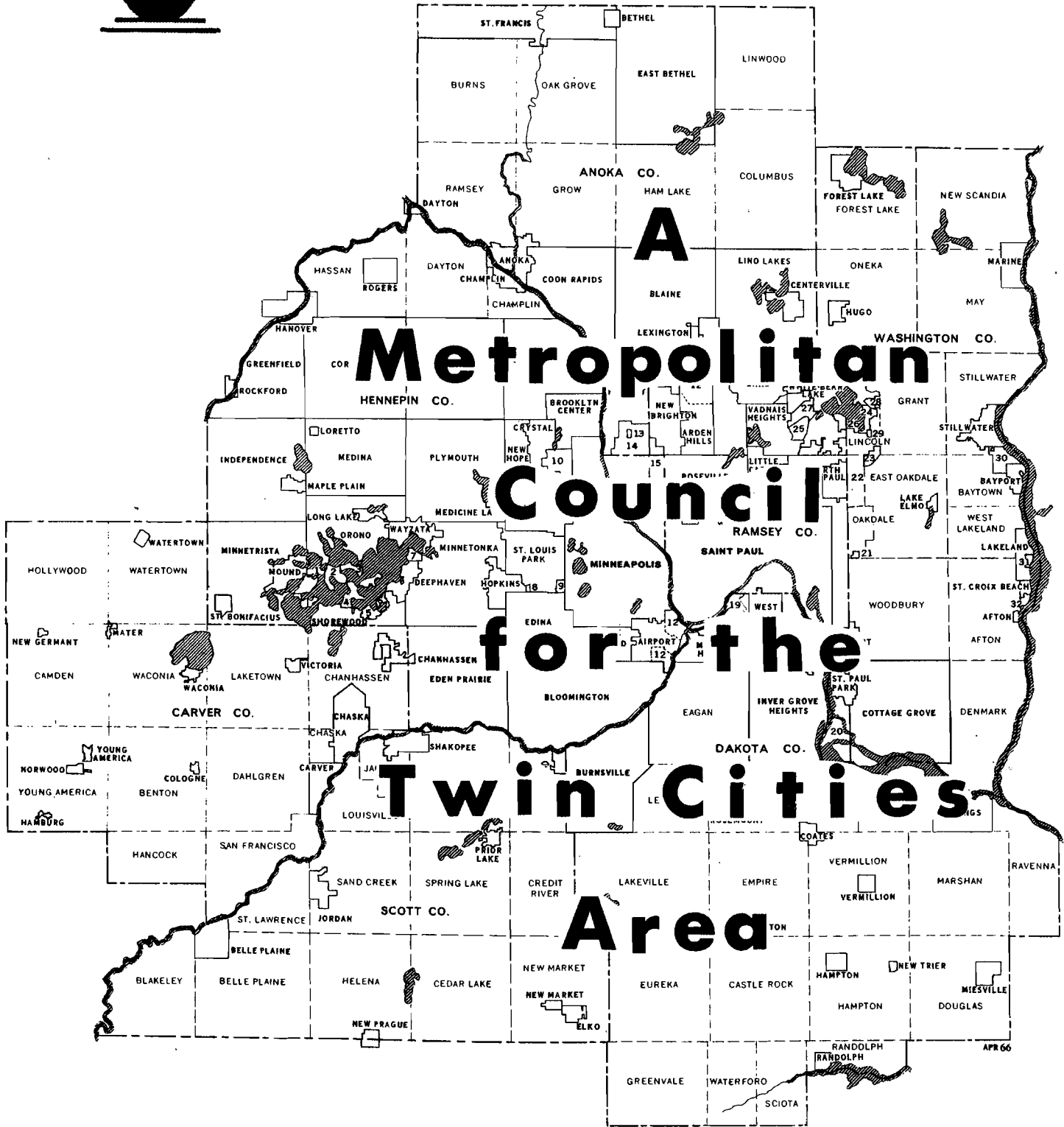


Citizens League Report



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ABOUT THE CITIZENS LEAGUE

The Citizens League is a non-partisan, independent educational organization of 3,600 members, founded in 1952, and dedicated to the improvement of local government in the Twin Cities area.

Citizens League reports, which provide assistance to public officials and others in finding solutions to complex problems of local government, are developed by volunteer research committees, supported by a fulltime professional staff.

Membership is open to the public. The League's annual budget is financed by annual dues of \$10 (\$15 for family memberships) and contributions from more than 600 businesses, foundations and other organizations.

CITIZENS LEAGUE

REPORT

A METROPOLITAN COUNCIL FOR THE TWIN CITIES AREA

Approved by the

Citizens League Board of Directors

February 9, 1967

Citizens League
545 Mobil Oil Building
Minneapolis, Minnesota 55402
Phone: 338-0791

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Citizens League
545 Mobil Oil Building
Minneapolis, Minnesota 55402

TO: Citizens League Board of Directors

FROM: Metropolitan Affairs Committee, Charles H. Clay, Chairman

SUBJECT: A Metropolitan Council for the Twin Cities Area

INTRODUCTION

Important aspects of no less than 13 areawide governmental problems urgently need attention and solution at the metropolitan level. They include comprehensive planning, sewage disposal and water pollution, transit, highways, airports, parks and open space, metropolitan zoo, mosquito control, refuse disposal, blight control (Dutch elm disease and oak wilt), air pollution, annexation and incorporation, and watershed districts. Several others undoubtedly will require areawide attention in a very few years.

There are so many inter-relationships among these problems that a decision on one usually cannot be made without affecting others.

If past practice is followed, new single-purpose units of government will be established to solve new problems. If so, the Twin Cities area would end up with a vast array of these single-purpose districts, each operating independently of the other. Decision making would be overly diffuse. Policies of districts could be in conflict, with no way to resolve differences. There would be no way to allocate available funds among various metropolitan services according to relative needs. Management efficiencies, such as central personnel, data processing and purchasing, for a variety of governmental services and functions, could not be implemented.

But most important of all, if the Legislature continues to establish independent single-purpose districts, citizens of the Twin Cities area will continue to lose control of their government at the metropolitan level. Independent single-purpose districts as a rule are neither representative of nor answerable to the voters. Yet they are making major decisions which are having a profound effect on the metropolitan area. For example, the Twin Cities Metropolitan Planning Commission, an independent district whose members are not elected, nor are they appointed, on a "one man, one vote" basis, is emerging as the dominant force in determining whether or not a municipality or county in the Twin Cities area receives federal grants as requested. The full implications of this can only be appreciated when it is recognized that the requests for federal grants may total three or four times the amount of money available.

However serious the situation is today, if nothing is done it will be magnified many times in the next three decades. During this time the urbanized portion of the Twin Cities area will triple in square miles. Population will more than double. As many new office buildings, homes, churches, schools, shopping centers and industries will be built as have been built since this area was settled more than a century ago. This does not include all the rebuilding which also will be taking place.

At the same time, the Twin Cities metropolitan area will be involved in intense competition as one economic unit - which it is:- with other metropolitan areas throughout the nation for industrial and commercial development. Such competition will be of far greater magnitude and importance than competition between communities within the Twin Cities area. The relative competitive position of the Twin Cities area nationwide will be affected by the extent to which this area is organized as one unit governmentally for the essential areawide services and functions. With the proper governmental framework, the Twin Cities area will be able to make certain decisions and take certain actions to improve its competitive position nationwide.

Given the above-described facts, it is inconceivable that the seven-county Twin Cities area can continue with its present governmental structures, or add to them on a piecemeal basis, at the metropolitan level.

The basic question facing the 1967 Legislature is not whether the Twin Cities area should have a metropolitan government. This area has had metropolitan government for several years - in the form of independent single-purpose districts. The basic question is whether the Legislature will continue to build on this form, with the inevitable result that citizens lose more and more control over their government, or whether the Legislature will establish a framework which will enable the citizens to recapture control.

