fold in current dollars (while consumer prices have increased about two-fold). More than half of this increase is attributable to steady growth in property tax revenues during the 1970's resulting from additional levy authority and increased property values.

Between 1979 and 1985, however, operating revenues increased only 2.7 percent per year on average as Figure 2.1 shows. This is due to a significant decrease in federal funding which comprised 54 percent of operating revenues in 1979, compared to 28 percent anticipated for 1985. The drop in federal funds has been offset during the period by continued, but less dramatic growth in property tax revenues. Between 1979 and 1985, local property tax revenues increased from 30 percent to 54 percent of total revenues, and state revenues grew from one percent to five percent.

In 1984, as Tables 2.3 and 2.4 indicate, expenditures for the whole metropolitan system are expected to total \$410 million, and long-term indebtedness will be \$476.5 million.

C. ORGANIZATION

Today the Council is a part-time board whose 16 members are appointed by the Governor to four-year staggered terms from metropolitan districts of equal population shown in Figure 2.2. The seventeenth member is a full-time chair who is also appointed by the governor.

The members serve on four committees which cover policy development and oversight in all areas of Council responsibility. These committees are focal points for the Council's interactions with local governments and five metropolitan agencies: the Metropolitan Waste Control Commission, the Regional Transit Board, the Metropolitan Airports Commission, the Metropolitan Parks and Open Spaces Commission, and the Metropolitan Sports Facilities Commission. An exception is the Metropolitan Transit Commission which is now under the oversight of the Regional

TABLE 2.1
METROPOLITAN COUNCIL REVENUE HISTORY

Year	Source									
	Federal	Percent of		State	Percent of		Percent of		Other	Total
		Total			Total		Local Levy	Total		
1969	\$ 881,000	55%	--	--	--	45%	\$ 720,000	45%	--	\$ 1,601,000
1970	900,000	38	--	--	--	62	1,480,000	62	--	2,380,000
1971	1,193,500	40		\$100,000	3%	46	1,350,000	46	\$ 310,000	2,953,500
1972	952,000	34		200,000	7	53	1,497,000	53	154,500	2,803,500
1973	1,135,000	32		272,500	8	46	1,596,000	46	492,500	3,496,000
1974	1,461,409	40		200,000	5	47	1,700,000	47	290,075	3,651,484
1975	1,837,750	47		25,000	1	47	1,850,000	47	237,000	3,949,750
1976	2,521,920	48		20,000	--	39	2,030,000	39	694,500	5,266,420
1977	3,418,600	52		139,500	2	34	2,254,000	34	768,700	6,580,800
1978	3,540,129	48		416,500	6	35	2,600,000	35	829,000	7,385,629
1979	5,392,200	54		138,300	1	30	2,970,000	30	1,411,100	9,911,600
1980	4,288,500	46		603,500	7	35	3,235,000	35	1,150,120	9,277,120
1981	4,120,400	42		171,100	2	42	4,143,900	42	1,438,350	9,873,750
1982	3,525,200	35		432,500	4	48	4,933,000	48	1,287,000	10,177,700
1983	3,366,400	31		305,000	3	52	5,595,000	52	1,591,800	10,858,200
1984	3,740,600	32		391,000	3	51	5,885,585	51	1,507,330	11,524,515
1985	3,191,100	28		567,500	5	54	6,192,480	54	1,619,500	11,570,580

Source: The Metropolitan Council.

TABLE 2.2

METROPOLITAN COUNCIL
1984 AND 1985 GRANT AND LOAN PROGRAMS

Source of Revenue	Estimated Revenue		Grant Program	Estimated Expenditures	
	1984	1985		1984	1985
Revenue:					
Federal:					
Department of Housing and Urban Development					
Section 8 Existing			Housing:		
Section 8 Moderate Rehabilitation	\$ 8,975,000	\$10,000,000	Section 8 Existing Housing Assistance	\$ 9,100,000	\$10,020,000
Voucher Demonstration	210,000	200,000	Section 8 Moderate Rehabilitation	210,000	200,000
Department of Health and Human Services	0	900,000	Housing Assistance		
Title III--B Social Services	1,064,000	1,064,000	Voucher Demonstration	0	900,000
Title III-C(1) Congregate Nutrition	1,796,000	1,796,000	State Loan Programs		
Title III-C(2) Home Delivered Meals	334,000	334,000	Rental Rehabilitation Loans	0	100,000
Department of Agriculture			Accessory Apartment Loans	0	100,000
Congregate Nutrition	601,000	601,000	Home Improvement Loans	100,000	120,000
Home Delivered Meals	165,000	165,000	Solar Bank Deferred Loans	0	80,000
Department of Transportation			Human Services		
Urban Mass Transit Administration	345,000	379,000	Aging Social Service Grants	1,064,000	1,064,000
State:			Aging Congregate Nutrition Grants	2,809,000	3,030,000
Board on Aging			Aging Home Delivered Meals Grants	499,000	499,000
Congregate Nutrition	412,000	633,000	State Arts Grants	190,000	203,000
Arts Board			McKnight Aging Grants	57,000	55,000
Arts Block Grants	190,000	203,000	McKnight Arts Grants	90,000	105,000
Housing Finance Agency			Transportation Planning:		
Loan Programs	100,000	400,000	RTB/MTC Planning Grant	345,000	379,000
Parks Appropriation	8,295,000	9,600,000	Parks and Open Space:		
Highway Right-of-Way Acquisition Loan Program	1,243,000	1,306,000	Parks Grants	13,800,000	8,600,000
Local Planning Assistance Loan Program	90,000	197,500	Highway Right-of-Way Acquisition Loan Program	946,000	1,261,000
Local:			Local Planning Assistance Loan Program	25,500	130,000
McKnight Foundation					
Aging Grants	57,000	55,000			
Arts Grants	90,000	105,000			
Interest Income					
Parks Grants	1,300,000	1,330,000			
Section 8 Existing	125,000	20,000			
TOTAL ESTIMATED REVENUES	\$25,392,000	\$29,288,500	TOTAL ESTIMATED EXPENDITURES	\$29,235,500	\$26,846,000

Source: Compiled from the Council's 1985 adopted budget.

Figure 2.1
METROPOLITAN COUNCIL REVENUE HISTORY

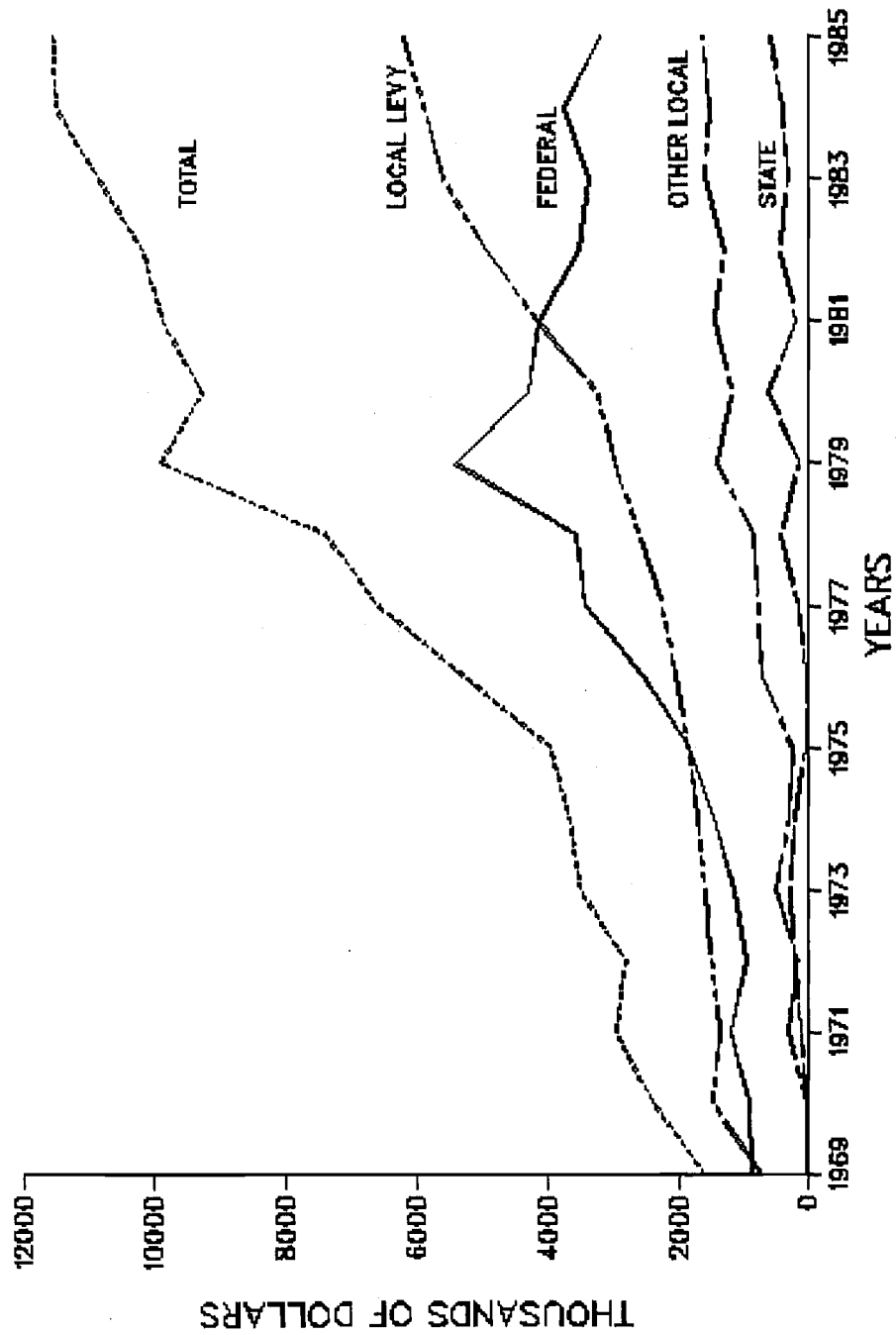
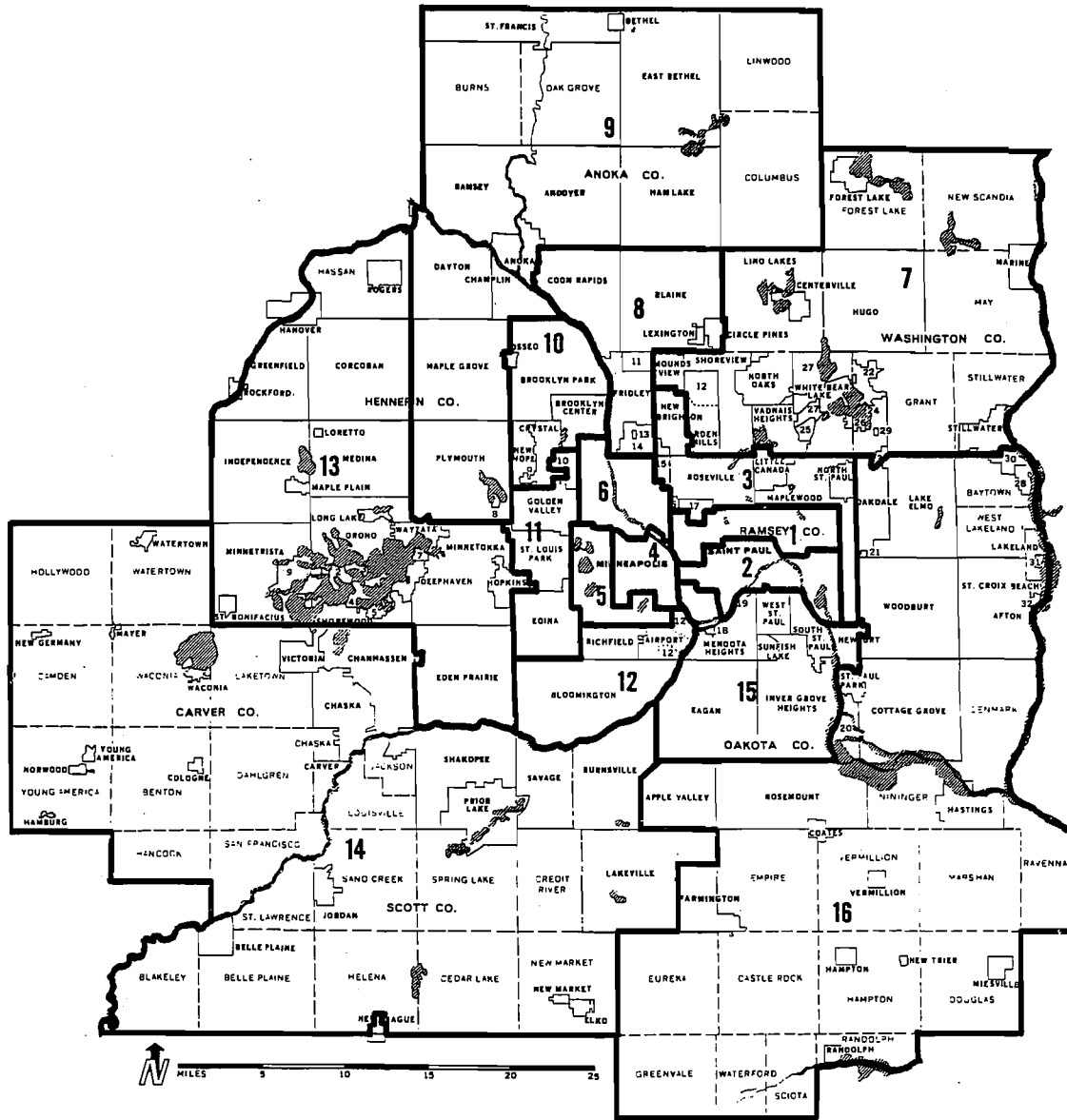


TABLE 2.3
METROPOLITAN SYSTEM
1984 EXPENDITURE ESTIMATES

	<u>Operating</u>	<u>Capital</u>	<u>Debt</u>	<u>Total</u>
Metropolitan Council ^a	\$ 11,709,110	--	--	\$ 11,709,110
Metropolitan Waste ^b Control Commission	84,353,425	\$ 30,836,818	\$21,771,429	136,961,672
Metropolitan Transit ^c Commission	98,860,000	33,512,272	3,251,640	135,623,912
Metropolitan Airports ^d Commission	37,709,828	49,795,000	14,122,937	101,627,765
Metropolitan Parks and ^e Open Space Commission	--	12,875,000	3,272,560	16,147,560
Metropolitan Sports ^f Facilities Commission	5,873,000	--	3,022,550	8,895,550
TOTAL	\$238,505,363	\$127,019,090	\$45,441,116	\$410,965,569

Sources: a. 1985 adopted budget.
b. 1985 approved budget.
c. 1985 proposed budget; 1984 adopted budget.
d. Figures provided by the Metropolitan Airports Commission.
e. Figures provided by the Metropolitan Council.
f. Figures provided by the Metropolitan Council.

FIGURE 2.2
METROPOLITAN COUNCIL DISTRICTS



Source: The Metropolitan Council.

Transit Board. The committees also receive advice from more than a dozen advisory boards, committees, and task forces.

TABLE 2.4
METROPOLITAN SYSTEM ESTIMATED LONG-TERM INDEBTEDNESS
1984

Metropolitan Council	--
Metropolitan Waste ¹ Control Commission	\$246,757,189
Metropolitan Transit ¹ Commission	28,500,000
Metropolitan Airports ² Commission	117,760,951
Metropolitan Parks and ¹ Open Space Commission	30,700,000
Metropolitan Sports ¹ Facilities Commission	<u>52,835,000</u>
Total	\$476,553,140

Source: 1 The Metropolitan Council.
2 The Metropolitan Airports Commission.