The conclusions are inescapable: We must abandon setting up independent single-purpose districts, each with its own policy council, taxing authority and administrative structure. We must establish a framework of government at the metropolitan level which can pull areawide policy powers into a single agency, which can allocate available funds among various services according to relative need, and which can implement management efficiencies in one administrative structure. We must guarantee, above all, that the government is representative of the people of the seven-county area on a "one man, one vote" basis. Finally, it must be realized that it will be impossible to establish any new areawide government unless the Legislature modifies the "local consent" requirement, which as presently worded gives any municipality, however small, veto power over the creation of such a government.

It is with these conclusions in mind that we make the recommendations on the following pages.

SUMMARY OF RECOMMENDATIONS

We recommend that the 1967 Legislature create a Metropolitan Council, directly elected by popular vote of the people, to solve the pressing areawide governmental problems of the Twin Cities area in a coordinated manner. The Council would be responsible only for those areawide functions and services which cannot be handled adequately by municipalities and counties and which are specifically assigned to the Council by the Legislature. The Council would not have any broad "home rule" type grant of authority.

One member of the Metropolitan Council would be elected from each state senatorial district in the seven-county area, making a total membership of 29 to 31 members, depending upon how the four senatorial districts partially in the area are apportioned. Council members would be elected to four-year staggered terms, serve part time, and be paid salaries consistent with attracting and retaining high caliber less-than-fulltime public officials.

The Council chairman would be appointed by a majority vote of Council members. He would serve full time and be the Council's chief executive officer and spokesman. He would preside at Council meetings but not have the right to vote or veto Council actions. He would make top staff appointments, subject to Council approval, prepare an annual budget and capital improvements program, recommend salary levels for employees and execute policy decisions of the Council.

The Metropolitan Council would take over the functions of the Metropolitan Planning Commission, Mosquito Control District, Metropolitan Transit Commission and Minneapolis-St. Paul Sanitary District. These independent districts and commissions would go out of existence as separate governments. In addition, the Council would have authority to provide for an areawide parks and open space system, a metropolitan zoo, adequate refuse disposal facilities, control of Dutch elm disease and similar types of blight, and air pollution control, and would have coordinating responsibility over airports, highway construction and watershed districts.

The Council would be empowered to impose fees, fares and other charges, which would be its primary sources of revenue. Until a new source of general taxation is found, the Council would be allowed a small property tax levy to finance the balance of its operations.

Single-purpose districts could be taken over by the Council gradually, with a deadline of January 1, 1969. If it wished, the Council could establish administrative boards and delegate operational authority for various functions to such boards, subject to conditions as the Council would determine. The Council would be able to abolish or reorganize any administrative board. The Council could if it wished reappoint to an administrative board the members of a single-purpose district board taken over by the Council.

RECOMMENDATIONS

I. A Metropolitan Council

We recommend that the 1967 Legislature establish a Metropolitan Council for the Twin Cities area.

II. Powers and Responsibilities of the Metropolitan Council

We recommend the Legislature assign the Metropolitan Council the following powers and responsibilities:

1. Comprehensive Planning

- a. Assume the functions of the Twin Cities Metropolitan Planning Commission, which would be abolished.
- b. Prepare and adopt a guide for the long-range development of the metropolitan area. This guide should include plans for land use, the provision of public facilities, such as water, sewer, transportation, recreation and open space, airports, hospitals, libraries, programming of capital improvements based on a determination of relative urgency and long-range fiscal plans. The guide would be mandatory only to the extent it involved the exercise of powers otherwise vested in the Council.

2. Federal Grants Review

- a. Be officially designated as the body to review and make recommendations to the federal government on applications by local governments in the seven-county area for federal grants. Specifically, the Metropolitan Council would comment to the federal government on the extent to which proposed projects are consistent with comprehensive planning developed or in the process of development for the metropolitan area and the extent to which such projects contribute to the fulfillment of such planning.

3. Sewage Disposal and Water Pollution

- a. Acquire, build and operate all sewage disposal facilities jointly used by more than one municipality. This would include the Minneapolis-St. Paul Sanitary District and the North Suburban Sanitary Sewer District, which would be abolished.
- b. Develop specific plans and recommendations for submission to the Legislature for adequate sewage disposal facilities for the entire seven-county metropolitan area. This should include recommendations on how construction and operation of sewage disposal facilities would be carried out.
- c. Establish and enforce standards of water pollution control throughout the seven-county area. Where such standards differ from those

set by the Minnesota Water Pollution Control Commission, the stricter standards would apply.

4. Transit

- a. Assume all responsibilities of the Metropolitan Transit Commission, which would be abolished.
- b. Prepare a detailed plan for providing adequate mass transit service for the seven-county area. Have the authority to provide transit facilities in accordance with the plan. This authority would include the right to build, lease, acquire and operate transit facilities and related services, such as parking lots near terminals, to purchase by negotiation privately-owned transit companies in the Twin Cities area, to acquire rights of ways and to provide for financing, including the establishment of fares.
- c. Approve the routes and scheduling for all transit lines which begin and terminate within the Twin Cities metropolitan area.

5. Highways

- a. Approve long-range plans of the Minnesota Highway Department and the County Highway Departments for the location, general design and points of access of state and county highways in the seven-county area.
- b. Approve priorities for construction by the Minnesota Highway Department and the County Highway Departments.
- c. Exercise binding arbitration in disputes between municipalities and the Minnesota Highway Department or County Highway Departments as to highway location, design and points of access.

6. Airports

- a. Approve plans and proposals for location of new airports in the seven-county area and major expansion at existing airports.
- b. Review and approve decisions of the Metropolitan Airports Commission on regulating the height of structures in the seven-county area and land use in the immediate vicinity of airports.

7. Parks and Open Space

- a. Develop a specific plan for area parks and open space to serve the needs of the seven-county metropolitan area. The area parks system would complement, not supplant, existing and new municipal park systems. The plan should provide for acquisition of large natural reserve areas within or on the fringe of the metropolitan area, coordinated development of river and stream valleys for recreational, conservational and other uses, corridors along freeways and transitways, trail systems, parkways, and other scenic, historic park or

open space areas of metropolitan significance. The plan should provide for the preservation of existing privately owned recreational and open space areas such as camps and golf courses.

- b. Acquire by condemnation or negotiation waters, land or interests in land necessary to carry out the plan. The Council could acquire by negotiation parks and open space areas meeting the requirements of the plan but now owned by counties or park reserve districts.
- c. Prepare and carry out a plan for development and operation of a system of area parks, including a financing plan for operations, utilizing where desirable fees and user charges for various activities.

8. Metropolitan Zoo

- a. Plan, finance, construct and provide for the operation of a first-class zoological garden to serve the seven-county metropolitan area. The Metropolitan Council could, if it chose, contract with a private, non-profit zoological society for the society's performing part or all of the Council's powers in connection with a zoo.

9. Mosquito Control

- a. Assume all powers now held by the Metropolitan Mosquito Control District, which would be abolished, and expand the jurisdiction of mosquito control from the six counties now included in the Mosquito Control District to the entire seven-county area.

10. Refuse Disposal

- a. Establish and enforce standards of control over all refuse disposal sites in the seven-county area.
- b. Prepare a plan for the adequate provision of refuse disposal facilities to meet present and future needs of the seven-county area. When needed, acquire, build and operate such facilities and provide for financing, including establishing fees.

11. Blight Control

- a. Establish standards of control of blight, including Dutch elm disease and oak wilt, throughout the seven-county metropolitan area. In the event a local unit of government is not taking steps to enforce standards of blight control, as established by the Council, the Council would enforce the standards as necessary.

12. Air Pollution

- a. Establish standards of air pollution control throughout the seven-county metropolitan area. In the event a local unit of government is not taking steps to enforce standards of air pollution control, as established by the Council, the Council would enforce the standards as necessary.

13. Annexation and Incorporation

- a. Appear before the Minnesota Municipal Commission in proceedings relating to the metropolitan area.
- b. Be authorized to petition the Minnesota Municipal Commission for incorporations, annexations or mergers involving units of government within the Twin Cities area.

14. Watershed Districts

- a. Review and approve development plans of watershed districts in the seven-county area.