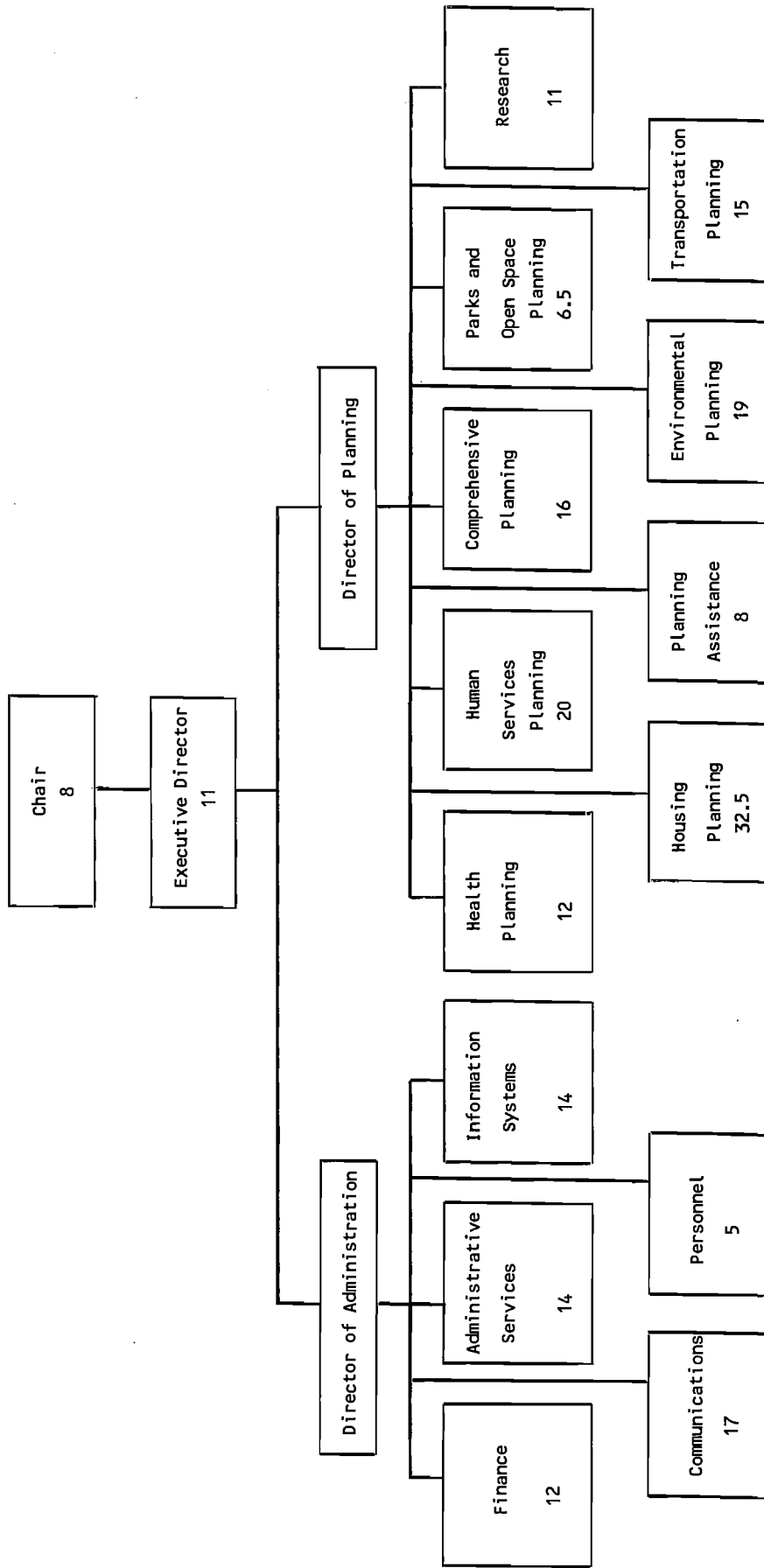
The Council in 1984 has an authorized staff complement of 222.5 employees responsible to the Chair. As Table 2.5 shows, staff growth has been approximately two-fold since 1969, with the largest annual increase in 1977 when the local land-use planning process got underway.

The current staff organization consists of five support departments and nine planning departments as indicated in Figure 2.3. Support and administrative functions make up 37 percent of the complement and the remainder is divided among nine planning departments responsible for long-term planning, policy development, agency oversight, grant review, program administration, research, and coordination with other levels of government.

In 1984 the Council's salary expenditures are expected to total \$7.4 million, or 63 percent of the operating budget. The re-

FIGURE 2.3

METROPOLITAN COUNCIL 1984 STAFF ORGANIZATION



Numbers refer to staff

Source: The Metropolitan Council.

mainder will be split between non-wage costs, at 23 percent of the total, and consultant fees at 14 percent.³

TABLE 2.5
METROPOLITAN COUNCIL STAFFING HISTORY

<u>Year</u>	<u>Number of Budgeted Staff</u>
1969	78.0
1970	82.0
1971	92.0
1972	121.0
1973	144.0
1974	159.0
1975	155.0
1976	161.0
1977	202.0
1978	217.0
1979	237.0
1980	232.0
1981	232.0
1982	212.0
1983	210.5
1984	222.5
1985	223.5

Source: The Metropolitan Council.

D. PAST ACTIVITIES AND FUTURE DIRECTIONS

Council analysts regularly cite the following activities as the agency's major accomplishments:

- creating metropolitan plans and systems for sewers, parks, and transit between 1967 and 1974;
- passing legislation in 1971 to reduce the effects of taxing disparities among metropolitan localities;

³Based on 1984 revised expenditures of \$11,709,110 presented in the 1985 adopted budget.

- adopting a "fair share" housing policy in 1971 to stimulate proportionate subsidized housing distribution throughout the central cities and suburbs;
- vetoing construction in 1970 and 1971 of a second major regional airport proposed by the Metropolitan Airports Commission;
- preventing construction of a fixed guideway transit system proposed by the Metropolitan Transit Commission between 1972 and 1975;
- completing a metropolitan development framework for guiding urban growth outward from the central core to the rural fringes between 1973 and 1975;
- implementing a traffic metering system on I-35W in 1974;
- preventing construction of an experimental energy recovery pyrolysis plant proposed by the Metropolitan Waste Control Commission in 1975;
- completing a comprehensive land-use planning program involving 195 metropolitan governments between 1977 and 1983;
- helping to solve problems associated with I-35E, I-394, and I-94 highway design proposals in 1981 and 1982;
- implementing a regional 911 emergency telephone system in 1982; and
- completing the siting process for county landfills in 1984.

Since its creation in 1967, regional issues have also emerged in which the Council played a secondary role or chose to play no role at all. These include:

- a decision in the mid-1970s not to participate in the CETA prime sponsor program;
- terminating staff work on a comprehensive social plan for the region in 1978; and
- state legislative decisions in 1977, 1982, and 1983 to appoint independent commissions for selecting stadium, racetrack, convention center, and world trade center sites.

The Council is also subject to criticism for involving itself in issues which some people do not feel are appropriate for a

regional agency. In recent years, most criticism of this nature has focused on suggestions by the past chair that the Council should take on the functions of a development authority and assume direct control of regional transit, airports, and waste control operations.

For 1985, Council members and the new chair have adopted a work and legislative program aimed at addressing recent criticisms that the Council lacks direction, is overextended, is not exercising adequate oversight over the metropolitan operating agencies, and has a poor relationship with the Legislature. The work program includes measures to:

- prevent disposal of unprocessed wastes in landfills by 1990;
- solve the combined sewer overflow problem;
- provide state support for up to 50 percent of the costs of operating and maintaining the regional parks system;
- authorize the Council to appoint the chairs as well as the members of the Metropolitan Waste Control Commission and the Regional Transit Board;
- require the Metropolitan Waste Control Commission, the Regional Transit Board, and the Metropolitan Transit Commission to adopt uniform contracting, personnel, and administrative procedures subject to Council approval;
- require an annual Council report to the Legislature on the performance of the Metropolitan Waste Control Commission, the Regional Transit Board, and the Council in meeting specific objectives;
- review Council contracting, accounting, personnel, and budget procedures; and
- streamline the Council's deliberative processes.

Comprehensive Planning

Chapter 3

The need for orderly suburban development was a critical consideration behind the creation of the Council in 1967. A key premise was that unwanted urban sprawl could be controlled by:

- coordinating the delivery of basic infrastructure services on a regional level, and
- implementating a comprehensive land-use planning process throughout the region.

In the early 1970's the Council first focused its energy on the plans and proposals of the rapidly-growing metropolitan agencies. However, with the passage of the Metropolitan Land Planning Act in 1976, the Council committed itself to a long-term local land-use planning effort. In evaluating the Council's effectiveness in this function, we asked the following questions:

- What is the legislative support for the Council's comprehensive land-use planning program?
- What was involved in implementing the local land-use planning process?
- How is the program viewed by Council members, staff, and representatives of the local communities who were required to prepare plans?
- What is its future now that the Council has approved plans for all but one of the 195 local jurisdictions in the region?

A. LEGISLATIVE SUPPORT

Our information about the events leading to the creation of the Council indicates that by 1967 the need for coordinated sewer and highway service had grown to crisis proportions throughout the region. This crisis was precipitated by three factors:

- rapid post-war suburban development,
- new federal guidelines requiring regional review of local grant and loan proposals, and
- the Metropolitan Planning Commission's failure to implement solutions for financing and service problems in a number of communities.

As a result, the Metropolitan Council Act contained a passage specifically requiring the Council to prepare a comprehensive development guide. In fact, the statute described a document which the Metropolitan Planning Commission had partially completed. This work, and the Council's later elaboration of it, was based on four assumptions:

- the urban core should be preserved;
- new development outside the core should occur in phases based on demonstrable population growth needs;
- sewer, highway, airports, transit, and park services should be expanded in accordance with a planned development schedule; and
- some outlying land should be protected for commercial agriculture and general rural use.

At the outset, however, the Council was limited to reviewing plans or proposals having a regional or otherwise substantial impact on metropolitan development. This was not a serious handicap in the early years when the Council and the sewer and transit commissions were getting off the ground. However, the difficulty of actually carrying out this broad mandate was obvious by 1974 after the Council had been involved in several controversial sewer, transit and airport decisions.

Therefore, an additional law was passed to provide a stronger link between regional systems planning and Council plans. This was the Metropolitan Reorganization Act of 1974 which will be discussed in the next chapter. A second law, the Metropolitan Land Planning Act, was passed in 1976 to provide a similar link between regional and local land-use plans.

The 1976 Act provided general guidelines for a mandatory local land-use planning program, but left the details of the process to the Council. According to the law, the Council first had to prepare "systems statements" that included population, employment, and housing need projections, as well as information about current and planned metropolitan services. Municipalities, counties, and school districts then had to prepare comprehensive plans which outlined objectives and implementation programs for public and private land development to 1990.

The completed plans were to be submitted for review to the Council by July 1, 1980 to ensure their consistency with the *Metropolitan Development Guide*, and their compatibility with the plans of neighboring jurisdictions. If inconsistencies or problems were found, or if proposed land-use plans had a demonstrable impact on metropolitan development, the Council could require plan changes. The Council was also authorized to suspend local development provided that it followed procedures prescribed in law and approved regulation.

In order to soften the burden of preparing the plans, the Act gave the Council authority and an appropriation to establish a grant program that would cover up to 75 percent of a community's costs.

From studying the Act, we conclude that it clarified and strengthened the Council's role in implementing comprehensive planning on a regional basis. On the other hand, it also contained restrictions to prevent the Council from dominating local governments. We also note that the law does not require the Council to report to the Legislature specifically on program progress and success. Possible reasons are:

- the specificity of the law,
- the existence of a general reporting requirement,
- an awareness that the process would be time consuming and the results would be difficult to judge, and
- a general sense of approval and support for the agency.

As a result, we conclude that the Council undertook its comprehensive land-use planning program with the benefit of support and direction from the Legislature. However, because of deliberate limitations on the Council's authority, the likelihood of success depended on at least two factors not addressed in the law:

- the soundness of the planning model, and
- staff skill in managing the program.

B. PROCESS

By the time the Metropolitan Land Planning Act was passed in 1976, work on the *Metropolitan Development Guide* was virtually complete. It consisted of two general chapters outlining the Council's basic land-use planning theory followed by functional chapters containing detailed policies related to sewers, transit, parks, highways, housing, and airports.

The theory behind the *Guide* is that development patterns and population projections can be used to designate a perimeter within which publicly-financed regional services are economical and otherwise desirable to provide. The Council calls this perimeter, which we show in Figure 3.1, the Metropolitan Urban Services Area. According to the theory, the land remaining outside the perimeter should be allocated for phased suburban development or agricultural use.

As a result, the map-based framework outlined in the *Guide* is the Council's main tool for ensuring that the pace of local development is consistent with the region's capacity to provide and maintain services. Therefore, it is a critical document for guiding the Council's dealings with both the commissions and local governments.

When the local planning process got underway, the *Guide* was the basis for the planning guidelines, or systems statements, which the Council prepared for each of the 195 governments in the region. From our interviews with Council staff, we learned that the guidelines were non-controversial summaries of current policy which provided little guidance in preparing a plan. The Council's population projections were the primary source of controversy: suburban governments argued that the Council had drawn the perimeter too narrowly and would thereby unfairly restrict development. Accordingly, the Council agreed to adjust its line in a number of locations as a result of local pressure.

When these agreements were in place, the Council proceeded between 1978 and 1980 to:

- circulate additional information on what the plans should include;
- publish detailed plan review guidelines;
- develop an internal management system for reviewing the plans;
- implement regulations for determining what metropolitan significance meant in terms of land-use planning; and





FIGURE 3.1

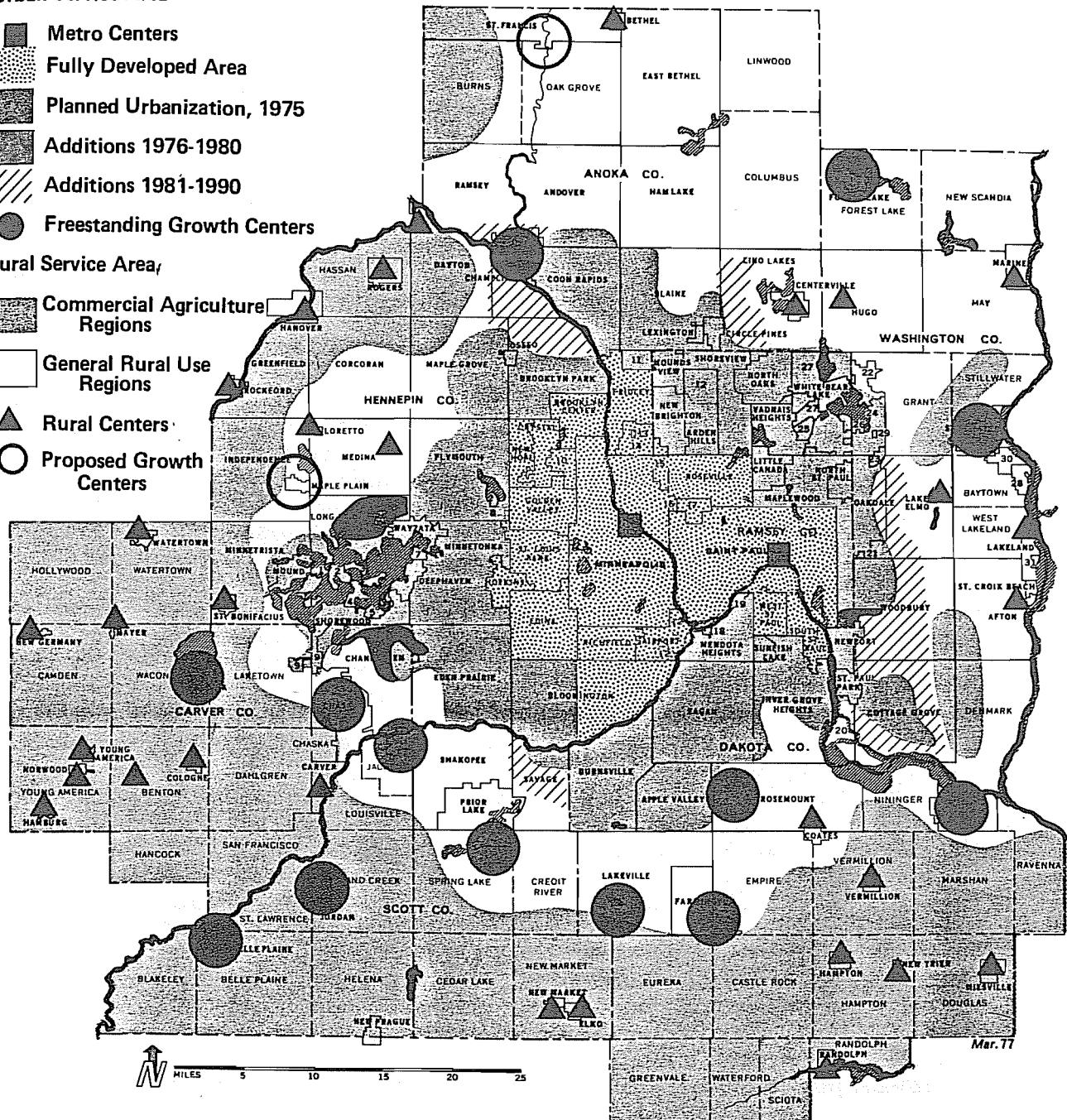
METROPOLITAN DEVELOPMENT FRAMEWORK

Urban Service Area

-  Metro Centers
-  Fully Developed Area
-  Planned Urbanization, 1975
-  Additions 1976-1980
-  Additions 1981-1990
-  Freestanding Growth Centers

Rural Service Area

-  Commercial Agriculture Regions
-  General Rural Use Regions
-  Rural Centers
-  Proposed Growth Centers



Source: The Metropolitan Council.