15. Metropolitan Impact Review

- a. Review and comment upon proposed decisions of metropolitan significance being made by governments and agencies in the Twin Cities area over which it does not have direct operating or coordinating powers.

16. Research

- a. Prepare biennial legislative programs with specific proposals on legislation of concern to the metropolitan area.
- b. Undertake an ongoing program of research in areas of concern to the metropolitan area.
- c. Develop a data and information center to provide information on the metropolitan area and on state and federal programs.

III. Possible Additional Powers and Responsibilities of the Metropolitan Council

We recommend the Legislature empower the Metropolitan Council to develop proposals on additional powers and responsibilities for the Council. Specifically, the Council should be required to develop proposals in the following areas:

1. Tax Assessment--Whether and to the extent the Metropolitan Council should be given jurisdiction in property tax assessment. This should include recommendations on how to reduce or eliminate tax base inequities between local governments in the metropolitan area.
2. Land Use Control--Whether and to the extent the Metropolitan Council should be given zoning authority, including the determination of location of major commercial and industrial sites, zoning in flood plains and along the major rivers, and establishment of public development corporations.
3. Guaranteeing Local Bonds--Whether and to the extent the Metropolitan Council should be given the right to guarantee, upon application from a local unit of government, the borrowing of the local unit against the full faith and credit of the entire seven-county area.

4. Highway Funds--Whether and to the extent the Metropolitan Council should have the authority to speed up construction of urgently needed highway projects by advancing funds, including what types of revenue should be utilized.
5. Storm Water Drainage--Whether and to the extent the Metropolitan Council should be given jurisdiction in a program of controlling storm water drainage to prevent flooding.
6. Water Supply--The need for areawide management of water supply, including both surface and underground sources, and the potential role of the Metropolitan Council.
7. Area Police Services--The potential role, if any, of the Metropolitan Council in providing services to local law enforcement agencies.

IV. Structure of the Metropolitan Council

We recommend the Metropolitan Council be structured as follows:

1. Area of Jurisdiction--Seven counties - Anoka, Carver, Dakota, Hennepin, Ramsey, Scott and Washington.
2. Method of Selection and Size--Direct election, after initial appointment, by district in the seven-county area. State senatorial districts would be used as boundaries. One member would be elected to the Metropolitan Council from each district. There would be not less than 29 nor more than 31 members of the Council, depending on how the four districts not wholly within the seven-county area are apportioned. Members would be elected on the non-partisan ballot, as are legislators and county and municipal officials in Minnesota. Vacancies on the Council would be filled by appointment by a majority vote of the Council, and appointees would serve until the next election. Initial members of the Metropolitan Council would be appointed by a majority vote of legislators in the respective districts or, if the legislators in a district fail to agree, the Governor would make the appointment. Any qualified voter would be eligible for appointment and election.
3. Term of Office--Four-year staggered terms, with one half of the members elected every two years at general elections.
4. Activity and Compensation--Members of the Council would be paid salaries consistent with attracting and retaining high caliber less-than-fulltime public officials.
5. Council Chairman--The Chairman, who would serve full time and be the spokesman for the Council, would be appointed by a majority vote of the Council for a four-year term. A member of the Council would not be precluded from being appointed as Chairman, but if selected he would resign his Council seat. The Chairman would have the following powers and responsibilities:
 - a. Serve as presiding officer at Council meetings. He would relinquish the chair to participate in deliberations but would not have the right to vote.

- b. Be responsible to the Council for the proper administration of all affairs relating to the Council.
 - c. Make appointments, subject to the approval of the Council, to the professional, non-classified administrative positions, including a chief administrative officer. These employees would be responsible directly to the Chairman, not the Council. Members of the Council would deal with the Chairman, not with subordinate officials.
 - d. Present an annual message to the Council, setting forth a proposed plan of operations for the coming year.
 - e. Propose an annual budget and long-range and annual capital improvements programs to the Council.
 - f. Execute policy decisions of the Council and exercise executive powers of the Council, including execution of contracts.
 - g. Analyze and recommend salary levels for all employees.
 - h. Implement centralized management efficiencies, such as personnel, purchasing, data processing and record keeping, for all departments.
6. Taxing Authority--The Council would have the following taxing authority:
- a. Impose fees, fares and other charges for its services and functions. It is expected this will be the Council's primary source of revenue.
 - b. Levy property taxes to finance the balance of its operations.
 - c. Issue bonds to finance capital expenditures, pledging the full faith and credit of the seven-county area, and levy taxes, when necessary, to repay the bonds.
7. Eminent Domain
- a. The Council would have the power to exercise eminent domain, except in certain specified cases where it could acquire property only by negotiation.
8. Council Procedures
- a. The Council could establish whatever departments and offices for the administration of its affairs it believes necessary and abolish and combine departments as it sees fit.
 - b. The Council could establish administrative boards, to the extent it deems advisable, to discharge functions of the Council and could delegate operational authority to such boards, subject to conditions and procedures as would be established by the Council's

administrative rules. The Council would be able to abolish or reorganize any administrative board. Any administrative board created by the Council would be empowered to enact its own rules of procedure, subject to modification or revocation by the Council. Members of the Council would not serve as members of these administrative boards. The Council would determine any compensation for members of these boards.

- c. The Council would have the authority to determine the date it assumes full policy and operational control over functions of sewage disposal, transit, parks and open space, and mosquito control, provided that all of these functions would be assumed no later than January 1, 1969. All other functions and responsibilities granted to the Council would be assumed immediately upon establishment of the Council.

V. Local Consent

It will be impossible for the Metropolitan Council to be established unless the Legislature also modifies the local consent provision to special laws. As currently worded, this provision would enable any municipality within the seven-county area to veto any legislation for a Metropolitan Council.

We strongly recommend that the 1967 Legislature modify the local consent requirement so that the Metropolitan Council can be established.

VI. State Impact Review

Undoubtedly some aspects of actions by the Metropolitan Council will have an impact on other parts of the state. We recommend that separate legislation, not connected with legislation establishing the Metropolitan Council, provide that the State Planning Agency be empowered to review and comment upon proposed actions of the Metropolitan Council which might have impact on other parts of the state.

BACKGROUND OF THIS REPORT

Since 1963 the Citizens League has issued many reports on specific metropolitan problems, such as sewer, transit, comprehensive planning, mosquito control, annexation and incorporation, refuse disposal, and metropolitan zoo.

Early in 1966 it became clearly evident to the Citizens League Board of Directors that one of the most important questions facing the 1967 Legislature would be how to provide a coordinated approach to solving metropolitan problems. The League report on comprehensive metropolitan planning had specifically urged the establishment of a new committee to review the interrelationships between various metropolitan problems and make recommendations to the Legislature on how to provide for a coordinated approach. As a result, the Board of Directors formed the Citizens League Metropolitan Affairs Committee.

COMMITTEE MEMBERSHIP

Because of the interest on the part of a large segment of the Citizens League membership in metropolitan problems, many more members of the Citizens League volunteered for service on the Metropolitan Affairs Committee than could be appointed. A special subcommittee of the League's Executive Committee was named to assist in the final selection.

Committee membership included all of the persons who have served as committee chairmen on previous Citizens League reports dealing with specific metropolitan problems, and many who served on these committees. Also included were 20 members of the League's Board of Directors. A special effort was made to assure adequate metropolitanwide representation by the appointment of a number of non-Hennepin County residents.

Charles H. Clay, an attorney with the Soo Line Railroad, who had served as chairman of the League's Metropolitan Sewerage Committee and was immediate past president of the Citizens League, was named chairman of the Metropolitan Affairs Committee.