- administer a state-funded planning assistance program that consisted of grants, loans, and technical assistance.

In terms of the actual plans, we learned that:

- only a few communities submitted them by the deadline of July 1, 1980, and the majority were submitted in 1981 and 1982;
- almost every community received a planning grant or loan covering an average of 50 percent of the costs;
- many communities hired consultants to help them prepare the plans;
- the Council required substantial modifications in about 10 percent of the plans submitted;
- the Council's metropolitan significance authority was invoked in four cases, but the problems were resolved without development being suspended; and
- communities are, with no apparent exceptions, following the Council process for amending completed plans.

C. VIEWS ABOUT THE PROCESS

The local government representatives whom we interviewed endorse the idea of comprehensive regional planning and support in principle the Council's work in this area. In light of the problems other cities are experiencing, these officials view the regional system as an effective vehicle for coordinating physical services such as sewers, transit, parks, and airports, although they have reservations about the Council's involvement in human services.

While there is no consensus on the degree to which the Council has actually influenced land use, the people we talked with characterize the comprehensive land-use planning program as a successful way of teaching communities to think systematically about development.

Within this context, however, we heard a number of specific complaints about the Council's performance. We think they may be applicable to other situations.

- The Council was overly aggressive at the beginning of the program, and later had to back down, thus damaging its credibility with local communities.

- Council staff tended to rely more on academic theories about what should occur, than on what was actually happening in communities.
- Staff at times tried to dictate technical planning details in addition to providing general guidelines.
- Staff were reluctant to come into the community, but when they did, the process went more smoothly.
- Council population projections were overly conservative, and in some cases, estimates of system capacity were wrong.
- The Council was not active enough in mediating inter-jurisdictional disputes.
- The Council became involved in local problems where it had no place.

When we talked to Council members and staff who were involved in the local planning effort, they acknowledged a number of these criticisms. According to these people, many of the Council's problems occurred because of insufficient personnel, over-enthusiasm, and the enormity of the task.

On the other hand, the people we interviewed also said that many of the plans are of mediocre or poor quality. The reason is that local governments, like the metropolitan agencies, tend to view the Council as an adversary. The outcome is that they hired consultants to prepare what turned out to be unimaginative textbook plans in order to satisfy the requirements of the law.

On the matter of Council involvement in local disputes, we heard two comments. One is that the Council's legal staff interprets the law authorizing the Council to act on matters of metropolitan significance as covering local problems only if they have an obvious impact on regional systems. The other comment, which came from managers, staff people and Council members is that since the mid-1970s the Council has not been as vigorous about seeking out metropolitan issues as it was in the early years. We heard two explanations for the Council's recent passivity: the Council focused its energy on the land-use planning program during these years, and staff were becoming more cautious about taking on battles where they did not have clear authority.

The conclusion we draw from conducting interviews, studying the *Metropolitan Development Guide*, and examining a small sample of the plans is that the Council has managed the land-use planning program in an orderly and responsible way despite some problems and delays. We agree with the Council and community representatives that the program probably meets the basic educational objective of exposing communities to the principles of comprehensive regional planning.

D. FUTURE DIRECTIONS

However, on the basis of what we learned, we are not confident about the degree to which local governments will take positive action to implement the plans, beyond submitting *pro forma* plan amendments for Council approval. As a result, we asked three additional questions about the comprehensive planning program:

- What are the Council's criteria for evaluating the regional impact of the land-use planning framework set out in the *Metropolitan Development Guide*?
- Is the current framework still a viable planning guide for the commissions and local governments?
- What is the Council's appropriate next step in terms of land-use planning?

In order to shed light on these questions, we examined the Council's 1985 work program, attended a public presentation on the matter, and talked to a number of Council members and staff about work underway.

The first thing we learned is that the Council has not yet undertaken a systematic evaluation of either the land-use planning framework or the implementation process, and therefore has no formal criteria for judging its impact. As we indicated earlier, the Metropolitan Land Planning Act did not require an evaluation of the process.

Therefore, in our interviews we asked about informal criteria that the Council uses to evaluate the impact of land-use planning. In most cases, respondents said that planning is not a numbers game, that comparisons with other cities are not fruitful, and that it is very difficult to separate out the Council's impact from other economic and demographic influences. After this sort of disclaimer, the people we talked with then went on to suggest a number of indicators that they felt were important in assessing the effectiveness of the framework and the implementation process:

- since 1970, the region has avoided a number of costly transit, airport, and sewer construction projects;
- currently, six percent of the region's single-family homes are in the rural area, compared to 20 percent in 1973;
- since the passage of the Metropolitan Land Planning Act in 1976, no unplanned sewer interceptors or highways have been built;

- about 20 percent of the metropolitan land available for agricultural preserves has been set aside in accordance with the provisions of the 1980 Agricultural Preserves Act;
- the overall supply of vacant serviced land appears to be less than would otherwise be expected in the absence of the Council;
- every local government has participated in the land-use planning program;
- so far, localities have followed the Council's plan amendment process prior to starting new development projects;
- the vitality of the central cities has been maintained and increased; and
- rural communities have better land-use controls and sewer facilities than might otherwise be expected.

Based on impressionistic evidence we question whether these indicators, taken singly or together, constitute an appropriate measure of the impact of the Council in controlling suburban sprawl and premature urban development. However, the Council evidently finds them to be adequate evidence that the concept is working because the *Metropolitan Development Guide* is now being updated to the year 2000 to reflect new regional policy issues and population estimates. The update includes major revisions to the general framework chapters written in 1975, as well as changes in a number of the functional chapters. Completion is anticipated by the end of 1985.

According to staff, the Council is not likely to initiate a whole new round of local plans as a result of these revisions, and it is not considering more active monitoring of local plan implementation. One planner told us that this would be inconsistent with the self-policing nature of the system.

The Council's first step in revising the *Guide* was to update the original population projections. This exercise indicates that overall population growth has been much slower and less evenly distributed than the Council expected. The second step is the preparation of policy papers for Council discussion, followed by a rough draft of the general framework in January of 1985. The third step, which is occurring at the same time as the second, consists of revisions to a number of the functional chapters based on the new population projections and changes in certain Council/commission relationships. The last step will be public hearings held in the spring and summer, with adoption expected late in 1985.

At this stage in the work it appears that the Council's basic planning philosophy will remain unaltered as a result of the revisions, although a substantial change in focus may occur. We understand that the Council will be considering a number of alternatives such as:

- making no major changes in the Metropolitan Urban Services Area steady since regional population growth has been lower than expected,
- expanding the Council's role to targeting development toward areas where vacant serviced land is available,
- clarifying Council policies for the core cities,
- preparing urban service lines for individual rural centers,
- adding a stronger human service perspective to land-use planning,
- incorporating economic development issues in the Council's planning framework, and
- clarifying general Council/commission relations, based on recommendations of the *Regional Services and Finance Study*.¹

E. CONCLUSIONS

We think that a revision of the *Metropolitan Development Guide* is a very good idea, given our finding that the document is dated, uneven, hard-to-read, and sometimes internally inconsistent. While we recognize that the *Guide* is a pioneering effort, we endorse the Council's sensitivity to minimizing such problems in the principal planning tool that guides the Council, the commissions, and local governments.

Furthermore, we feel that the timing is appropriate since the local plans are in place and serious issues have recently been identified in the management and functions of some of the regional operations.

We are also encouraged to learn that the Council's work program provides for preparation of population projections and a draft of the general framework prior to completion of revisions to the

¹This study, prepared by the Council, is summarized in Appendix A.

functional chapters. If the staff does a good job of coordinating its work, we think the Council should be able to eliminate internal inconsistencies which reduce the effectiveness of the current document.

The success of this effort will also be a tangible indicator that the Council is overcoming management and personnel problems which have been an issue in recent years. In addition to complaints we heard from staff and outsiders, we detected the effects of organizational fragmentation in the *Regional Service and Finance Study* which took almost two years to complete.

During the four months that we studied the Council, we noted a considerable acceleration in the timetable for completing revisions to the *Metropolitan Development Guide*. This is appropriate given complaints we heard that the Council has moved slowly and avoided coming to grips with serious issues in recent years. The next important benchmarks will be whether:

- the staff adheres to its current timetable,
- the members of the Council conduct a serious policy-level debate on the merits of the staff proposals, and
- the Council undertakes a formal evaluation of its staffing requirements in light of changing program needs and emerging metropolitan issues.

Given what we learned about the Council's past track record, we think it is reasonable to predict that the agency may have problems in any or all of these areas.

In addition, we believe that there is an even more serious weakness in the Council's current approach to comprehensive planning. The weakness is an apparent refusal by the Council to undertake the admittedly difficult task of systematically addressing the impact of planning on regional land use and system expenditures.

We believe that an assessment of this nature is a critical step in determining the long-term future of the Council's land-use planning program. This refusal raises a number of questions:

- Should the Council be rethinking rather than revising its planning philosophy?
- Are Council staff capable of analytical research that is useful to decision-makers and citizens?
- Is current staff work clearly focused?

- Are Council members well enough informed to make sound decisions about staff proposals and public suggestions?
- How will the Council track the effect of the new policies being implemented?

Because comprehensive planning is at the heart of the Council's mission, we think it is particularly important for the work underway to be demonstrably well conceived and managed. It is additionally important given recent suggestions that the organization lacks vigor and direction.

Therefore, in order to address these concerns and to justify moving in new directions, we feel that the Council must, on its own initiative, undertake a formal ongoing evaluation of its impact on the region. As a beginning, we recommend that 1985 public presentations of revisions to the Council's planning framework be accompanied by a report that:

- provides documentation to support the changes which are proposed,
- states the objectives which the changes are designed to meet,
- outlines indicators and an ongoing program to assess whether the objectives are being met in the future,
- explains how the changes are consistent with other Council initiatives,
- states the expected impact of the changes on Council staff resources,
- identifies what the changes will mean for local governments and commissions, and
- evaluates the degree to which legislative constraints hamper the Council's effectiveness.

In addition, we believe that these changes are of sufficient regional importance to warrant submission of the report to the Legislature. This should be done separately from the annual report required under current law.

We feel that a formal stock-taking such as this is necessary for ensuring informed public debate about the proposals which the Council is currently considering. It is also a necessary first step in requiring the Council to identify and account for the outcomes of its work to constituents in the Legislature and the region.

However, our research shows that the success of the land-use planning program depends on far more than the Council's

technical skill and statesmanship. It depends in part on the relationship between the Council and the Legislature. Reinvigorating this relationship requires that:

- the Council regularly report to the Legislature on the outcomes and directions of its comprehensive planning efforts, and
- the Legislature regularly scrutinize and provide direction to the Council on its work program.

Nevertheless, we believe that a basic question will remain even after these steps are taken. It is:

- Can the Council realistically be expected to influence the development of the metropolitan area with the tools at its command?

In the long run, we believe that this question will need to be answered, either by broadening the Council's powers, or by restricting its mission.

Oversight of the Metropolitan Commissions

Chapter 4

Policy oversight of the metropolitan commissions is an important aspect of the Council's overall mission. It is also an area which has come under increasing public scrutiny as a result of serious and highly publicized problems at two regional agencies: the Metropolitan Transit Commission and the Metropolitan Waste Control Commission.¹

For these reasons, we examined the history, structure, and current status of the Council's relationships with the metropolitan commissions. Due to the scope of our study, we did not examine the internal operations of any of the commissions except where doing so shed light on the general relationships.

We asked the following questions:

- What is the general legislative basis for the Council's oversight of the commissions?
- Are there significant differences in the Council's oversight of each of the commissions?
- Has the Council established appropriate internal mechanisms for monitoring the commissions?
- Is the Council effectively fulfilling its legislated responsibilities?
- Is the Council taking actions to improve its relations with the commissions?

¹See Appendices A and B for summaries of other studies and a more detailed description of the agencies.

A. LEGISLATIVE BASIS

In reviewing the circumstances that led to the creation of the Council, we found that regional coordination and control of sewer, airports, highway, parks, and transit services was a high priority for lawmakers.

For this reason, it is not surprising that the 1967 Metropolitan Council Act specifically addressed relationships between the Council and the metropolitan commissions, which at the time consisted of the Metropolitan Airports Commission and the Minneapolis-St. Paul Sanitary District. The law made the Council responsible for reviewing all long-term comprehensive plans of the commissions which had an area-wide, multi-community, or otherwise substantial impact on metropolitan development.

On the basis of this authority, the Council in 1971 vetoed construction of a second major regional airport proposed by the Metropolitan Airports Commission and in 1972 prevented construction of a fixed guideway transit system planned by the Metropolitan Transit Commission.

However, by 1974 the continued rapid growth of the regional agencies made it necessary to further clarify the Council's oversight responsibilities. This occurred in the Metropolitan Reorganization Act of 1974, which placed the Metropolitan Transit Commission and the Metropolitan Waste Commission under the same planning requirements. The Act:

- authorized the Council to appoint the members of the Metropolitan Transit Commission and the Metropolitan Waste Control Commission;
- called for the Governor to appoint the commission chairs;
- charged the Council with preparing long-term policy plans for the commissions;
- required the Council to approve commission development programs every two years;
- required the commissions to prepare five-year capital improvement programs based on the development programs;
- required the Council to review all matters of metropolitan significance, including applications for federal and state aid made by commissions and local governments;
- charged the Council with reviewing, approving and forwarding the annual capital budgets of the commissions to the Legislature;

- called for the Council and the commissions to implement program budgeting by 1978;
- required the Council to review and report to the Legislature each year on commission proposals regarding user charges;
- allowed the Council to charge the commissions for work done on their behalf; and
- required the Council to prepare personnel guidelines for the commissions.

In reviewing this law, we found that the Legislature spelled out a specific but restricted role for the Council in overseeing the metropolitan commissions. In its capacity as the umbrella planning agency for the region, the Council was made responsible for long-term policy plans that would guide the development programs, capital improvement programs, and capital budgets of the commissions. In turn, the commissions would be responsible for operating the transit and sewer systems with limited Council guidance in establishing budget and personnel guidelines. While the Council would appoint the members of the commissions, the Governor would appoint the chairs.

Another important feature of the law is that it does not cover the Council's relationship with the Metropolitan Airports Commission, which was established as a self-supporting public corporation in 1943. Legislators evidently felt that current legislation provided adequate agency oversight. As a result, they gave the Council limited authority to review Metropolitan Airports Commission capital plans and projects, and no authority to appoint the members. We also noted that this pattern of *ad hoc* adjustments to the general Metropolitan Reorganization Act framework continued in later legislation establishing the Metropolitan Parks and Open Space Commission, the Metropolitan Sports Facilities Commission, and the Regional Transit Board.

B. DIFFERENCES IN COUNCIL/COMMISSION RELATIONSHIPS

In reviewing the Council's authority over the commissions, we identified three areas where these differences might handicap the Council: appointment authority, plan preparation, and capital review.

1. APPOINTMENT AUTHORITY

Although the Council appoints the members of the Metropolitan Waste Control Commission, the Parks and Open Space Commission,

and the Regional Transit Board, it does not have similar authority over the Metropolitan Airports Commission, the Metropolitan Sports Facilities Commission, or the re-organized Metropolitan Transit Commission.