The following members participated actively in the work of this committee:

Charles H. Clay, Chairman	William V. Lahr	Allen I. Saeks
Dr. Francis M. Boddy	Greer Lockhart	Dr. John C. Schwarzwald
Lester Bolstad, Jr.	Daniel Magraw	Peter Seed
Earl F. Colborn, Jr.	James Martineau	Willis F. Shaw
Mrs. Nicholas Duff	Donald W. McCarthy	Lloyd M. Short
Richard J. FitzGerald	Mrs. J. Paul McGee	Stephen Solomon
Gilbert Giebink	Wallace E. Neal, Jr.	Archie Spencer
E. Peter Gillette, Jr.	Roger Newstrum	Clement Springer
Mrs. William J. Graham, Jr.	Mrs. Stanley G. Peterson	Owen B. Stubben
David Graven	James R. Pratt	Harry L. Sutton, Jr.
Roger L. Hale	John W. Pulver	Mrs. Albert D. Thiltgen
John G. Harrison	Leonard F. Ramberg	Lucas Van Hilst
James L. Hetland, Jr.	Mrs. Joseph Richardson	Fred Wall
Kevin P. Howe	Mrs. Michael Richdorf	James L. Weaver
J. Douglas Kelm	Dudley J. Russell	

COMMITTEE PROCEDURES

1. Testimony and Background Information

Because of the complexity of the subject, the committee spent its first 24 meetings from mid-June, 1966, to November in gathering background information on various metropolitan functions and receiving testimony from public officials, educators and others. During this time the following speakers and groups provided information to the committee on specific plans or reactions to specific plans for metropolitan coordination:

1. The Minneapolis, St. Paul, and suburban Chamber of Commerce (Urban Study and Action Committee).
2. Milton C. Honsey, Mayor of New Hope.
3. Clayton LeFevere, Minneapolis attorney and former president of the League of Minnesota Municipalities.
4. Arthur Naftalin, Mayor of Minneapolis.
5. Thomas Byrne, Mayor of St. Paul.
6. Wheelock Whitney, Mayor of Wayzata.
7. Raymond T. Olsen, former city manager of Bloomington, now State Planning Director.
8. Joseph Robbie, Minneapolis attorney and former chairman of the Minnesota Municipal Commission.
9. State Representative Joseph Graw, Bloomington.
10. State Representative Robert O. Ashbach, Arden Hills.
11. State Representative Howard Albertson, Stillwater, chairman of the House Metropolitan and Urban Affairs Committee.
12. Governor Karl F. Rolvaag.
13. Harold LeVander, GOP nominee for governor.
14. The Minnesota Republican Party.
15. The Minnesota Democratic-Farmer-Labor Party.
16. Theodore Mitau, chairman, department of political science, Macalester College.
17. Thomas Scott, department of political science, University of Minnesota.
18. Robert Janes, chairman, Hennepin County Board of Commissioners.
19. Albert Kordiak, chairman, Anoka County Board of Commissioners.
20. Ted Kolderie, editorial writer, Minneapolis Star and Tribune.
21. The Metropolitan Planning Commission (represented by C. David Loeks, recently retired as director, and Robert C. Einsweiler, planning director).
22. James J. Dalglish, president, Metropolitan Section, League of Minnesota Municipalities.
23. Robert W. Johnson, chairman, Minnesota Municipal Commission.

In addition to the above, a number of others who are experts in certain specific areawide functions or concerns appeared before the committee. They did not propose or react to any overall approach. But they did provide valuable information in their respective fields. They included Albert W. Buzicky, executive director, Metropolitan Mosquito Control District; John Ebinger, executive director, Metropolitan Transit Commission; State Representative William G. Kirchner; Clifton French, superintendent, Hennepin County Park Reserve District; Reuel Harmon, president, Minnesota Zoological Society; David Forester, open space planner, Metropolitan Planning Commission; Samuel Morgan, president, Council of State

Parks; James Solem, former research assistant, Ramsey County League of Municipalities; Robert Ruhe, superintendent, Minneapolis Park Board; Orville Peterson, executive secretary, League of Minnesota Municipalities; and Albert J. Richter, senior analyst, U. S. Advisory Commission on Intergovernmental Relations.

During this same period the committee received and reviewed Citizens League reports on the following subjects:

1. Metropolitan Transit Problems
2. Metropolitan Sewage Problems
3. Role of the Metropolitan Planning Commission
4. Authority of the Minnesota Municipal Commission
5. Property Tax Assessment Reform
6. Local Consent to Special Laws
7. Functioning of the Metropolitan Mosquito Control District
8. Need for a Metropolitan Zoo
9. Metropolitan Area Refuse Collection and Disposal
10. Coordination of Library Service in Hennepin County

In addition the committee reviewed reports from the Twin Cities Metropolitan Planning Commission, the Committee for Economic Development and others concerned with metropolitan problems.

2. Summary of Comments and Proposals

Detailed minutes were taken at each of the first 24 meetings and totaled some 170 pages. It would have been nearly impossible for the committee to begin its internal deliberations at this point. Consequently, a 20-page summary was prepared, which condensed the minutes and organized the essential issues and proposed solutions as presented to the committee.

The summary, titled "Summary of Comments and Proposals on Areawide Governmental Problems of the Twin Cities Metropolitan Area", was published in November, 1966. Some 1,000 copies were distributed to governmental, civic, business and labor leaders of the Twin Cities area for their information and reaction.

The summary dealt with five specific areas:

- Governmental functions and services which are not being handled adequately in the Twin Cities area today and are clearly areawide in character.
- Shortcomings of existing single-purpose districts.
- The question of how government should influence the major decisions affecting future growth of the metropolitan area.
- Whether the metropolitan area is adequately organized to meet the increasingly detailed requirements for federal assistance.
- The major points of agreement and disagreement among advocates for various types of metropolitan organization.

The summary revealed a substantial degree of agreement on several points, including the fact that a metropolitan governmental organization must be established by the 1967 Legislature.

Approximately 100 written reactions to the summary were received by the Citizens League from heads of major corporations, top public officials, labor leaders and others. These replies were unanimous in urging some form of metropolitan government.

The summary has been widely used by other organizations and individuals keenly concerned with the question of metropolitan organization. It has become the focal point for a major share of the discussion which has been taking place throughout the metropolitan area on the need for the 1967 Legislature to establish some type of areawide policy-making body.

Following distribution of the summary, some of the speakers who had appeared before the committee earlier requested an opportunity to be heard again to clarify their viewpoints and react to the summary. They were Ted Kolderie, Arthur Naftalin, Robert Janes, Lloyd Brandt (for the Chamber of Commerce), Clayton LeFevere, and Robert C. Einsweiler. The committee also discussed the role of the Minnesota Highway Department in mass transit with John Jamieson, Highway Commissioner.

3. Committee Deliberations

In mid-November the committee began its internal deliberations to arrive at conclusions and recommendations. After two lengthy evening meetings of the full committee, it was agreed to establish a 16-member steering committee to sharpen the issues and develop a proposed outline of a report.

The following persons were named to the steering committee: Charles H. Clay, chairman, Earl F. Colborn, Jr., Mrs. Nicholas Duff, Richard J. FitzGerald, Roger L. Hale, John G. Harrison, James L. Hetland, Jr., J. Douglas Kelm, Greer Lockhart, Daniel Magraw, Donald W. McCarthy, James R. Pratt, Leonard F. Ramberg, Mrs. Joseph Richardson, Peter Seed and Stephen Solomon.

The steering committee held five four-hour meetings from mid-December to early January. After the steering committee made its report to the full committee, the full committee met three more times in four-hour sessions to finish the report.

All told, the full committee met 31 times, with each meeting averaging three hours, between June 21, 1966, and February 6, 1967. In addition, the steering committee met five times.

Minutes of all the full committee and steering committee meetings total 275 pages. An average of 30 members attended each regular committee meeting. This totals almost 3,000 man-hours of work in full committee activity. An average of 20 members attended each steering committee meeting (some regular committee members sat in as observers). This amounts to an additional 400 man-hours of work. All told, therefore, this committee spent some 3,400 volunteer man-hours in developing this report. In addition, the committee was assisted by all three members of the Citizens League's professional research staff - Verne C. Johnson, executive director; Arne L. Schoeller, associate director, and Paul A. Gilje, research director.

4. Circulation of Minutes

In an attempt to keep others regularly informed of the committee deliberations, all minutes of the committee and steering committee were mailed to a list of about 65 legislators, local public officials, representatives of organizations studying metropolitan problems, and others.

DISCUSSION

I. General Comments on the Metropolitan Council

The Citizens League recommendations for a Metropolitan Council and the powers for this council have four basic underlying assumptions which must be clearly understood. First, the powers and responsibilities and the structure of the Metropolitan Council must be looked at as a unified proposal. That is, the structure which we propose, providing for a directly elected multi-purpose Metropolitan Council, is tailored for the powers and responsibilities which we would give this body. If, for example, the method of representation on this body were different or if other aspects of the structure were changed, we would not necessarily recommend all the powers and responsibilities we have included here.

Second, the Council would not have any "home rule" grant of authority. It would exercise only those powers and responsibilities specifically granted by the Legislature. The proposal for the Metropolitan Council does not in any way involve the abolition of local municipal, township, school district or county governments. These units of local government would remain intact as they now exist. The Metropolitan Council would handle only those areawide functions and services which cannot be handled by existing local units of government.

Third, the proposal does not involve exercise of major new powers at the metropolitan level. The vast majority of the proposed functions and services already are being handled on a limited, piecemeal and uncoordinated basis at the metropolitan level or they are not being handled at all by any level of government. Some of the power is being exercised because of new requirements for federal aid for local government. The proposal would vest overall decision-making responsibility at the metropolitan level in the Metropolitan Council. Decision-making now is overly diffuse. There are so many inter-relationships among metropolitan functions that coordination must be accomplished to avoid conflicting decisions.

Fourth, not all of the proposed functions and services are of equal importance and urgency. We outlined those functions and services which we concluded ought to be handled by the Metropolitan Council. We did not establish priorities, but it is possible that the Council would not be assigned all its duties in one legislative session.

II. Powers and Responsibilities

1. Comprehensive Planning and Federal Grants Review

The Present Situation--The responsibility for comprehensive planning for the Twin Cities metropolitan area today lies with the Metropolitan Planning Commission (MPC). The area of jurisdiction of the MPC is the entire seven-county area. It is governed by a 30-member commission. The cities of Minneapolis and St. Paul each have two representatives, one appointed by the City Council and one appointed by the Mayor. There are seven representatives of suburban municipalities selected by suburban mayors. Each of the seven counties has one representative appointed by the County Board in each county.

There are two representatives of townships in the seven-county area appointed by the Town Board Chairmen, and one representative of school districts appointed by School Board Chairmen. The Governor appoints seven members, four of whom are to reside in the central cities. The Metropolitan Airports Commission and the Minneapolis-St. Paul Sanitary District each appoints one representative to the MPC.

The powers of the MPC are exclusively advisory, according to statute. Recommendations from the MPC are directed in a general manner to the various units of government in the Twin Cities area and to the area at large. The only specific reporting requirement of the MPC is to submit a biennial report to the Legislature. For the past four and one-half years the major effort of the MPC has been the preparation of a development guide for the seven-county area. This has been a cooperative effort with the Minnesota Highway Department, the Planning Departments of Minneapolis and St. Paul, and the Highway Departments of each of the seven counties. This effort is known as the Joint Program. The metropolitan development guide is expected to be completed later this year.

The MPC will assume significant additional responsibilities on July 1 of this year as a result of passage by the U. S. Congress late in 1966 of the Demonstration Cities and Metropolitan Development Act. This act imposes--as a condition for receipt of federal aid--requirements for comprehensive metropolitan planning. It also vests considerable authority in metropolitan planning agencies throughout the nation to assist the federal government in allocating funds for a variety of urban problems. Under the terms of this act, any municipality, township or county or special-purpose unit of government in the Twin Cities area must receive the comments and recommendations of the Metropolitan Planning Commission on proposed applications for federal grants prior to the time that such applications are submitted to the federal government. A unit of government in the Twin Cities area must also, under the terms of this act, submit a statement to the federal government that the comments and recommendations of the MPC have been considered prior to formal submission of an application. The comments and recommendations of the MPC also must accompany the application. The MPC is given sixty days in which to make its comments and recommendations from the time it receives a proposed application. If the MPC does not submit its comments and recommendations within that time, the unit of government can proceed with making an application without them.

The following types of federal aid are applicable under this act:

- a. Open space land.
- b. Hospitals.
- c. Airports.
- d. Libraries.
- e. Water supply and distribution facilities.
- f. Sewerage facilities and waste treatment works.
- g. Highways.
- h. Transportation facilities.
- i. Water development and land conservation.

The new act requires that the MPC in making its comments and recommendations include information concerning the extent to which a proposed project is consistent with comprehensive planning which has been developed or is in the process of development for the metropolitan area and the extent to which the project contributes to the fulfillment of such planning. Although the federal regulations for this act have not yet been published, it appears that the metropolitan planning agency, and in our case the MPC, also would be required

to comment on the extent to which a project is consistent with comprehensive planning in the local unit of government from which it comes. This would be particularly true if a proposed project did not have metropolitan impact but only applied to the local unit of government.

As a further stimulant to comprehensive metropolitan planning, this act provides for bonus grants in the same above-described areas of up to an additional twenty per cent of the costs of a project. However, these bonus grants will be given by the federal government only to metropolitan areas which have very specific types of comprehensive metropolitan planning and programming under way. The act provides specifically that the grants will be made only for metropolitan areas for which it has been demonstrated to the satisfaction of the federal government that:

- (1) The comprehensive metropolitan planning and programming which is under way provides an adequate basis for evaluating the location, financing and scheduling of individual projects, whether or not federally assisted, and for evaluating other proposed land development uses which, because of their densities, size, type or location, have public, metropolitan or inter-jurisdictional significance.
- (2) There is an adequate metropolitan governmental structure in existence for coordinating, on the basis of such metropolitan planning and programming, the local public policies and activities which affect the development of the metropolitan area.
- (3) The construction of public facility projects and other land development or uses which have a major impact on the development of the area are, in fact, being carried out in accord with metropolitan comprehensive planning and programming.

It is not clear at this time, because of the specific nature of these requirements, whether this Twin Cities metropolitan area or any other metropolitan area will be eligible in the near future. This will probably have to await the specific regulations that are forthcoming from the federal government. Also, the last session of Congress did not appropriate funds for the bonus grants, although the funds were authorized to be appropriated. In any event, if and as these funds do become available, it is clear that the Metropolitan Planning Commission in the Twin Cities area will play the dominant role in the preparation of such a plan under present governmental structures.

What's Wrong--The Legislature did not intend to establish a policy-making government for the Twin Cities area when it created the MPC. The Legislature intended to create a planning body, which would be advisory only. This situation will be radically altered after July 1 of this year. Unless the Legislature acts, the MPC will by default take on functions which will make it, in effect, a government. As was explained above, the MPC will be charged with assisting the federal government in allocating funds for local governments by commenting on proposed applications. On the surface this might appear to be merely an extension of the advisory function of MPC. The full significance of this advisory function, though, can only be fully appreciated when it is recognized that up to three out of four applications for federal aid will be

denied because of insufficient funds. These applications generally involve substantial amounts of money for local governments, up to fifty per cent or more of the capital costs for park or sewer projects, for example. With bonus grants, the total federal contribution could rise as high as eighty per cent. In an attempt to establish a workable method for deciding which applications should be accepted the federal government has appointed metropolitan planning agencies as its local agents.

It is likely that the federal government will, in the future, concentrate on allocating total amounts of dollars among the metropolitan areas throughout the nation. Within each metropolitan area the metropolitan planning agency will play the major role in the allocation of funds. Unless state law is changed, the MPC in the Twin Cities area will be given this role.

Following are two hypothetical examples of the importance of decision-making on applications for federal grants in the Twin Cities area:

Assume that ten suburban municipalities submit applications to the federal government for funds for water supply facilities, but, because of limited funds, only two or three of these municipalities will receive the funds as requested. The Metropolitan Planning Commission will be charged with commenting and recommending on each of the ten applications as to their relative consistency with metropolitan planning and local planning. Undoubtedly, the decision of the federal government as to which locality or localities receives this money will be based predominantly upon the comments and recommendations of the Metropolitan Planning Commission.