First, the Council's relationship with the Metropolitan Transit Commission is obviously different now that the Regional Transit Board has assumed many of the planning functions previously performed by the Metropolitan Transit Commission. As a result, we think it makes sense for the Council to appoint the members of the board rather than the commission.

The second exception is the Metropolitan Airports Commission, which is a widely-admired, long-established public corporation with an independent tie to the Legislature. This commission has continued to operate with more autonomy than any of the other commissions.

While differential treatment of the Metropolitan Airports Commission may have made sense in the past, we think it should now be reviewed. In the long run, if it makes sense for the Council to oversee the other metropolitan commissions, the Council should also oversee the Metropolitan Airports Commission. We conclude that the commission has been successful because of the talent and efforts of its leadership and management, not because of its autonomy. Changes in either of these conditions could result in a very different outcome which would make stronger oversight not only desirable but necessary.

Finally, the case of the Metropolitan Sports Facilities Commission indicates to us that the Legislature in 1977 lacked faith in the metropolitan structure. Possibly it lacked trust in the Council at the time the stadium issue was being debated; or possibly the stadium issue was just too controversial and politically sensitive for the Council to handle on its own. Today, however, the Metropolitan Sports Facilities Commission is not engaged in a building program, and we think it is appropriate for the Minneapolis City Council to appoint the members as long as the Council continues to monitor the commission's operating budget and debt service arrangements.

2. PLAN PREPARATION

The Council is authorized to require the commissions to prepare long-term plans consistent with the *Metropolitan Development Guide*. The exceptions are:

- the Metropolitan Sports Facilities Commission, which is limited to operating an existing service; and
- the Metropolitan Transit Commission, which is also now limited to operational responsibilities.

We think that the exceptions are appropriate for the reasons noted above.

In the course of our interviews, we identified several general weaknesses in the plan preparation and review process:

- some of the policy plans in the *Metropolitan Development Guide* are too vague and out-of-date to adequately guide to the commissions,
- some commission plans are not detailed enough for the Council to evaluate whether they conform to *Guide* policies,
- there is nothing to stop the commissions from delaying or cancelling projects they propose in the plans, and
- day-to-day commission operations may be inconsistent with overall development goals.

However, our study of the Council's legislative history shows that the agency was never intended to have a great deal of direct authority. The result is that the Council is often expected to rely on statesmanship and technical expertise in influencing the regional commissions. According to some of the people we interviewed, the Council's response to this challenge in recent years has been to focus on detail and to ignore significant problems which it should be addressing.

3. CAPITAL REVIEW

Although differences exist in the timing, content, and scope of the requirements, the Council has the authority to review the capital programs and/or budgets of the Metropolitan Waste Control Commission, the Metropolitan Airports Commission, the Regional Transit Board, and the Parks and Open Space Commission.

Apart from the new transit arrangement, the only major exception is the Metropolitan Airports Commission. For this commission, the Council reviews a five-year capital improvement program, capital projects valued at more than five million dollars for the Minneapolis-St. Paul International Airport, capital projects worth more than two million dollars at the other regional airports, and other projects of metropolitan significance.

Although one staff member at the Council is concerned that this limitation on the Council's power has caused "deficiencies in the airport planning and implementation process," we conclude that it is the logical outcome of the Metropolitan Airports Commission's historical independence. We think that the potential for future difficulties warrants an evaluation of the arrangement by the Legislature.

We also support several general recommendations in the Council's *Regional Service and Finance* study for improving commission capital planning and budget review processes. Changes which could be made using the Council's current statutory authority include:

- establishing common dates for submission of commission plans and budgets,
- specifying common time-frame and content requirements for commission plans,
- requiring the commissions to include ten-year revenue and expenditure projections in their capital plans, and
- developing a more informative format for commission budgets.

C. INTERNAL COUNCIL COORDINATION

Within the Council, primary responsibility for reviewing commission plans, budgets, and grant proposals falls on three departments: Transportation Planning, Environmental Planning, and Parks and Open Space Planning. Staff in these departments serve as liaison to the commissions and to the Council's Metropolitan Systems Committee which, in turn, reports to the full Council on commission matters. These staff are also responsible for maintaining the policy plans in the *Metropolitan Development Guide* and for coordinating citizen participation. This includes groups such as the Metropolitan Waste Management Advisory Board, which advises the Council on a range of waste matters, and the Aviation Policy Task Force which was created to help the Council update its aviation plan.

The staff receives additional internal support from:

- the Comprehensive Planning Department, which evaluates the impact of capital plans and budgets on regional financing;
- the Finance Department, which manages bond sales and debt management for the Metropolitan Waste Control Commission and the Parks and Open Space Commission and reviews the operating budget of the Metropolitan Sports Facilities Commission; and
- the Administrative Services Department, which monitors the review process and makes sure that statutory deadlines are met.

After a limited examination of the Council's operating procedures in this area, we conclude that the agency has orderly internal processes for managing its statutory responsibilities regarding the commissions. Our examination consisted of interviewing Council members, staff and commission representatives, and studying Council work programs and reports to the Legislature.

D. EFFECTIVENESS IN FULFILLING RESPONSIBILITIES

On procedural grounds, we concluded that the Council does an adequate job of overseeing the metropolitan commissions in most cases:

- the *Metropolitan Development Guide* contains policy statements, albeit of uneven quality, to guide the planning of each of the commissions;
- the Council has orderly mechanisms for reviewing commission plans, budgets, and grant proposals; and
- the Council submits reports to the Legislature as required.

When we talked with commission representatives about the quality of the Council's oversight, one group complained that the Council tended to interfere in operations, but another said that despite occasional differences, Council oversight is good and that staff-level working relationships are excellent.

However, the studies we reviewed and other interviews suggest that the Council has adopted an inappropriate bureaucratic view of itself in recent years. The result, according to some, is that the agency is no longer regarded as a leader either in establishing regional policy or in resolving regional problems. People who support this position make the following points with respect to the regional commissions:

- the Council was irresponsible in not invoking its statutory authority to establish personnel and budget format guidelines for the Metropolitan Waste Control Commission after serious management and financial problems emerged at the agency;
- the Council was so remiss in flagging problems in planning, operations, and service delivery at the Metropolitan Transit Commission that the Legislature had to create a new agency to resolve them;

- the Legislature bypassed the Council when it appointed independent commissions to select stadium, racetrack, trade center, and convention center sites; and
- the Council allowed its relationship with the Metropolitan Airports Commission to deteriorate so badly that there was open conflict between the two agencies during the last legislative session.

The Council members and staff whom we interviewed acknowledge that the agency's behavior with regard to the commissions has been somewhat passive in recent years. However, they cite the following contributing factors:

- lack of interest in the Council by the Legislature,
- bad relations between the past Council chair and commission heads,
- poor commission appointments, and
- lack of Council authority over operations.

However, when we asked the people we interviewed if this means that the Council should oversee operations as well as planning, the response was mixed. On one hand, we heard support for the concept of separating policy from operations. On these grounds some of the people we talked with feel that the Council's original mission will be compromised if it becomes a predominantly regulatory agency. In addition, the Council staff we interviewed stressed that line-item review of commission budgets would take more time and expertise than they have at present.

On the other hand, others we talked with point out that in a fully constructed regional system, operations and management decisions are critical. Based on our study of the Council's history, we have some sympathy for the agency's dilemma. We also support some of the Council's solutions for improving its image and effectiveness in dealing with the metropolitan agencies.

Our conclusion is that the Council's present authority permits it to become well informed about commission operations. Furthermore, since all of the information that it reasonably needs for reviewing commission operating budgets and programs is contained in public documents, we think the Council now has the authority to become as active and well informed about operations as it wants to be. Where operations, rather than capital improvements are key to implementing Council policy, this investment of time is appropriate. In other words, the Council can review and comment publicly on commission operations and administrative practices even without formal approval authority. In doing so, the Council would be using the same authority it invokes when it takes on any other metropolitan issue for study.

Of course, the final responsibility for deciding the Council's mission lies with the Legislature. Therefore it is critical for the Legislature to regularly evaluate Council/commission relationships within the broader context of the overall charge and responsibilities of each. We think this will show that the Council's weakness stems from an overly broad charge, limited authority, and inadequate external oversight.

E. COUNCIL INITIATIVES

Under the leadership of the new chair, the Council has recently taken steps to improve Council/commission relations. These steps include:

- revising technical and procedural aspects of the policy plans in the *Metropolitan Development Guide*,
- re-invigorating the Council's non-voting liaison seat required by law on each of the commissions,
- proposing new legislation to clarify and enhance the Council's authority for personnel and program oversight at the Metropolitan Waste Control Commission and the Regional Transit Board, and
- seeking authority to appoint the chairs of the Metropolitan Waste Control Commission and the Regional Transit Board.

We support these initiatives. We support the first action because the *Metropolitan Development Guide* is the major public document that guides the Council's relations with the commissions. We endorse the second action because we think it is an ongoing responsibility of the Council. And we support the third proposal because we think it clarifies rather than expands current Council responsibilities. However, we do have to note that although the Council appoints the members of several commissions, it has been reluctant and ineffective in working through its appointees when things have gone wrong, as in the case of the Metropolitan Transit Commission operating deficits.

As we understand it, the logic behind the last proposal is that the commissions will be more responsive to direction by the Council if appointment authority is consolidated. Although the Parks and Open Space Commission legislation provides a precedent for Council appointment of the chairs, we do not think it is a particularly good example because the agency has no operating authority and is purely advisory. While we can not object to the proposal on the basis of our observations, our conclusion is that the source of the appointments is not as critical to effec-

tive oversight of the commissions as a number of other factors, including:

- the Council chair's relationships with the commission chairs and members,
- the seriousness of the Council's ongoing commitment to monitoring the regional operations,
- the quality of the Council's policy plans,
- the nature of staff-level working relationships,
- the quality of the appointments to the commissions, and
- the existence of vigorous ongoing external oversight of the metropolitan system as a whole.

We think that the Governor's recent creation of a metropolitan subcabinet is a more helpful step in improving Council/commission relations than changing the appointment structure. It should, however, be balanced by corresponding legislative oversight.

F. CONCLUSIONS

Our study shows that Council/commission relationships are complex and varied. However, we have concluded that the system needs careful external scrutiny before decisions are made either to consolidate or extend Council authority over the metropolitan commissions. The new executive subcabinet provides one such opportunity. Establishment of an ongoing legislative review committee would provide another.

By the same token, we also feel that the Council should demonstrate greater responsibility for informing the Legislature about important issues in the regional system. The Council's recent newspaper-style annual reports are not adequate for this purpose. Therefore, we recommend that the Council make a separate report to the Legislature early in the 1985 session which:

- outlines current Council/commission policy issues,
- provides a clear rationale for new legislative proposals regarding the commissions,
- explains the impact of proposed changes in the *Metropolitan Development Guide* on the commissions,

- includes the reaction of the commissions to such changes, and
- states the expected impact of the changes on Council staff resources.

A report such as this would be an important first step in re-invigorating the Legislature's oversight of the metropolitan system and in improving the Council's credibility as a regional policy leader.

Information of this nature should also be regularly included in the Council's annual report to the Legislature required under current law.

Work Program and Budget Process

Chapter 5

Recent studies of the Council have charged that the agency lacks a sense of direction.¹ We examined this criticism at three levels.

First, in Chapter 2 we looked at the overall mission of the Council as outlined in the 1967 enabling legislation. The examination revealed a very broad charge open to a variety of interpretations. The Council's subsequent legislative history shows that this umbrella charge has been used to justify the Council's involvement in a wide variety of activities over the years.

Second, in Chapters 3, 4, and Appendix B we reviewed the Council's major ongoing programs to determine the justification given for undertaking and continuing them. We felt that this was important given the potential for conflicting priorities and organizational fragmentation inherent in such a broad range of functions. Because we found federal and state authorization or mandates to support the programs, we concluded on general grounds that the Council's current work program is justifiable.

The third step was to determine whether the Council's internal program development and budgeting processes are vigorous and deliberative. We felt that this was critical for judging whether the Council's work program is simply a reflection of the availability of outside funding, or whether it is the outcome of careful ongoing deliberation about the Council's role. Our findings in this area are based on an examination of recent budget and financial statements and interviews with Council members, staff administrators, and representatives of local governments. The questions we asked were:

¹See, for example, *The Metro Council: Narrowing the Agenda and Raising the Stakes*, Citizens League, 1983. The study is summarized in Appendix A.

- Have significant changes been occurring in the Council's financing that might have an effect on program decisions?
- Are Council members actively involved in establishing guidelines for the budget and work program?
- Does the annual work program and budget document provide adequate information for evaluating program performance?
- Does the budget document provide an adequate fiscal picture of the organization?
- Is the annual work program based on a coherent long-term plan?

We did not evaluate the Council's financial management practices.

A. FINANCING CHANGES

The Council's operating budget for 1985 is \$11.6 million, which represents a six-fold increase in current dollars from the 1969 total of \$1.6 million as Table 2.1 on page 10 indicates. More than half of this increase is attributable to steady growth of local property tax levy revenues throughout the 1970's as a result of additional levy authority and increased property values.

Since 1979 however, annual operating revenues have increased only 2.7 percent per year on average. This is due to a significant decrease in federal funding, which comprised 54 percent of operating revenues in 1979, compared to 28 percent expected in 1985. The drop in federal administrative funds was offset during the period by continued, but less dramatic growth in property tax revenues. Between 1979 and 1985 local property tax revenues increased from 30 percent to 54 percent of total revenues, and state revenues grew from one percent to five percent.

These figures are consistent with a profile of the Council in the 1970s as a young organization enjoying the financial benefits of a growing tax base and the federal government's sustained interest in regional planning. In the 1980s however, federal planning requirements have continued to be a basis for justifying many Council programs despite a sharp decline in federal funding and increased reliance on locally-generated revenues. This raises a question about whether the Council has examined and adjusted its priorities appropriately.

B. BUDGET AND WORK PROGRAM GUIDELINES

Based on our interviews, we found little evidence that Council members were actively involved in the annual work program and budget planning process prior to 1984. At the staff level the process was orderly and perfunctory until the late 1970s. In recent years the Council has addressed financing shifts and reductions by:

- reducing the budgeted staff complement by about 10 percent over a period of years;
- shifting staff between programs;
- eliminating or reducing programs in public safety, criminal justice, and social planning; and
- increasing the agency's financial reserves to eliminate the need for short-term borrowing.

We were told that department managers prepare their work programs without the benefit of cost and financing information, and top management makes any reductions necessary at the end of the staff portion of the process. We also learned that past Council practice was to revise the budget many times during the year as new grants became available, and it was rare for Council members to question either the staff's original budget proposal or the revisions.

We recognize that it is common for governing boards of organizations with stable funding histories, trusted management, and dispersed oversight to effectively delegate major and minor financial decisions to staff. This can result in perfunctory budget presentations that oversimplify program and financing issues and do not fully reflect the underlying staff planning that occurs. This appears to be the case at the Council.

As a result, we were encouraged to learn during our interviews that the 1985 process featured a number of improvements aimed at making budget and work program planning a more deliberative operation for Council members:

- Council members and the chair provided the staff with general guidelines prior to the beginning of the process;
- top management and department directors held a retreat to decide on general 1985 goals and objectives after they received the Council's directives; and
- prior to adopting the final budget, the Council members and chair held another retreat to assess whether the proposed budget was consistent with their goals and objectives for the year.

We think that continued attention to annual planning is important both for the staff and members of the Council in successfully guiding the organization through funding shifts and reductions that are likely to continue. Furthermore, as the Council becomes increasingly dependent on non-dedicated local financing sources, it has a corresponding obligation to justify its priorities to the Legislature and to the local governments which are its constituents. Even in the absence of financial constraints, we think this is a wise strategy, given the variety of claims which are regularly made on the Council's resources.

C. BUDGET DOCUMENT PROGRAM DATA

Council staff prepare two documents which report program performance to the Legislature and the public. They are the budget document and an annual report to the Legislature required by the 1967 legislation.

In 1983 and 1984 the annual report was a newsprint tabloid consisting of a summary of the Council's major accomplishments during the year. Apart from a separate listing of the grant and plan proposals reviewed, the report lacks data necessary for assessing the Council's current performance and future needs.