Assume that a municipality or a sanitary district in the seven-county metropolitan area is seeking federal funds for construction of interceptor sewers or treatment plants. Assume also that a portion of this plan is in conflict with provisions of the metropolitan development guide as adopted by the MPC. The MPC will receive this application and inform the municipality or sanitary district that the proposal is in conflict. The governing body of the municipality or sanitary district would have the option of sending the application to the federal government, along with the statement by the MPC that it is in conflict. Knowing that such a statement would seriously endanger the prospects for approval, the municipality or sanitary district probably would modify its plan to conform with the provisions of the metropolitan development guide. Thus, the MPC would be influencing the major decisions relating to sewage disposal in the metropolitan area.

It is basically sound for recommendations on federal grant applications to be made at the local level, but the serious shortcoming of the procedure in the Twin Cities area is that the MPC is not equipped for the task. Such an agency needs to directly represent and be answerable to the people of the Twin Cities area. Its recommendations on federal applications will have considerable impact on financing of capital improvement projects for local governments which, in turn, will affect the tax burden of the citizens.

When the Legislature established the method of representation for the MPC, such responsibilities never were envisioned. The formula as finally agreed upon was based on compromise to give a voice to the various local governments in the area. The formula does not meet the principle of "one man, one vote".

The MPC has been thought of primarily as an advisory body--certainly not a body with policy-making authority. The threat exists in such a situation that some members may have irregular attendance records at meetings because they do not fully comprehend the importance of such a body. Also, the technical staff may become more involved in policy matters than otherwise would be the case. Adoption of a comprehensive development guide for the Twin Cities metropolitan area and the reviewal of applications for federal grants from local governments for conformance to the guide are major policy decisions affecting the citizens of the entire area. Only a government which represents and is answerable to the people of the area on a one man, one vote basis should make these decisions.

Our Proposal--We recommend a total restructuring of the Metropolitan Planning Commission. The 30-member Commission would be abolished and its staff transferred to the Metropolitan Council which we propose. The Metropolitan Council would be directly elected by the citizens from districts of approximately equal population. This would place policy control for the metropolitan area directly in the hands of the people of this area.

2. Sewage Disposal

The Present Situation--The Minneapolis-St. Paul Sanitary District owns and operates a system of sewage disposal for Minneapolis and St. Paul. This includes jointly-used interceptor sewers and the Pig's Eye Sewage Treatment Plant. The legal boundaries of the Sanitary District are the limits of Minneapolis and St. Paul. An additional 37 suburban municipalities, mainly those in the first and second tier around the central cities, are provided with sewage disposal service by individual contracts with Minneapolis and St. Paul. These suburbs do not have a voice in the governing board of the Sanitary District. The present Sanitary District Board has three representatives from Minneapolis, three from St. Paul, and one from outside the metropolitan area. There is one other sanitary district - the North Suburban Sanitary Sewer District (NSSSD) - located in the metropolitan area. This district is made up of a group of suburbs north of Minneapolis and St. Paul. Currently, the NSSSD has a contract for sewage disposal through the Minneapolis-St. Paul Sanitary District. The NSSSD is seeking permission to build its own sewage treatment plant on the Mississippi River north of Minneapolis.

A number of municipalities in the Twin Cities area, including a large number of them around Lake Minnetonka, have their own individual municipal sewage plants. Finally, it is still common in many municipalities of the Twin Cities area, including sections of such rapidly growing communities as Plymouth and Minnetonka, to have private septic tanks for sewage disposal at each dwelling.

What's Wrong--Sewage disposal facilities in the Twin Cities area are inadequate for meeting present and future needs. Many rapidly growing suburbs without disposal facilities except septic tanks are landlocked and have no way to provide central sewage disposal, unless action is taken by the Legislature. Other communities urgently need to expand present sewage disposal facilities, but there is no way by which this expansion can take place. This is especially true in suburbs adjacent to Minneapolis and St. Paul, It is also urgent that this metropolitan area build now for meeting the sewage disposal needs for many years to come. That is, it is not sufficient to build a

major interceptor sewer to serve only the present population in suburbs. Sewers must be large enough to handle population which will more than double in 30 years in this metropolitan area. Thus, it is important that the sewage construction which takes place be part of an overall plan which takes into consideration the future needs in the various communities. More than \$150 million in construction of sewage disposal facilities will have to be undertaken before the end of this century. It is impossible under the present fragmented governmental structure in the Twin Cities area to meet the urgent sewage disposal needs of this area adequately and economically.

A second related problem is that the suburbs have very little voice, if any, in the decisions being made today on sewage disposal by the Minneapolis-St. Paul Sanitary District. The District, as noted above, does not have members from suburbs on its board, despite the fact that some 37 suburbs contract with the central cities for sewage disposal service. No single region, municipality or groups of municipalities should dominate the decision-making. The lack of suburban participation in the decisions of the Sanitary District has been a major factor in the suspicions and antagonisms which have existed to date and which have hindered agreement on an adequate solution to this problem.

Third, the major decisions on sewage disposal, such as where and when to build sewage treatment plants and interceptor sewers, should not be made independently by single-purpose sewage districts uncoordinated with other functions. Location of sewage treatment plants and the degree of treatment required have an impact on other uses of the rivers and streams of the metropolitan area, such as recreation or water supply. Conflicting decisions on the uses of the rivers and streams of this area are certain to result unless there is a means to vest in one policy-making body the overall decision-making authority on the uses of the rivers for sewage disposal, recreation, water supply or other purposes. The location of interceptor sewers and the timing of their construction have considerable impact on where new industrial and commercial centers and residential subdivisions will be located, which in turn affect the location and timing of other public facilities such as highways and transit. Consequently, the policy-making body responsible for sewers also should have jurisdiction in the location and timing of construction of highways and transit.

Our Proposal--We recommend that responsibility for sewage disposal be vested in the Metropolitan Council, which would be a multi-purpose metropolitan agency directly elected by the citizens of the area from districts of approximately equal population. The Council would acquire the assets and liabilities of the Minneapolis-St. Paul Sanitary District, either as existing or as may be expanded by the Legislature, and the North Suburban Sanitary Sewer District, both of which would be abolished. The Metropolitan Council could have until January 1, 1969, to take over the Sanitary Districts. This would enable the Council to plan for an orderly take-over, rather than assuming full responsibility immediately upon establishment of the Council. The Council would have the option of making sewage disposal an operating department or delegating operating responsibilities to an administrative board which it could establish. Members of present Sanitary Districts or other individuals could serve on such a board as the Council might decide.

The Council would be directed to acquire, build and operate all sewage disposal facilities jointly used by more than one municipality. This would cover basically the area included in the comprehensive plan of the Minneapolis-St. Paul Sanitary District, also described as the area which could be served by the Pig's Eye Treatment Plant. A method of cost apportionment, if not specified by the Legislature, could be determined by the Metropolitan Council.

It should be made clear that the Council would not be responsible for construction of trunk and lateral sewers which are used only by a single municipality. Its responsibility would extend only to jointly-used facilities.

The Council would be required to develop specific plans and recommendations to be submitted to the Legislature for adequate disposal facilities for the rest of the seven-county metropolitan area. It still is not known how the Lake Minnetonka region or the St. Croix Valley region, for example, will be served with sewage disposal facilities in the future. It is evident, however, that long-range problems will be developing, and the responsibility for meeting them must be vested in the Metropolitan Council now. The Council would recommend to the Legislature specifically how construction and operation of sewage disposal facilities would be carried out in the balance of the area.

The Metropolitan Council will be, as we propose, a multi-functional governmental body, with power and responsibility to take into consideration the inter-relationships between sewage disposal and other metropolitan services and functions. For example, it could resolve the conflicting arguments over proposed uses for the rivers as they flow through the metropolitan area. These rivers are valuable assets to all citizens in all parts of the area. The Metropolitan Council would fully represent and be answerable to these citizens. Such conflicts could not be resolved by independent special-purpose districts.