Given that the budget is the Council's primary planning and decision-making document, we were not surprised to find that it contains more detailed program information than the annual report. However, the material included is general, descriptive and lacking in evaluative content: the program data for each department contains a general summary section that may include historical information, a statement of purpose, a list of ongoing activities, and a brief outline of new objectives. It is followed by work program objectives that do not include deadlines, effectiveness indicators, status reports, justification of increases, or a breakdown of ongoing and special activities. While this format may have been acceptable in the fiscal environment of the 1970's, we do not think it is appropriate any longer given the changes which have occurred in the Council's financing, work program, and staffing.

We believe that the budget document should provide evidence of rigorous internal program evaluation in the form of persuasive data that supports clearly-stated program, departmental, and organizational priorities. Improvements in the budget document are necessary for two reasons:

- to enhance the Council's ability to make careful work program decisions, and

- to raise the Council's credibility as a strategic rather than reactive body.

D. BUDGET DOCUMENT FISCAL DATA

In our analysis of the current budget document in its proposed and adopted versions, we noted several features which affect its usefulness as a planning tool. The fiscal data for the Human Services Department, which we show in Table 5.1, illustrate these features:

TABLE 5.1

HUMAN SERVICES DEPARTMENT

	1984 <u>Revised</u>	1985 <u>Proposed</u>
Staff Complement	20	20
Expenditures		
Salaries and Benefits	\$ 954,126	\$ 950,782
Consultant	47,800	7,300
Computer	16,403	21,250
Travel	16,250	11,400
Printing	40,555	58,025
General Overhead	<u>256,070</u>	<u>293,132</u>
Total	<u>\$1,331,204</u>	<u>\$1,341,889</u>
Revenues		
Federal Grants	\$ 440,000	\$ 448,500
State Grants	50,000	60,000
Commission Chargebacks	0	0
Interest Income	64,000	54,000
Council Funds	751,204	734,889
Other Revenue	<u>26,000</u>	<u>44,500</u>
Total	<u>\$1,331,204</u>	<u>\$1,341,889</u>

Source: Metropolitan Council 1985 adopted budget.

- fiscal and program data are presented only at the aggregate departmental level without further breakdown by fund or program;
- tax revenues and expenditures are not distinguished from grant and commission revenues and expenditures;
- the expenditure categories of the nine "line" or planning departments do not distinguish between direct costs and the indirect charges for administrative services which are provided by the five support departments; and
- cumulative fund balances were not included in the budget until this year. (According to the 1983 annual financial report, the Council had an undesignated reserve of \$3,970,279 at the end of the year).

Council financial managers told us in interviews that they project grant revenues conservatively for budget purposes in order to avoid unexpected mid-cycle shortfalls. As a result, the practice of combining tax and grant revenues in the budget document has not been questioned in the past because grant revenues have always exceeded expectations. Furthermore, the existence of a reserve large enough to cover current cash flow needs provides added security.

We think that these policies, combined with an oversimplified budget document, can have the effect of blurring the distinction between ongoing operating revenues and short-term grant funds for Council members, outsiders, and possibly staff. It can also suggest that the Council has much more financial flexibility than is really the case. There was evidence of this sort of confusion during the 1985 budget adoption proceedings when a Council member suggested using special-purpose grant funds in lieu of tax financing to cover a proposed reduction in the reserve set aside.

Thus, we conclude that the fiscal and program sections of the budget are not as helpful for planning purposes as they should be. Because the document does not link expenditures with revenue sources, we do not believe that it provides Council members with sufficient information about the cost and financing of particular activities for making sound choices about programs, within or between departments. Furthermore, the fact that ongoing tax revenues are not distinguished from projected grant revenues in the document may give a misleading impression of the agency's financial flexibility.

While we understand that Council members receive additional financial information under separate cover throughout the budget process, we do not believe that this is a substitute for a detailed budget that distinguishes activities within departments by financing source.

Because current trends do point to more cuts in outside funding and increased reliance on local financing, we strongly believe that the Council should upgrade its budgeting processes. A critical dimension of this is continued active involvement by the chair and members of the Council in annual financial and work program planning.

On another note, we think that the Council's case for assuming greater administrative and budgetary oversight of the metropolitan commissions will be stronger if its own processes in these areas are consistently more visible and vigorous than they have been in recent years.

E. LONG-TERM ORGANIZATIONAL PLAN

In the course of our interviews we found that long-term organizational planning was not an important ongoing activity for Council members prior to 1983. However, in mid-1983 the Council undertook a formal strategic planning effort which is still underway by a Council committee and parallel staff group. The end product, due sometime in 1985, will be a long-term mission statement that is expected to provide direction for the *Metropolitan Development Guide* revisions.

When we spoke to Council members and staff about the strategic planning program, they seemed uncertain about the timing and outcomes of the process, despite the fact that it has been underway for more than a year. While we understand that effective institutional planning requires considerable time and care, it is a critical activity for the agency which, from many indicators, appears to be at a major crossroads in its history.

As a result, we are convinced that concluding the strategic planning exercise should be a high priority for the Council. In addition to the obvious internal benefits, it is one avenue for the Council to demonstrate leadership in shaping its own work program. It can also help sustain the momentum and renewed staff morale that the new chair seems to have brought to the organization.

For these reasons, it is important that the Council's strategic planning program does not become an undirected activity isolated from the ongoing work and decision-making processes of the organization. We think that the plan should be completed promptly, and in a manner that provides clear direction for annual and long-term budget and work program decisions.

This plan should constitute a new mission for the Council based on a careful evaluation of the organization's comparative advantages and unique responsibilities compared to other public

and private organizations. We think that the Council should be asking questions such as:

- What is the impact of the comprehensive land-use planning program on the region and on local governments? What should be done in the future?
- Where and why has oversight of the metropolitan commissions been effective? How can it be improved?
- Does social planning and human services grant administration conflict with the Council's basic land-use planning responsibilities?
- Is the current staff level and deployment effective and efficient? Is it adaptable to changing program needs and emerging metropolitan issues?

F. CONCLUSIONS

For a number of reasons, the Council's internal program development and budgeting processes have not been particularly vigorous or deliberative in the past. The reasons include:

- a steadily growing tax base,
- diversified and stable outside financing, and
- lack of ongoing external oversight.

The result is an incomplete and relatively uninformative budget document and a fragmentary institutional planning process. Although this is an ironic state of affairs for a planning organization, it is not surprising given the Council's past history. Nevertheless, significant changes in the Council's financing patterns and persistent questions about the agency's effectiveness demand improvements in the work program and budget planning processes.

During the course of the study, we were encouraged to learn that many changes and improvements have already been made, and that more are planned for the upcoming year. They include:

- Council involvement in establishing budget preparation guidelines for the staff,
- close Council scrutiny of the budget prepared by staff,
- commitment by the chair to examining Council financial and accounting procedures,

- first-time budget inclusion of information about cumulative financial reserves, and
- establishment of an organization-wide strategic planning program.

We support these changes as a good beginning which should be continued and augmented. We think that the Council should make the following additional improvements in order to manage its resources more effectively:

- require departments to justify program priorities as part of the annual budget preparation process;
- include program and project effectiveness measures in the annual budget document;
- identify and separate tax-financed and grant-funded programs within each department in the budget document;
- indicate where tax financing is also required to administer each of the Council's pass-through grant and loan programs;
- detail the staff activities, revenues, and expenditures within each department that the Council charges to the metropolitan commissions;
- distinguish in the budget between direct charges and indirect costs allocated to the line planning departments;
- report the status of reserves each year in the budget; and
- establish procedures to ensure that 1986 work program and budget planning is based on a completed long-term strategic plan for the organization.

Organization and Staffing

Chapter 6

This chapter raises the question of whether the Metropolitan Council is appropriately staffed and organized. As we showed in Chapter 2, the Council's budget and staff have grown significantly over the years. The Council has grown from a budgeted complement of 78 employees in 1969 to 222.5 in 1984.

We reviewed the work program of each of the 14 departments of the Council in considerable detail. We interviewed department heads, some several times, and met with many other Council staff as well. Two department heads and one Council member told us that the staff is unproductive and too large. We also learned that the work of the Council is consistent with its legally defined mission, but as we have observed elsewhere, this mission is very broadly defined. The fact is: planning, research and coordination can plausibly be carried out on either a small or large scale.

We believe the ingredients are, and have been present that have resulted in the evolution of a Council staff whose size and organization is too large and diffuse.

These ingredients are:

- a broad mission,
- relatively ample and secure funding,
- an uncritical governing board, and
- insufficient scrutiny by the executive and legislative branches of state government.

In Chapters 3, 4 and 5, we discussed the problems engendered by the breadth of the Council's mission and the way it is financed. This chapter suggests that the Council's size and organization is a result of the factors listed above, and that

the solution to this problem requires invigorating the existing mechanisms of accountability.

The need for more active oversight, of course, should be based on other concerns than staffing efficiency, but we wish to make this point: if the Metropolitan Council were a state agency it would be the fifteenth largest. Its full-time staff complement of 223 compares, for example, to 50 for the State Planning Agency. Its budget is about \$12 million a year, many times the size of state agencies that command close attention from legislative committees every two years.

It can be argued that the Council members rather than legislators are responsible for carefully watching the staff's budget and work program. As a practical matter the members of the Council have not aggressively undertaken this role in recent years. For understandable reasons, their own importance is enhanced to the extent that the organization fully exploits its taxing authority and other funding sources. In effect, the Council behaves more like an advisory board or an internal management group rather than representatives of taxpayers or citizens. This is not to say that budget consciousness is absent among Council members but, as in most public agencies, this concern appears to have often lost out to the convenience of avoiding hard choices that involve termination of program activities.

We think it is imperative for the Council first to formally analyze the size and organization of its staff, both in the context of setting long-term goals, and in planning the annual work program and budget. Based on our review of the work programs of each Council department, we think that a careful evaluation of staff needs is called for in several departments where program priorities have changed considerably in recent years. They are:

- Comprehensive Planning,
- Planning Assistance,
- Transportation Planning,
- Health Planning, and
- Human Services Planning.

We think that other units would probably benefit from some consolidation. These include:

- Research,
- Administrative Services, and

■ Communications.

We recognize that personnel issues are high on the agenda of the new chair and the members of the Council. However, our concern here as in other areas is that the Council on its own has weak incentives and even some disincentives for sharpening performance and trimming staff. As a result, we think that closer legislative and executive branch scrutiny is a necessary compliment to the Council's own efforts in this area.

In recent years the Council has never budgeted the full amount of its authorized tax levy. In 1978 it budgeted 96.4 percent; in 1980, 91.6 percent; and in 1981, 88.5 percent. To us this means that the Council rather than the Legislature has set the upper limit to its budget. We doubt that this situation has forced the Council to take a hard enough look at its programs and staff in order to promote efficient and effective operations.

While the Council has not exactly had a blank check, its funding has been relatively ample and secure, at least compared to state government in recent years.

Perhaps as a consequence, Council staff salaries have grown faster than those in other public agencies. In Table 6.1 we compare the salary growth of Metropolitan Council bargaining unit employees to other public employees in the metropolitan area. While the comparison is far from exact since the mix of Council employees is different from public employees as a whole, it shows that Council salaries have grown faster than public employment as a whole in recent years. These figures support our observation that the Council has not functioned in an environment of scarcity similar to that experienced by other public agencies in recent years.

TABLE 6.1

COMPARISON OF SALARY GROWTH IN THE METROPOLITAN COUNCIL
WITH OTHER TWIN CITIES AREA PUBLIC EMPLOYERS

	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>
Metropolitan Council	11.0%	10.4%	8.1%	7.6%
All Public Employers	10.0	9.9	8.0	5.7

Source: Metropolitan Council and Stanton and Associates Annual Salary Surveys.

Furthermore, a cursory examination of the Council organization chart which we show in Figure 2.1 on page 12 suggests that the Council has evolved into an organization characterized by an unusually high ratio of support to line workers: 81 out of the 221 current positions, or 37 percent of the total complement are in administrative or support units.¹ Excluding the offices of the chair and executive director, the total complement of the five support departments is 62 positions, or 28 percent of the Council staff. Although a much more extensive and careful analysis would be required to reach a firmer conclusion, we think that the Council possesses a higher ratio of support to line workers than many other public agencies.

In conclusion, we think that the Metropolitan Council is no different than any other similar public or private organization. Faced with reasonably secure funding, a broad mission, and limited oversight from the outside, it is bound to lose an edge in efficiency, timeliness, and relevance of its work.

But while we raise a question about whether the Council is appropriately staffed and organized, we cannot settle the question here. The mission of the Council is broad enough to gainfully employ the current Council staff, or a larger staff for that matter. It may be that the Legislature and executive branch, after closer scrutiny, will conclude that the staff organization and Council priorities are, in fact, appropriate. In our view, however, even a cursory review raises questions which require this examination to be made now, and on a regular basis in the future.

¹This includes staff in the Chair's office, the Executive Director's office and the five support departments under the Director of Administration--Finance, Administrative Services, Information Services, Communications, and Personnel. We did not include clerical or administrative staff in the nine line departments under the Director of Planning.

Accountability

Chapter 7

After studying the Metropolitan Council, we have concluded that the agency is not as effective or efficient as it should be.

Although we are encouraged by the new chair's energy in addressing the Council's problems, we feel that internal remedies will not be sufficient. We strongly believe that the Council also needs strong ongoing external oversight in order to adequately fulfill its broad and difficult mission.

The Governor's recent creation of a metropolitan subcabinet is a step in the right direction. Active legislative oversight of the Council is equally important. Therefore, we recommend that:

- a legislative committee in each house of the Legislature be established to actively oversee the operations of the Metropolitan Council and the other metropolitan agencies.

These committees could be organized as the Metropolitan Affairs committees or subcommittees. Alternately, a joint committee could be set up. Although the membership should be broadly representative of the Twin Cities metropolitan area, we think what the committee does is more important than how it is organized. We recommend that the committee annually:

- review the Council's budget, work program, and staffing plan for the upcoming year;
- evaluate what the Council has accomplished during the past year; and
- communicate the Legislature's priorities for the Council in the upcoming year.

Based on an annual review of this nature, we recommend that the committee also:

- formally review the Council's levy authority every two years.

Although we do not think that the Legislature should decide the Council's budget or staff complement, we feel that active oversight and regular review of its taxing authority is critical in order to ensure that:

- the Council's staff and work program does not simply expand to consume the resources available,
- the Council produces timely and relevant work products,
- the Council is aggressive about fulfilling its responsibilities to oversee the regional agencies and to solve regional problems, and
- the Council members and chair stay actively and critically involved in setting priorities for the organization.

We recognize that some may question the wisdom of asking the executive and legislative branches of government to assume active oversight and even control of the Council. They may feel that this will weaken an agency which the Legislature originally intended to be at the intersection of state and local government rather than the creature of either. We believe that active legislative oversight can help empower the Council rather than weaken it. It is also consistent with the original statutory framework in which the Governor appoints the Council; the Legislature establishes its mission, authority and financing; and the Council reports back regularly on its progress.

Another proposal for making the Council more accountable and vigorous would be to elect rather than appoint the members. We think this is an alternative worth considering. However, the result of our conversations with legislators and local officials is that this change would be difficult to accomplish for political and practical reasons. On the other hand, virtually everyone we talked to--Council members, staff, local government representatives, and legislators--believes that more active legislative oversight is necessary and possible.

We would also make the case that improved legislative oversight is a critical element in remedying, or at least compensating for some of the structural and functional problems we discussed throughout this report:

- the Council has a very broad mission but limited authority;
- its work--planning, coordination, research, and analysis--is difficult to direct and to evaluate;

- the Council's part-time governing body is easily and understandably overwhelmed by the workload and by the size and technical expertise of its staff;
- the system which it oversees is large and complex--1984 expenditures of the other metropolitan agencies totalled more than \$400 million and long-term indebtedness is about \$475 million; and
- the Council, for a variety of reasons, has been somewhat insulated from the financial pressures facing other public agencies--its budget has grown more than six-fold since 1969 due mainly to outside funding and rapid increases in local property values.

The outcome is that the Council has become a large bureaucratic organization with little pressure on it for setting and sticking to priorities. Therefore, on general grounds we think that stronger legislative oversight is necessary.

As a practical matter, we share the concern of others that a system worth hundreds of millions of public dollars is vulnerable to the kinds of policy and administrative problems that have recently developed at the Metropolitan Transit Commission and the Metropolitan Waste Control Commission. As a result of our study, we conclude that the Council has too many built-in structural and function weaknesses to warrant assigning it additional oversight responsibility for the metropolitan agencies without additional legislative and executive branch support. Therefore we strongly support the Governor's recent action in establishing a new metropolitan subcabinet. Now parallel action is called for by the Legislature.

Appendices

APPENDIX A:	SUMMARY OF RECENT STUDIES	67
APPENDIX B:	DESCRIPTION OF THE METROPOLITAN SYSTEM	77

APPENDIX A

SUMMARY OF RECENT STUDIES

In recent years, the Metropolitan Council has been the object of increasing public scrutiny. Since 1982 eight major studies, three of them prepared by the agency itself, have examined the Council and the metropolitan commissions. They are:

1. *An Evaluation of Council-Regional Relationships.* 1982.

This report, prepared by the Council for submission to the 1981 Legislative Commission on Metropolitan Governance, flags three main problem areas.

The first is the absence of a clear distinction between the Council's policy-making authority and the policy implementation responsibilities of the commissions. The report notes that the Council's main tool for setting regional policy lies in its authority over the long-term development plans and annual capital budgets of two agencies, the Metropolitan Transit Commission and the Metropolitan Waste Control Commission. However, because the Council does not oversee operating programs and budgets, it has little recourse beyond persuasion and negotiation to ensure when and how approved policies are implemented.

The report suggests a number of statutory changes to strengthen the Council, such as:

- requiring Council approval of operating budgets,
- allowing the Council to appoint commission chairs, and
- requiring consistency between commission capital programs and operating budgets.

The second major problem area that the study addresses is the inadequacy of a five-year planning horizon for regional capital programs given that the life span of most facilities and equipment is greater than ten years. As a result, the report suggests additional legislation that would require the commissions to prepare ten-year capital plans and interim five-year operating and maintenance budgets.

The third problem is that the commissions do not submit capital program updates to the Council on a regular basis although they are required by law to do so every two years. One alternative the report suggests is to specify the submission date in law.

2. *Report of the Legislative Commission on Metropolitan Governance.* 1983.

This commission was created in 1981 "to review government arrangements in the metropolitan area and recommend to the Legislature a comprehensive policy plan on metropolitan governance, with special emphasis on the interaction of governmental units."

A major theme of the report is that accountability in the metropolitan program and financial reporting systems is weak and fragmented. This criticism applies to a variety of Council, commission, and legislative relationships. In order to solve some of the problems, the legislative commission recommends:

- publicizing the gubernatorial and Council appointment processes;
- requiring the Council and commissions to regularly justify their plans, activities, and priorities to the Legislature;
- designating a commission or committee to provide ongoing legislative oversight;
- requiring the Council and commissions to prepare ten-year capital and four-year operating budget projections as a means of integrating planning and operating decisions; and
- requiring the Council to assemble and submit to the Legislature all agency operating and capital budgets in order to make metropolitan revenue and expenditure decisions more coherent.

The report also recommends that the Legislature establish a procedure for reviewing and reconsidering Council decisions regarding metropolitan/local disputes.

3. *The Governor's Commission to Review the Metropolitan Waste Control Waste Commission.* December, 1983.

In June of 1983 this commission was created in response to negative press reports about personnel and financial practices at the Metropolitan Waste Control Commission. The charge of the Governor's commission was to review the agency in the "broadest possible fashion."

The report characterizes the Metropolitan Waste Control Commission as an agency which has not updated its management practices to reflect a change in mission from building facilities in the seventies to managing systems in the

eighties. In addition to publicized internal problems, the report cites other complex factors relating to shifts in population and industry mix that lead to rapidly rising sewer costs.

While acknowledging the presence of state, federal, and local regulatory checks, the report suggests that the people who pay for the services do not have an adequate voice in decision-making.

The report makes recommendations in several areas, including commission structure, management, and finances. Structural recommendations include:

- appointing a full-time chair,
- doubling the size of the commission to 16 members,
- establishing a users' ombudsman,
- requiring the commission to hold annual rate hearings prior to adopting the budget, and
- establishing a process for appealing rate changes.

As a first step in resolving management problems, the report recommends that the commission undertake a management study focusing on job descriptions, organizational structure, service contracting, and strategic planning. The report also calls on the commission to:

- adopt a code of ethics,
- use public hiring procedures,
- update personnel rules to prohibit nepotism, and
- implement state-modeled contracting procedures.

In order to improve financial management, the report recommends:

- appointing an internal auditor accountable to the Governor;
- requiring quantifiable program objectives in the budget; and
- bringing labor, compensation, and personnel practices into conformance with state policies and procedures.

The report's last recommendation calls on the commission to create a Waste Resource Task Force to study and make recommendations on waste recovery.

4. *Regional Service and Finance Study on Transit.* January, 1984.

This report was submitted by the Metropolitan Council to the Legislative Commission on Metropolitan Transit. It was part of a larger study of regional service delivery and financing that the Council undertook in 1982.

The study's major finding is that the operations of the Metropolitan Transit Commission have not been adequately overseen. According to the report, the commission's failure to prepare a comprehensive short-range transit plan covering central city, suburban, and paratransit needs is a particularly problematic consequence of this gap in agency oversight.

The report concludes that the Metropolitan Transit Commission provides cost efficient regular-route services in the central cities, but not in the suburbs. A similar problem exists in the area of specialized transit services including peak-hour service, services for seniors and disabled individuals, and community-centered services. The study also notes that private suppliers play a limited but efficient role in providing regular-route services, and a very important role in providing special services.

On the question of financing, the report finds that Metropolitan Transit Commission costs have risen faster than inflation because of fuel and labor costs and provision of expensive peak hour services. It also identifies a disproportionate increase in the property tax share of commission operations relative to the fare-box contribution and state appropriations. The report points out that an additional disparity becomes obvious when the relative tax contributions of city and suburban communities are compared to the level of services received by each.

The major recommendation resulting from these findings is that the Council should be more vigorous in requiring and reviewing Metropolitan Transit Commission long-range plans, capital programs, and capital budgets. In addition, the report says that the commission should evaluate new service options such as contracting out, special labor arrangements, ridesharing, and use of transfer facilities.

The report also recommends restructuring the property tax levy on the basis of actual transit service to individual communities. A companion recommendation says that 1984 state support of commission operating costs should increase to 20 percent from the 1983 level of 13 percent, in part, to account for property tax losses attributable to the proposed restructuring.

5. *Legislative Commission On Metropolitan Transit.* February 24, 1984.

The 1983 Legislature created this commission to evaluate:

- the effectiveness of metropolitan transit,
- the internal structure and external accountability of the Metropolitan Transit Commission, and
- intergovernmental relationships in the areas of planning, regulation and coordination.

The primary conclusion of the study is that the current transit system is not responsive to community needs and user preferences. This, in turn, has led to increasing service and financial problems at the Metropolitan Transit Commission. Important contributing factors include:

- ambiguous legislative priorities,
- poor oversight by the Council, and
- inadequate planning by the commission.

The report, after outlining number of alternatives which the legislative commission considered, recommends creating a regional transit board to:

- prepare a comprehensive mid-range regional transit plan, and
- oversee transit commission operations.

The report says that the Council should continue to be responsible for long-range planning, and should be given the added duties of:

- reporting its comprehensive regional transit plan to the Legislature,
- appointing the members of the regional transit board and,
- approving the board's capital and operating budget.

The report makes a general recommendation that the Council should have "approval authority over the plans, capital budgets, and operating budgets of implementing agencies."

The report also says that the Metropolitan Transit Commission should be reduced from nine to three members consistent with the shift in responsibility for regional planning and policy-

making to the new regional transit board. Recommended changes in commission financing include:

- restructuring property tax support for transit operations based on service level, and
- increasing state support to cover about 20 percent of total operating costs.

The report recommends temporary continuation of the demonstration program allowing outlying communities to "opt out" of the regional transit program.

6. *Metropolitan Agencies: Structure and Process Issues.*
February, 1984.

This report was prepared by the State Planning Agency at the request of the Governor in December 1983.

The report takes the position that enabling metropolitan legislation is sound, although accountability within the system needs clarifying. According to the report, the Council, under an appropriate division of responsibilities, would:

- appoint most commission chairs and members,
- prepare long-range plans for all parts of the metropolitan system,
- review commission capital and operating budgets for consistency with system plans,
- establish uniform personnel and financial guidelines for the commissions,
- represent the commissions before the state executive and legislative branches, and
- ensure regular communication among the agencies and with local governments.

In turn, commission responsibilities would be to:

- set operational policies;
- develop short- and mid-range plans;
- prepare and monitor budgets, staff, and operations; and
- report periodically to the Legislature and local governments.

On the basis of this framework, the report recommends a number of changes in the structure and processes of the Council, the

Metropolitan Transit Commission, and the Metropolitan Waste Control Commission. Structural recommendations include:

- involving local officials more actively in the process for appointing Council members,
- making the Council responsible for appointing commission chairs as well as members,
- establishing a close metropolitan tie with the Legislature, and
- clarifying the status of metropolitan agencies within the executive branch.

In order to strengthen legislative and executive branch relationships, the report recommends:

- giving the Council chair full cabinet status,
- creating a metropolitan agency subcabinet, and
- re-invigorating existing legislative mechanisms, or creating new ones.

In addition, the report recommends that the Metropolitan Waste Control Commission and the Metropolitan Transit Commission:

- develop ethics, personnel, audit and contract procedures subject to Council review, and
- undertake periodic independent management studies prior to instituting management changes.

7. *Regional Service and Finance Study*. Revised Draft. March 30, 1984.

In 1982 the Council named a task force to examine alternative revenue sources for regional services. Among its recommendations, the task force charged the Council with reporting to the 1984 Legislature on the accountability, financing and effectiveness of regional services. This draft report is the Council's response to the task force's recommendation.

A major finding of the study is that Council oversight of the commissions is legislatively fragmented and incompletely implemented. Recommendations for improving financial accountability under existing Council authority include:

- establishing a specific date for submission of commission long-term plans,
- requiring ten-year revenue and expenditure projections for commission capital plans,

- mandating consistency between commission capital plans and budgets,
- upgrading commission capital budget presentations,
- requiring four-year operating budget projections,
- coordinating commission bond sales, and
- commenting to the Legislature on all user fee increases.

The report also recommends creating a regional executive council and re-invigorating the Council's non-voting seats on the commissions. In general the report does not advocate an increase in current Council authority or regional financing of metropolitan services.

The report also evaluates the metropolitan sewer, airport, transit, parks, and solid waste systems. Study findings and recommendations on transit are summarized above on page 70.

For sewers, the report concludes that current capital financing is adequate. However, the future costs to the Metropolitan Waste Control Commission of addressing state and federal sewer separation and water quality requirements will be substantial.

The report says that the major airport planning issues are noise abatement and consistency between airport development programs and overall metropolitan development plans. The report recommends that the Metropolitan Airports Commission submit long-term development plans comparable to those prepared by the other commissions for Council review and comment.

The report notes that the costs of operating and maintaining regional parks are a local rather than a regional responsibility. In recent years local parks agencies have experienced revenue shortfalls, increases in operating costs, and an inequitable distribution of burden across localities. For this reason the report recommends supplementary financing of up to 50 percent of regional parks and operating costs from a state revenue source such as a dedicated tax on soft drink and candy sales.

The report concludes with a minimal discussion of solid waste on the grounds that it is currently a private rather than a public service.

8. *The Metro Council: Narrowing the Agenda and Raising the Stakes.* June, 1984.

This report was the product of a Citizens League committee charged with studying pressures on metropolitan governance in the eighties.

The report begins by criticizing the Council for:

- becoming too involved in operating details,
- failing to involve itself in legislative decisions about regional issues, and
- not aggressively studying new issues.

The result, according to the report, is that the Council's role as a formulator of basic regional policies has been compromised. In order to restore lost credibility, the report recommends that the Council:

- focus on policy questions rather than on operating details, and
- play an active role in regional decision-making at the Legislature.

The report says that the Council needs additional credibility and accountability, which could be gained if:

- Council members were elected; and
- the Council appointed the chairs of all the commissions, except for the Metropolitan Airports Commission and the Metropolitan Transit Commission.

Although the report does not advocate authorizing the Council to review commission operating budgets, it does recommend that the Council assemble an annual summary document for the Legislature covering all of the operating and capital budgets. The report also calls for:

- re-establishing a permanent metropolitan committee at the Legislature,
- improving the process for appointing Council members, and
- upgrading Council communication with local governments.

APPENDIX B

DESCRIPTION OF THE METROPOLITAN SYSTEM

The current metropolitan system contains four major elements.

The first is the Metropolitan Council whose 16 members serve on four committees, as shown in Figure B.1. These committees are responsible to the full Council for policy development and oversight in all areas of Council responsibility including staff organization and oversight. The Council also meets regularly as a committee of the whole to discuss matters of general interest.

The second element is the Council staff, which includes 1984 operating expenditures of \$11.7 million and 221 employees, as we indicate in Figure B.2. Five departments provide organizational support, and the remaining nine carry out a range of duties associated with planning, agency oversight, grant review, program administration, research, and coordination with other levels of government. Costs of the support departments are allocated as indirect costs to the planning departments according to a federally-approved plan. Staff responsible for internal auditing and Affirmative Action/Equal Employment Opportunity report to the Executive Director as do the Directors of Planning and Administration. The staff counsel and lobbyist report directly to the chair.

Third are the six semi-independent agencies responsible for delivering metropolitan parks, transit, sewer, airport and sports services which we show in Figure B.3.

Finally, there are ten advisory committees and one planning board whose purpose is to advise the Council on program matters. These groups, which we show in Figure B.4, are focal points for citizen participation in ongoing Council work. On occasion, the Council also names *ad hoc* task forces or committees to address particular issues such as telecommunications and long-term care.