3. Metropolitan Transit

The Present Situation--Mass transit service in the metropolitan area today is provided principally by a private company, Twin City Lines, Inc. In addition, there are about eight small transit companies which provide suburban service in various sections of the metropolitan area. Governmental involvement in transit in this area has been almost exclusively limited to actions on local municipalities to approve or reject changes in routes of bus companies and actions by the Minnesota Railroad and Warehouse Commission in regulating the overall routes, rates and schedules of transit firms. In the summer of 1966, the first official governmental action was taken to officially acknowledge the public's responsibility to work for a better transit system in the metropolitan area. This action was the establishment under the Joint Powers Act of the Metropolitan Transit Commission. This is a voluntary association of 23 municipalities. The commission has no power other than that of persuasion. It moved quickly to draft a specific bill for introduction in the 1967 Legislature, outlining the powers it believes should be given to a permanent Metropolitan Transit Commission.

What's Wrong--The present transit system is under-utilized, too slow, fails to serve many parts of the metropolitan area, and fails to offer the residents of the metropolitan area a reasonable alternative to auto travel. Further, there is no way now provided by which the public may act to strengthen transit.

Although the precise definition of the extent of the transit problem in this area and the solution or solutions to be applied have not yet been determined, it is clear, based on the evidence we have now, that substantial public investment will be required on an areawide basis in this seven-county area in the future. The prelude to such action is the need to develop a specific plan for transit in this area. No such plan can be carried out under existing structures of government. Further, once this plan is developed, the mechanism must be available to take whatever action will be necessary.

The Metropolitan Transit Commission is not equipped by its present voluntary nature to solve the problems of transit in this area. Its individual municipalities may withdraw at any time and there is no way also to bring additional municipalities in, other than on their own volition. It is questionable whether federal funds for transit could ever be channeled through the voluntary Metropolitan Transit Commission. If the Metropolitan Transit Commission were given permanent status by the State Legislature, it would be responsible only for one function, public transit.

There are many inter-relationships between transit and other functions, such as highways and sewers. For example, new major commercial and industrial centers and large residential subdivisions will need to be served by transit, major highways and interceptor sewers. The location of these public facilities and the timing of their construction need to be coordinated to avoid conflicts. Coordination would be very difficult to attain with independent special-purpose districts.

Our Proposal--We recommend that responsibility for mass transit in the metropolitan area be given to the Metropolitan Council. The temporary Metropolitan Transit Commission would be abolished, since its function would be taken over by the Metropolitan Council. The Council could arrange for take-over at any time prior to January 1, 1969. Following take-over, the Council could make transit an operating department or it could establish an administrative board, which could be assigned certain operating responsibilities as determined by the Council. As with other administrative boards, the Council would retain final authority.

The Metropolitan Council, which would be charged with the development of a comprehensive plan for the metropolitan area, would prepare a detailed plan for adequate mass transit service for the seven-county area. The Council would be empowered to take whatever steps it felt necessary to carry out the plan. We do not know today whether this metropolitan area will need a form of non-bus transit, such as a high-speed rail system. Nor do we know whether privately owned transit companies in the Twin Cities area will have to become publicly owned. (According to our

proposal, the Council could acquire private companies only by mutual agreement with private companies, not by eminent domain.) Based on limited information now available, however, it appears that substantial amounts of public dollars will have to be spent on transit.

We would not hesitate to give the Metropolitan Council authority to carry out a transit plan as it may decide. The Council would be organized so that its members would represent and be answerable to the voters of the area. It would not necessarily exercise all powers given it. We are willing to entrust such authority for transit to the Council because it will be able to weigh the relative priorities for public expenditure for a number of areawide functions. We would not necessarily grant such authority to an independent, special-purpose transit district.

As part of its total transit planning responsibilities the Council would regulate the routes and schedules for all transit lines which begin and terminate within the boundaries of the seven counties. This would enable the Council to carry out coordination between various transit companies, experimentation in the extension of certain routes, or the establishment of others or even the abolition of certain ones, experimentation in exclusive lanes for transit or arranging for pickup and discharge of passengers at different locations from the block-to-block system now in effect, and other such experiments. Currently, the regulation of routes and schedules rests with the Minnesota Railroad and Warehouse Commission, a state regulatory agency. According to our proposal the Railroad and Warehouse Commission would retain its jurisdiction over transit fares.

4. Metropolitan Highways

The Present Situation--The Minnesota Highway Department and--to a lesser extent--the County Highway Departments are given the responsibility for planning and construction of the vast majority of thoroughfares in the Twin Cities area. The Minnesota Highway Department and the County Highway Departments are participating in a program with the Metropolitan Planning Commission to develop an integrated thoroughfare plan for the Twin Cities area. By means of this plan, the general layout for highways in the metropolitan area is being coordinated with overall metropolitan planning. Each municipality retains final authority over construction plans within its boundaries, except for interstate highways. The Minnesota Highway Department is required to participate in integrated comprehensive planning in the Twin Cities area as a condition for receipt of federal funds.

What's Wrong--The Minnesota Highway Department and the County Highway Departments are coordinating their efforts with an agency--the Metropolitan Planning Commission--which does not directly represent citizens of the metropolitan area. Further, coordination covers only long-range plans which usually are 20 years in advance. It does not involve the establishment of priorities for construction within the long-range plan. The decisions on priorities are as important, if not more so, than those concerning the long-range plan. Decisions on priorities now are made by state highway engineers without involvement by any policy body on behalf of the metropolitan area. Growth in one section of the metropolitan area will be significantly affected by decisions on whether or not to build a new highway or improve

an existing one. Such growth will affect demands for other areawide functions and services.

Several delays in urgently needed highway construction have occurred because of unresolved disputes between local municipal governments and the Minnesota Highway Department or the County Highway Departments. Under present state law each municipality has, in effect, veto power over construction of a non-interstate highway within its municipal limits because the local government must approve plans prior to construction. It is important that municipal governments be protected from arbitrary actions by either the State Highway Department or County Highway Departments, which cannot be expected to take into consideration all the ramifications of a highway plan in a community. The great shortcoming of the present situation is that if neither the local government nor the Highway Department is willing to compromise, the dispute remains unresolved. The effects of not resolving such a dispute go far beyond the borders of a given municipality. A classic example of delay exists in connection with upgrading Highway #12 to freeway standards west of Minneapolis. This improvement has been held up for more than 12 years because the Minnesota Highway Department has been unable to reach agreement with both Minneapolis and the Village of Golden Valley. The Highway Department is willing to accept either of two plans, but one plan is unacceptable to Golden Valley and the other is unacceptable to Minneapolis. Therefore, neither plan has been adopted and the road remains in its present condition with ramifications on development of other communities. Plymouth, Minnetonka and Wayzata in particular have a very real interest in the upgrading of Highway #12 to advance development of their own communities.

Highway construction appears to need acceleration in the metropolitan area, but there is no way to finance such acceleration. At least \$100 million worth of highway construction projects for this metropolitan area urgently needed today are not even scheduled to be started until 1970, and at the present level of financing would not be completed until 1980.

Our Proposal--We recommend that the Metropolitan Council be empowered to approve long-range plans for state and county highways in the seven-county area and priorities for construction of highways within the long-range plans. This would not involve significant broadening of responsibility which is already present at the metropolitan level. The Minnesota Highway Department is now required, as a condition for receipt of federal funds, to coordinate its long-range plans in metropolitan areas with areawide comprehensive planning. Highway construction has impact upon several metropolitan functions. Thus, it is important that highway plans, including the decisions on priorities for construction, be part of an integrated metropolitan planning process.

The Metropolitan Council should be empowered to resolve disputes between the Highway Departments and local governments over the specific locations of and design of highways. It is to the interests of the entire metropolitan area that such disputes do not delay the overall construction program. Rights of local governments need to be taken into consideration as well. The Metropolitan Council would adequately represent and be answerable to the citizens of the metropolitan area and would be the logical agency to resolve these disputes in the best interests of the area.

There is considerable evidence to indicate highway construction needs to be accelerated in this metropolitan area and that the Metropolitan Council would have a role in such acceleration. We did not specifically identify what powers the Council should be given in any speedup of highway construction. Therefore, we are urging that the Council be instructed to develop proposals for the Legislature. Perhaps the Council could be empowered to advance funds to the Minnesota Highway Department or to the County Highway Departments to build urgently needed projects. A source of revenue raised exclusively in the metropolitan area for highways and then expended here also should be explored.