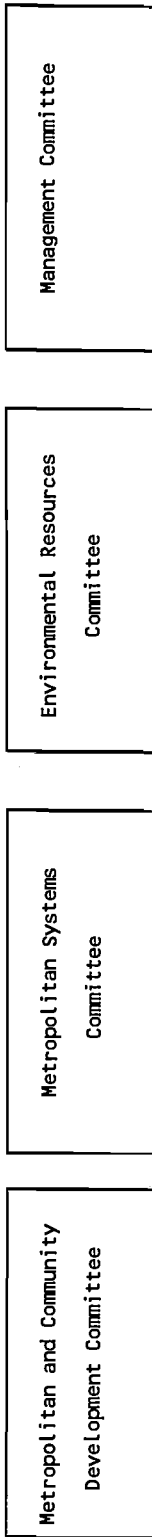
I. COUNCIL COMMITTEES

A. METROPOLITAN DEVELOPMENT COMMITTEE

This committee is responsible for recommending Council action on comprehensive plans, plan amendments, and local proposals for federal and state funds. Committee recommendations are based on

FIGURE B.1

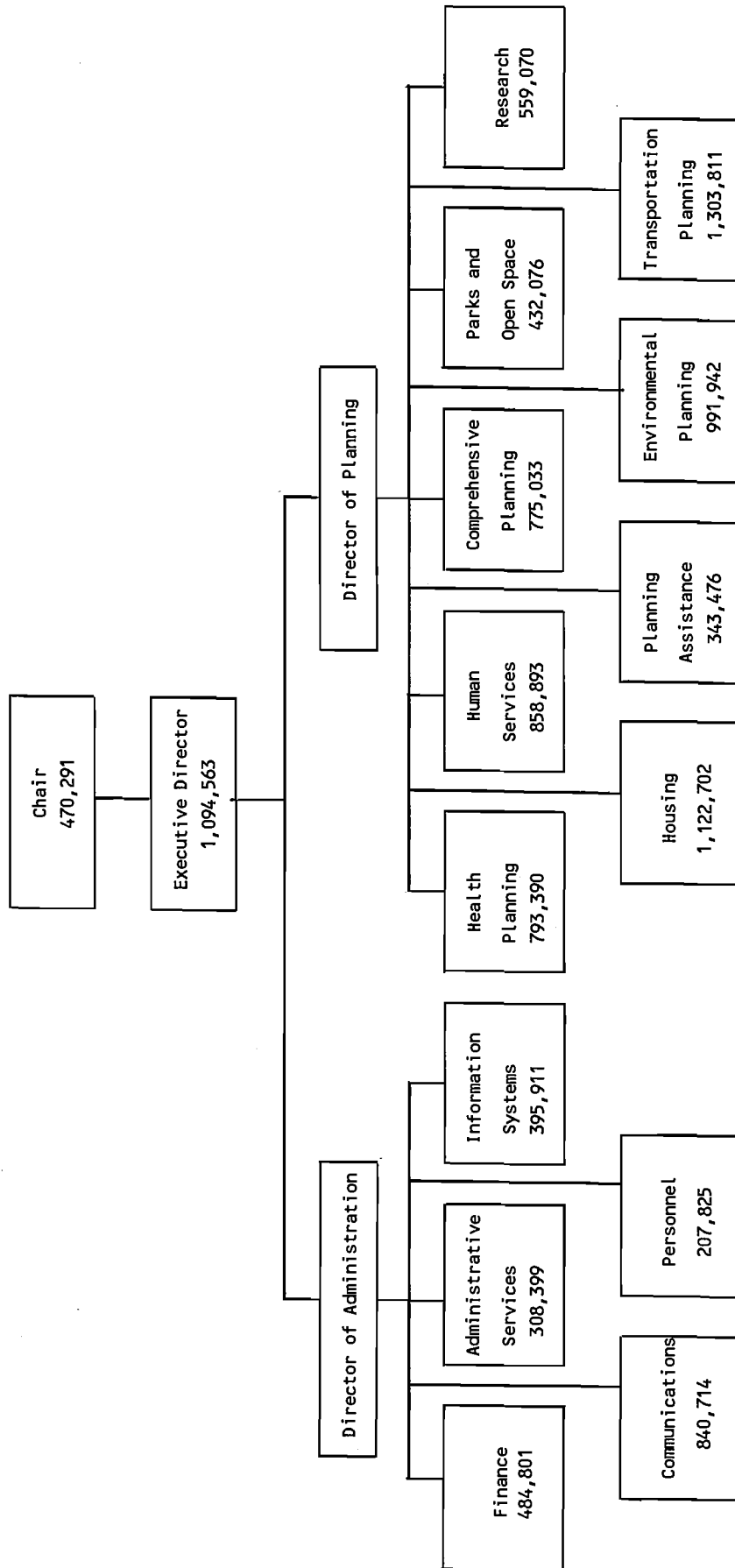
METROPOLITAN COUNCIL COMMITTEES



SOURCE: The Metropolitan Council

FIGURE B.2

METROPOLITAN COUNCIL
1984 EXPENDITURES BY DEPARTMENT*

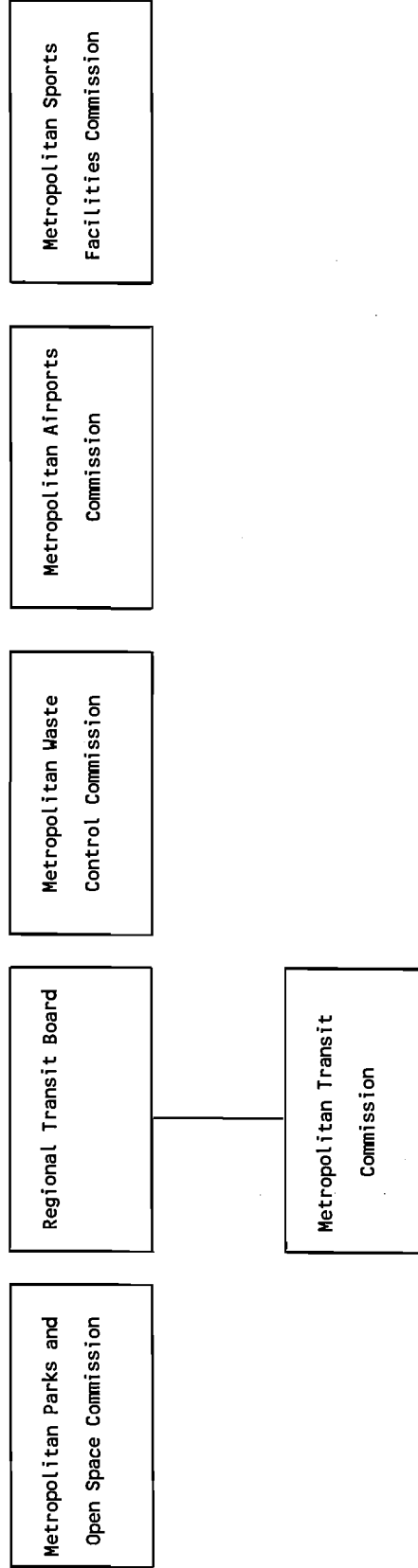


Source: The Metropolitan Council.

*Does not include \$726,213 of unallocated budgeted expenses.

FIGURE B.3

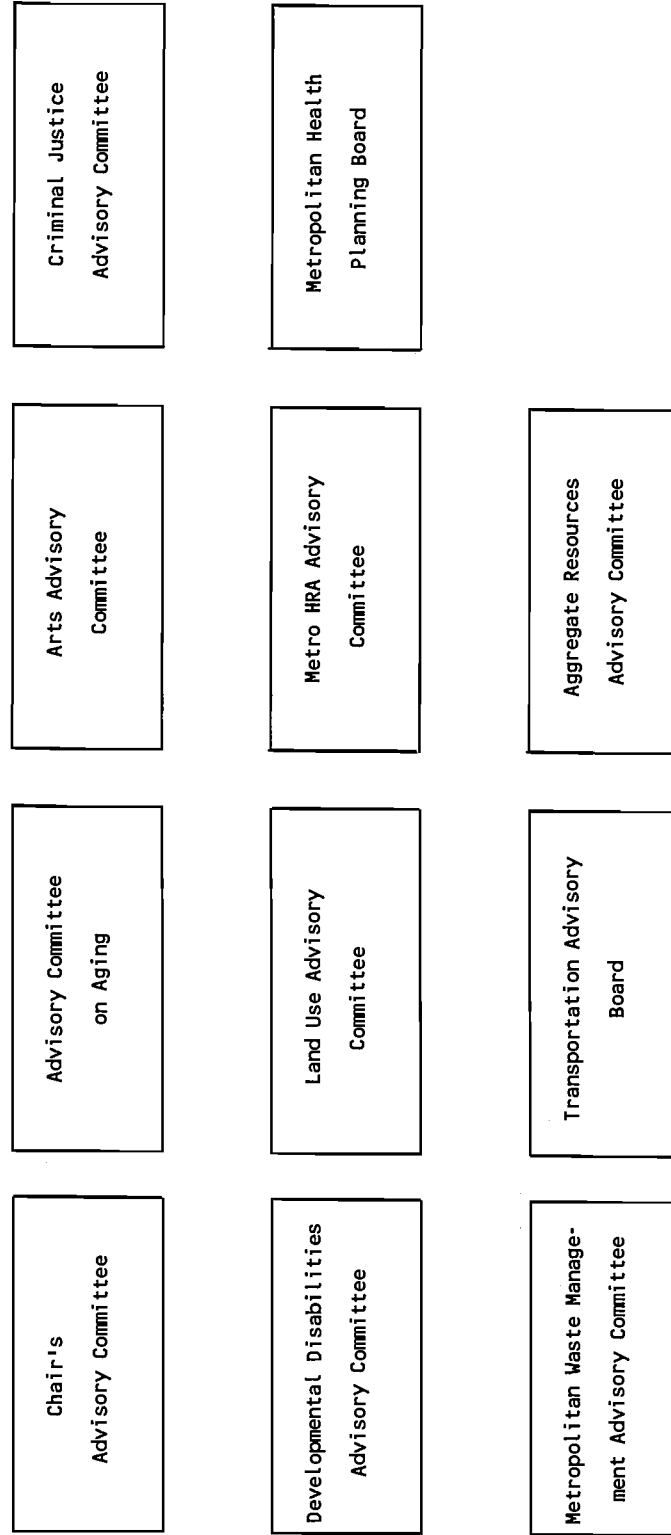
METROPOLITAN AGENCIES



SOURCE: The Metropolitan Council

FIGURE B.4

METROPOLITAN COUNCIL ADVISORY COMMITTEES



SOURCE: The Metropolitan Council

conformity to *Metropolitan Development Guide* policies, and compatibility with the plans of neighboring jurisdictions. The *Metropolitan Development Guide* is a 700-page document which is the Council's main planning tool. The committee is also responsible for the Council's programs in housing, health, developmental disabilities, arts, aging, communications, and criminal justice. At present the committee is preparing a strategic plan for the Council.

B. METROPOLITAN SYSTEMS COMMITTEE

This group reviews specified metropolitan agency development programs, capital programs, capital budgets, and amendments. The committee reviews these documents for consistency with the long-term regional development policies contained in the Council's *Metropolitan Development Guide*. The committee also reviews federal and state grant proposals; environmental impact statements; and environmental assessment worksheets relating to transit, highways, waste, parks, and airports.

C. ENVIRONMENTAL RESOURCES COMMITTEE

All matters relating to waste management, air quality, and water quality are handled by this committee. Since 1982 the committee's major focus has been completing the county landfill siting process required in the 1980 Waste Management Act. Now that all of the landfill sites have been selected, the committee is turning its attention to abatement planning which the Act also calls for.

D. MANAGEMENT COMMITTEE

The Management Committee is responsible for the Council's budget, work program, and personnel policies. It also makes recommendations to the full Council on the sale of bonds and on matters pertaining to debt issued for: the Metropolitan Waste Control Commission, the Metropolitan Sports Facilities Commission, solid waste facility sites, and regional park development.

II. THE COUNCIL STAFF

A. PLANNING DEPARTMENTS

1. COMPREHENSIVE PLANNING

The Comprehensive Planning Department is the Council's umbrella land-use planning unit. Important land-use planning legislation includes:

- the Metropolitan Reorganization Act of 1974,
- the Metropolitan Land Planning Act of 1976,
- the Metropolitan Significance Act of 1976, and
- the Metropolitan Agricultural Preserves Act of 1980.

The department's 16 staff members are responsible for maintaining and implementing the two framework chapters of the *Metropolitan Development Guide*. These chapters outline basic Council policies for metropolitan land and systems development which are elaborated in subsequent chapters on airports, health, housing, recreation, solid waste, transportation, waste management, water resources, and juvenile justice. The chapters also include basic guidelines for reviewing local comprehensive plans and commission development programs, capital plans, and capital budgets.

Since 1976 the department's major focus has been coordinating and approving local comprehensive plans for 195 metropolitan jurisdictions, according to the provisions of the Metropolitan Land Planning Act. This involved:

- establishing general procedures for the process,
- preparing tailor-made plan requirements for each community,
- negotiating disputed points, and
- reviewing the final plans for consistency with metropolitan goals and compatibility with plans of neighboring jurisdictions.

Now that the process is complete, staff work in this area is limited to reviewing local plan amendments and capital improvement program revisions.

The department is also responsible for reviewing the financial sections of the Metropolitan Waste Control Commission's annual

capital improvement budget. Like other departments, Comprehensive Planning also reviews state and federal grant proposals referred to the Council by local governments and agencies.

The department's major 1985 initiative is a revision of the 1975 development framework extending the planning horizon to the year 2000 by taking current population and land-use trends into account.

2. PARKS AND OPEN SPACE PLANNING

The Parks and Open Space Department has 6.5 staff members who plan the regional parks system and use state-approved financing to make grants to ten regional parks agencies for acquiring and developing land. These agencies, which include cities, counties and special districts, own and operate the parks. The department also provides staff support to the Metropolitan Parks and Open Space Commission which is advisory to the Council. In conjunction with its planning responsibilities, the department:

- prepares and revises a *Metropolitan Development Guide* chapter on parks;
- reviews regional master plans, five-year capital improvement plans, and annual capital improvement budgets prepared by the implementing agencies, and
- comments on local recreation plans and grant proposals referred to the Council.

Since 1974 the department has administered \$120 million in Council-authorized grants. This has resulted in the acquisition and development of 47,000 acres of regional parkland.

In 1985 the department will: revise its 1981 *Metropolitan Development Guide* chapter on parks, continue research on special-needs recreation, and propose to the Legislature that the state finance a portion of regional parks operation and maintenance costs.

3. ENVIRONMENTAL PLANNING

The 19-member Environmental Planning Department is responsible for planning, policy implementation, and research in the areas of water quality, air quality, and waste management. Major planning duties include:

- preparing and revising a long-term solid waste management plan;

- reviewing the development program, capital improvement program, and annual capital improvement budget of the Metropolitan Waste Control Commission;
- reviewing and approving county solid waste master plans and annual reports; and
- performing environmental reviews required by state and federal law.

Implementation activities include:

- choosing sites for sludge and waste disposal facilities;
- preparing environmental reviews for waste facilities;
- reviewing and approving public and private waste management facility applications;
- administering bonds for county environmental studies, and
- issuing bonds on behalf of the Metropolitan Waste Control Commission.

The department is currently conducting research on lake water quality, river leachate, groundwater demand, air quality, and aggregate protection. In 1985 the department's priority will be Council initiatives in the area of waste abatement and combined sewer overflow. Staff will also complete a *Metropolitan Development Guide* chapter on groundwater management. The department provides technical assistance to two Council advisory committees, the Metropolitan Waste Management Advisory Committee and the newly-formed Metropolitan Aggregates Advisory Committee.

4. TRANSPORTATION PLANNING

Under the requirements of state and federal law, the Council is responsible for comprehensive highway and airports planning. The Council's transportation policies are contained in a 1977 airports chapter, and a 1983 transportation chapter of the *Metropolitan Development Guide*.

In addition to maintaining and updating the regional transportation plan included in these chapters, the 15 members of the Transportation Planning Department are responsible for:

- reviewing local highway plans, plan amendments and grant proposals;
- administering state and federal highway grant and loan funds;

- reviewing the five-year transit plan and three-year financial plan of the Regional Transit Board;
- preparing a regional air quality plan for transportation;
- analyzing urban travel patterns;
- coordinating aircraft noise abatement efforts; and
- reviewing Metropolitan Airports Commission capital programs and projects as specified in state law.

The department provides staff support for the Transportation Advisory Board.

The department's 1985 objectives include: assessing whether I-35W should be widened; evaluating the regional economic impact of the region's seven airports; establishing working relationships with the Regional Transit Board; and analyzing transit alternatives for the "southwest corridor," and University Avenue.

5. HUMAN SERVICES PLANNING

The 20-member Human Services Planning Department is responsible for programs in aging and arts, as well as special projects in public safety, criminal justice, and telecommunications.

The department's programs for older people arose because of the Council's designation as an area agency on aging by the Minnesota Board on Aging under the federal Older Americans Act. The programs have two thrusts:

- service planning on a county-by-county basis, and
- grant administration.

Grant administration for older people involves four to five million dollars each year in federal, state, and local funds for social and nutrition services and senior centers. At present the department is also studying long-term care as part of a joint project with the Housing Planning and Health Planning departments. The Council receives advice in this area from the Advisory Committee on Aging.

The department's arts program began in 1977 when the state designated the Council as a regional arts agency. Major responsibilities of the department in this area include:

- preparing a two-year arts plan,

- administering a \$300,000 arts grant program, and
- providing public service to the arts community.

The Arts Advisory Committee assists the Council in carrying out arts-related activities.

The department also has a Special Projects unit which includes criminal justice, disaster planning, and telecommunications. Late in 1984 the Council decided to discontinue work in criminal justice and public safety and to refocus its efforts in telecommunications upon completion of work already underway.

6. HEALTH PLANNING

The Health Planning Department has 12 staff members whose current work program focuses on:

- containing health care costs,
- finding new long-term care alternatives,
- developing consumer information,
- providing technical assistance, and
- planning and administering grants for people with developmental disabilities.

With the exception of the developmental disabilities activities, this work program, as approved by the Council, reflects the priorities of the Metropolitan Health Planning Board whose director is also the director of the department.

The department is also required to prepare a comprehensive regional health systems plan as a condition of the Council's federal status as a regional health planning agency. This 700-page document is summarized in a 35-page *Metropolitan Development Guide* chapter which the staff will revise in 1985.

The state grant which finances the developmental disabilities program requires the Council to provide planning, research, public information, and coordinated training for service providers.

Until 1982 the Council and the Metropolitan Health Planning Board were responsible under state law for reviewing hospital certificate-of-need proposals.

7. HOUSING PLANNING

The Housing Planning Department has a 32.5 member staff complement. About three-quarters of the complement, or 24.5 employees, are assigned to the Metropolitan Housing and Redevelopment Authority which administers state and federal grant and loan programs totaling about \$12 million a year. The programs, which serve more than 75 communities, include: rent assistance, rehabilitation loans for rental housing, home improvement loans, accessory apartment loans, and energy improvement loans. In addition, the Metropolitan Housing and Redevelopment Authority was recently named a participant in a federal housing voucher demonstration program that will make \$1 million available each year to 253 households in 76 communities. The unit receives advice from a nine-member advisory committee.

The eight members of the department who are not associated with the Metropolitan Housing and Redevelopment Authority are responsible for:

- maintaining and implementing the Council's housing policies,
- reviewing state and federal grant applications prepared by local governments,
- conducting demographic research and analysis, and
- preparing housing and market cost studies.

Major 1985 projects include: participating in a long-term care study and revising the 1977 *Metropolitan Development Guide* housing chapter.

8. PLANNING ASSISTANCE

The eight-member Planning Assistance Department supports local planning programs by:

- providing technical assistance on request,
- administering a \$300,000 revolving loan program, and
- preparing and distributing educational materials.

While the local land-use planning process was underway, the Council also administered a state-financed grant program that defrayed up to 75 percent of a community's costs for preparing a plan. In addition to emphasizing community outreach, the department is now participating in agency-wide work on combined sewer overflow, aircraft noise abatement, and regional data needs.

9. RESEARCH

The 11-member Research Department has three major functions:

- monitoring regional housing, population, employment and land-use trends;
- analyzing census data and economic indicators used in developing long-term policy plans; and
- identifying significant regional conditions that may require future Council attention.

The department also:

- prepares annual population and housing estimates used for a variety of governmental purposes, including state aid and fiscal disparities determinations;
- serves as an affiliate data center for census information;
- maintains a computerized land-use inventory; and
- manages a general in-house library.

B. SUPPORT DEPARTMENTS

1. FINANCE

The 12-member Finance Department is responsible for budgeting, accounting, cash management, debt management, and intergovernmental financial reporting.

The Council's accounting and financial reporting systems operate on a fund basis and the budget is prepared on a program basis.

In 1985 the department will: review organizational accounting procedures, prepare an accounting procedures manual, and develop an investment guide.

2. PERSONNEL

The main responsibilities of the five-member Personnel Department are to: manage employee wages and benefits, maintain the job classification system, oversee the departmental hiring process, process the payroll, provide training and development opportunities, and assist in solving employee relations problems.

An outside consultant normally handles the Council's labor negotiations, and the Affirmative Action/Equal Employment Opportunity officer reports to the chair.

Although the 1974 Metropolitan Reorganization Act required the Council to adopt personnel code guidelines for the Metropolitan Transit Commission and the Metropolitan Waste Control Commission, the department does not currently have ongoing responsibilities in this area.

The department's 1985 priorities are to update the personnel code and classification system and to analyze the Council's health, insurance, and benefit programs.

3. COMMUNICATIONS

The Communications Department has 17 staff members who handle all external Council publications, including the *Metro Monitor*, a monthly newspaper which has a circulation of 145,000. The department also provides information to the general public and sends notices about Council activities, meetings and hearings to a mailing list that includes about 25,000 agencies and individuals.

4. INFORMATION SERVICES

The 14-member Information Services Department provides centralized word and data processing services for the organization. This includes maintaining a metropolitan geographic data base. In 1985 the department will install a new computer system and laser printer.

5. ADMINISTRATIVE SERVICES

The Administrative Services Department has 14 staff members who are responsible for centralized facility management, mail, duplicating, records management, and data privacy services. The department also logs, routes, and monitors more than 800 grant proposals, plans, and budget documents referred annually to the Council for review. In 1985 the department will emphasize records management.

IV. THE METROPOLITAN COMMISSIONS

A. THE METROPOLITAN PARKS AND OPEN SPACE COMMISSION

This commission is an advisory rather than operating agency. It was established in 1974 to assist the Council in developing a

long-range regional parks plan and an acquisition and development program. The commission, whose eight members and chair are appointed and staffed by the Council, also sets regional parks funding priorities and reviews state and federal grant proposals.

Since 1977 the Council has, with the advice of the commission, authorized \$120 million in grants to counties, municipalities and special districts for purchase and development of a 47,000 acre regional park system. The system includes 37 regional parks and 14 park reserves.

The Council and the commission have two major questions on their joint 1985 agenda:

- alternatives for state support of regional parks operation and maintenance, and
- accelerating the issuance of state bonds for acquiring parkland.

B. THE METROPOLITAN WASTE CONTROL COMMISSION

This nine-member commission was created as the Metropolitan Sewer Board in 1969 for the purpose of owning and operating the regional sewer system. In 1984 the commission had an operating budget of \$84.3 million and a staff complement of 939 full-time employees.

According to the provisions of the 1974 Metropolitan Reorganization Act, the Metropolitan Waste Control Commission must prepare five-year development programs and annual capital budgets that are consistent with the Council's long-range policy plan for waste management. The Council reviews and approves the commission's capital plans and budgets, issues bonds on behalf of the commission, and serves as a co-permittee with the commission for federal National Pollutant Discharge Elimination System permits. The commission's operating budget is mainly financed by service charges to city and township users.

In 1970 when the commission took over the system, three of 33 treatment plants met federal performance standards. Since that time the commission has consolidated and updated the system, which now has 14 treatment plants and 500 miles of interceptors. The cost of this capital investment over the last decade has been about \$400 million, of which \$100 million was financed through regional debt. The remainder came from state and federal grants.

Priority issues for the commission include:

- exploring alternative financing for system maintenance and rehabilitation projects, such as sewer separation;
- updating and improving commission practices in the area of management, finance, and public involvement; and
- clarifying Council/commission planning roles.

C. THE REGIONAL TRANSIT BOARD

This board, created by the 1984 Legislature, consists of 14 members appointed by the Council and a chair appointed by the governor. The goals of the board are to:

- provide a basic level of mobility for all people in the metropolitan area,
- arrange for comprehensive transit and paratransit services,
- coordinate public and private service provision, and
- maintain public mobility in emergencies.

Under this charge, the board will assume oversight and mid-range planning responsibilities for the Metropolitan Transit Commission. It will also approve the commission's operating budget, which was \$98.8 million in 1984. Under the law the Council will continue to prepare a long-range regional transportation plan. In addition, the Council will review the board's five-year transit implementation plan, three-year financial plan, and annual capital budget.

The new legislation limits the board's 1984 staff complement to 19, appropriates \$1.1 million for start-up operating expenses, and reduces the size of the Metropolitan Transit Commission from nine to three members.

Priority issues for the Regional Transit Board include:

- deciding the light rail transit question,
- providing cost-efficient transit service outside the central cities,
- arranging transit services for special-need populations, and
- addressing management and personnel problems at the Metropolitan Transit Commission.

D. THE METROPOLITAN AIRPORTS COMMISSION

This commission was created by the Legislature as a public corporation in 1943 to develop and operate regional airport facilities. Eight of the ten commission members are appointed by the Governor from paired Council districts, and the remaining two members represent the mayors of Minneapolis and Saint Paul. No residency requirement exists for the chair who is also appointed by the Governor.

As a consequence of state and federal statutory provisions, the Metropolitan Airports Commission has fewer ties to the Council than the other metropolitan agencies: the governor appoints the members, it can issue its own debt up to a specified ceiling, and the Council has limited capital review authority.

Legislation passed in 1984 makes the commission directly accountable to the Legislature for a report each session on its "activities, policies, and programs." Council oversight of the Metropolitan Airports Commission is limited to reviewing long-term comprehensive plans, Minneapolis-Saint Paul International airport capital expenditures over five million dollars, capital projects over two million dollars at the other airports, and any other project with a "significant effect on the orderly and economic development of the region."

The metropolitan airport system includes seven airports owned and operated by the commission: one major airport, Minneapolis-Saint Paul International; two intermediate airports, Saint Paul Downtown and Anoka County-Blaine; and four minor airports, Airlake, Flying Cloud, Crystal, and Lake Elmo. The commission's 1984 budget, which derives primarily from user fees, was \$37.7 million dollars.

At present the commission's top priority is safe management of unplanned air and land traffic increases resulting from airline deregulation in 1978. These increases have brought parts of the current system to capacity limits, thus aggravating safety, traffic, and noise problems.

E. METROPOLITAN SPORTS FACILITIES COMMISSION

This six-member commission appointed by the Governor was established in 1977 for two purposes:

- to decide on a site and design for the new stadium, and
- to own and operate existing metropolitan sports facilities, which then consisted of the Metropolitan Stadium and the Met Center.

Until the metrodome was completed, four commission members were appointed from Council districts, and the chair and remaining two members were chosen from outside the metropolitan area. Upon completion of the dome, authority for appointments passed to the Minneapolis City Council, with the Governor continuing to appoint the chair.

The Council, which was responsible for issuing revenue bonds to construct the dome, now reviews the annual operating budget of the commission with particular emphasis on debt service requirements. The 1984 operating budget for the Metropolitan Sports Facilities Commission was \$5.8 million.

The commission continues to be responsible for the Met Center which it leases to the Northstars.

IV. ADVISORY COMMITTEES

A. THE CHAIR'S ADVISORY COMMITTEE

This is a 20-member group established in the mid-1970s to provide municipal leaders with a forum for discussing regional issues. It currently meets on an irregular basis.

B. ADVISORY COMMITTEE ON AGING

Responsibilities of this 25-member body include: obtaining community input on planning issues relating to the elderly, recommending an area plan on aging to the Council, approving review guidelines, and recommending action on grant applications submitted to the Council pursuant to Title III of the Federal Older Americans Act. The membership is made up of representatives from Council districts, interest groups, and local elected officials.

C. THE ARTS ADVISORY COMMITTEE

The Arts Advisory Committee consists of 25 members representing arts consumers, professional artists, informed citizens, and both paid and volunteer arts administrators. The committee's main jobs are: assisting the Council in awarding and monitoring Minnesota State Arts Board block grants and preparing a regional arts plan as required by the state board. The Council was designated by the state as a regional arts agency in 1976.

D. CRIMINAL JUSTICE ADVISORY COMMITTEE

The 25 members of this recently-discontinued group represented elected officials, criminal justice professionals, and citizens. Their charge was to recommend long-range crime reduction goals to the Council. In late 1984 the committee recommended that the Council discontinue work in criminal justice and public safety. The state designated the Council as the area crime control advisory agency in 1977.

E. DEVELOPMENTAL DISABILITIES ADVISORY COMMITTEE

This committee, also with 25 members, advises the Council on the needs of people in the metropolitan area with developmental disabilities. Its members are appointed from Council districts to represent service consumers and provider groups.

F. LAND USE ADVISORY COMMITTEE

The Land Use Advisory Committee is an outgrowth of the 1976 Metropolitan Land Planning Act. At least half of the 17 members, all of whom are appointed from Council districts, must be elected local government officials. The committee's main tasks are to recommend Council action on local planning grant proposals and to provide a forum for resolving local and regional land-use planning disagreements. The committee has not been active recently now that the local land-use planning program is approaching completion.

G. METRO HRA ADVISORY COMMITTEE

The nine-member Metro HRA Advisory Committee was created in 1974 to assist and advise the Metropolitan Housing and Redevelopment Authority. The housing authority is a Council agency which administers rental assistance, housing rehabilitation, and Metro Housing Fund services and financing to communities in the region requesting assistance. The members of the committee are chosen from Council districts on the basis of their interest in housing and the housing needs of low income people.

H. METROPOLITAN HEALTH PLANNING BOARD

The 25-member Metropolitan Health Planning Board, created in 1970, consists of health care professionals and consumers. The Board's major interests are containing health care costs and improving public health. From 1971 to 1982 the board reviewed area hospital capital improvement programs under state certificate-of-need legislation. The Council and the board were designated by the federal government as area health systems agencies in 1976.

I. METROPOLITAN WASTE MANAGEMENT ADVISORY COMMITTEE

This advisory committee was created in 1976 in response to state legislation requiring the Council to develop a comprehensive regional waste management plan. Its overall goals are to protect environmental quality, conserve and re-use resources and energy, protect public health, and promote development of an efficient solid waste system. The 30 members of the committee represent citizens, local governments, state agencies, and private waste management firms.¹ They advise the Council on landfill siting, sludge management, and solid waste recovery matters. They also report to the Legislature on metropolitan waste management issues. The group reviews and recommends Council action on county solid waste plans, landfill and recycling facility reports, and waste disposal facility applications.

J. TRANSPORTATION ADVISORY BOARD

The Transportation Advisory Board is a 30-member group created in 1974 as a result of state and federal requirements for coordinated regional transportation planning. The members, who consist of citizens, local officials, and representatives of public transportation agencies, approve a three-year transportation improvement plan and establish priorities for federally-funded transportation projects.

¹An expanded committee includes representatives of communities which contain possible landfill sites.

K. AGGREGATE RESOURCES ADVISORY COMMITTEE

This newly-formed 15-member committee was established under the requirements of state legislation passed during the 1984 session. The membership includes state, local, and industry representatives. The committee is required to submit a report to the Legislature by the end of 1985 commenting on the availability of information about aggregate resources and recommending procedures for establishing long-term aggregate protection goals and protection methods.

STUDIES OF THE PROGRAM EVALUATION DIVISION

Final reports and staff papers from the following studies can be obtained from the Program Evaluation Division, 122 Veterans Service Building, Saint Paul, Minnesota 55155, 612/296-4708.

1977

1. Regulation and Control of Human Service Facilities
2. Minnesota Housing Finance Agency
3. Federal Aids Coordination

1978

4. Unemployment Compensation
5. State Board of Investment: Investment Performance
6. Department of Revenue: Assessment/Sales Ratio Studies
7. Department of Personnel

1979

8. State-sponsored Chemical Dependency Programs
9. Minnesota's Agricultural Commodities Promotion Councils
10. Liquor Control
11. Department of Public Service
12. Department of Economic Security, Preliminary Report
13. Nursing Home Rates
14. Department of Personnel, Follow-up Study

1980

15. Board of Electricity
16. Twin Cities Metropolitan Transit Commission
17. Information Services Bureau
18. Department of Economic Security
19. Statewide Bicycle Registration Program
20. State Arts Board: Individual Artists Grants Program

1981

21. Department of Human Rights
22. Hospital Regulation
23. Department of Public Welfare's Regulation of Residential Facilities for the Mentally Ill
24. State Designer Selection Board
25. Corporate Income Tax Processing

26. Computer Support for Tax Processing
27. State-sponsored Chemical Dependency Programs, Follow-up Study
28. Construction Cost Overrun at the Minnesota Correctional Facility - Oak Park Heights
29. Individual Income Tax Processing and Auditing
30. State Office Space Management and Leasing

1982

31. Procurement Set-Asides
32. State Timber Sales
33. *Department of Education Information System
34. State Purchasing
35. Fire Safety in Residential Facilities for Disabled Persons
36. State Mineral Leasing

1983

37. Direct Property Tax Relief Programs
38. *Post-Secondary Vocational Education at Minnesota's Area Vocational-Technical Institutes
39. *Community Residential Programs for Mentally Retarded Persons
40. State Land Acquisition and Disposal
41. The State Land Exchange Program
42. Department of Human Rights: Follow-up Study

1984

43. *Minnesota Braille and Sight-Saving School and Minnesota School for the Deaf
44. The Administration of Minnesota's Medical Assistance Program
45. *Special Education
46. *Sheltered Employment Programs
47. State Human Service Block Grants

1985

48. Energy Assistance and Weatherization
49. Highway Maintenance
50. Metropolitan Council
51. Economic Development Programs (in progress)

*These reports are also available through the U.S. Department of Education ERIC Clearinghouse.