5. Airports

The Present Situation--The Metropolitan Airports Commission (MAC) is given jurisdiction by state law over airports within a 25-mile radius of the city halls of Minneapolis and St. Paul. The radius covers the vast majority of the seven-county area. MAC owns and operates Minneapolis-St. Paul International Airport and five satellite airports which are used for corporate flying and other private aircraft. There are about five other airports in the seven-county area which are not under the jurisdiction of MAC, plus one municipal airport at South St. Paul. According to statute, MAC includes four members from Minneapolis, four from St. Paul, and one from outside the metropolitan area who serves as chairman. Although state law gives the MAC jurisdiction over most of the metropolitan area, its property-taxing authority is restricted solely to the tax base of Minneapolis and St. Paul. The bulk of MAC financing comes from rentals, fees and other charges.

What's Wrong--Airport planning in the metropolitan area is integrated with other planning only insofar as federal funds are involved (as of July 1, 1967). Yet, decisions on airports have major impact on other metropolitan functions and services. For example, the expansion of an airport to handle additional travelers affects highways and transit facilities which will be needed to serve the airport. Airport expansion also has impact on zoning which should be imposed nearby. The location of a new airport needs to take into consideration many factors, not just the interests of aviation.

There is no suburban representation on MAC, even though only one of MAC's six airports is located in the city limits of either Minneapolis or St. Paul. When a runway at a suburban airport is lengthened, development nearby is affected, but this decision is made by a body with no representation from the affected area.

The Metropolitan Airports Commission manages a system of airports which benefits the entire metropolitan area. But, to the extent that taxing authority is required, only the central cities bear the burden.

The MAC is authorized by state law to zone land in the immediate vicinity of airports. The MAC has chosen to regulate only the height of structures where it felt such structures would interfere with free movement of aircraft. It has chosen to stay out of the zoning of land around airports, leaving that in the province of local municipal officials. Several questions have been raised as to whether local municipal officials, interested mainly in attracting better tax base, might tend to zone for development too close to airports.

Our Proposal--We recommend that the Metropolitan Council approve plans and proposals for new airports in the seven-county area and major expansion at existing airports, and review and approve decisions of the MAC on regulating the height of structures in the seven-county area and land use in the immediate vicinity of airports. The Metropolitan Council, in contrast with the MAC, would fully represent and be answerable to the citizens of the entire metropolitan area, not only the central cities.

We do not recommend at this time that MAC be abolished and its functions taken over by the Metropolitan Council. We propose that major MAC decisions be approved by the Council. In the long run we envision that the Metropolitan Council would assume full control over airports. As a practical matter it would be most difficult at this time to reach agreement on such questions as the equity which Minneapolis and St. Paul have in the airports system--questions which must be answered prior to take-over.

6. Parks and Open Space

The Present Situation--Responsibility for acquisition and development of parks and open space above the municipal level in the Twin Cities area rests primarily with county government and to a limited extent state government.

The most extensive acquisition program has taken place in Hennepin County. An independent Park Reserve District was established in Hennepin County in 1957. The District has acquired nearly 14,000 acres, including more than 2,000 acres in neighboring Carver County. Ramsey County has had a much more limited park acquisition program. Ramsey County is almost entirely urbanized, with very little land available for park or open space purpose. Anoka and Dakota Counties are in the beginning stages of acquiring park lands. The other three counties of the metropolitan area, Carver, Scott and Washington, have acquired practically no park land.

There are two state parks in the metropolitan area, William O'Brien State Park, north of Stillwater, and Fort Snelling State Park.

What's Wrong--Present acreage of area parks and open space in the metropolitan area needs to be more than doubled to serve the growing population of the Twin Cities area over the next 30 years. Unless large tracts of parks and open space are acquired promptly, the land will be taken over by private developers and lost for public purposes forever.

The river valleys of the Mississippi, Minnesota and St. Croix Rivers as they flow through the metropolitan area are great natural resources. Few other metropolitan areas in the nation, if any, can claim such attractions so close to the population centers. Undoubtedly, there are areas in this nation where the potential existed at one time for preserving land along waterways, but, because farsighted individuals did not prevail, this land was taken over by industrial, commercial or residential development. There are countless small lakes and other streams throughout the metropolitan area, many of which would be suited for public recreational purposes. If action is not taken to acquire land around these lakes and streams soon, it will not be possible for them to be preserved for future generations for public use.

Perhaps the best example of the importance of foresight in acquiring open space exists in Minneapolis, where, around the turn of the century and just

before then, farsighted park planners acquired land around the major lakes, so that today Minneapolis has a municipal park system which is the envy of the nation. Good examples of the failure to act are Lake Minnetonka and White Bear Lake, which are valuable recreational spots for the metropolitan area. These lakes, though, were early surrounded by private developments, so that public access to these recreational spots today is very limited.

The general location of the land which needs to be acquired for parks and open space for the metropolitan area has been indicated in studies by the Metropolitan Planning Commission in connection with the Joint Program for Land Use-Transportation Planning. Much of the needed land is located in counties of smaller population and would serve mainly citizens of other counties which are too urbanized to have large amounts of open land available. For example, a substantial amount of the parks and open spaces for Ramsey County residents will have to be acquired in smaller-populated counties such as Dakota, Washington or Anoka. Such counties cannot and should not be expected to use their own limited funds to acquire park land for other counties.

Substantial grants from the State of Minnesota and the federal government could be available to acquire large tracts of open land in the metropolitan area for the benefit of the entire area. Approximately \$1 million annually could be granted in state funds alone. There is no way today whereby such funds could be given to the metropolitan area as a unit.

Our Proposal--We recommend that the Metropolitan Council be given the responsibility of preparing a specific plan for area parks and open space for the seven-county area and be empowered to acquire the needed land to carry out the plan.

First, this proposal would give maximum assurance that the needed open land will be acquired. The Metropolitan Council would not be limited to serving only one geographical segment or one group of people in the metropolitan area. It would have jurisdiction throughout the area. It would be the vehicle through which state and federal park funds could be channeled.

Second, it would guarantee that citizens affected by a decision on acquiring open land will have a voice in making it. Citizens of Carver County, for example, had no voice in the decision of the Hennepin County Park Reserve District to acquire in excess of 2,000 acres in their county, though the need for an area park may well be justified in Carver County.

Third, it would enable the inter-relationships of open space acquisition with other areawide functions, such as sewage disposal and highway and transit construction, to be taken into account. A plan along the rivers for park purposes will be closely related to a plan for sewage disposal along these same rivers. A large park will attract citizens from throughout the metropolitan area and affect the demand for highway, and even transit, construction.

Although the matter of acquisition of land is the crucial immediate problem to be resolved, the Metropolitan Council also should be given the power and

responsibility over the operation of these areawide parks and open spaces. The Council should determine how much park area should be developed for intensive public recreational uses and how much should be left in its natural state.

The Metropolitan Council would not, of course, involve itself in the acquisition or operation of municipal park systems. The Council would concentrate on those areawide facilities which serve large numbers of people from throughout the metropolitan area.

It is anticipated that the Metropolitan Council would involve itself mainly in the acquisition of new acreage. Under this proposal, for example, the Hennepin County Park Reserve District would continue in operation. However, the Council could, by mutual agreement with the Park Reserve District or other governmental unit, purchase land which has already been acquired for area parks or open space purposes. The Council would not have the power to purchase such land by condemnation.

7. Metropolitan Zoo

The Present Situation--The City of St. Paul owns and operates a small zoo on an 8-acre site in Como Park. This is the only zoo in the seven-county metropolitan area.

What's Wrong--Como Zoo is not suitable for a metropolitan area of this size. Of the major metropolitan areas in the United States, the Twin Cities area stands alone without a major zoological garden. Many large animals, such as elephants and giraffes, cannot be displayed at Como Zoo because it is so small. Animals at the zoo are usually kept in cages, so that the zoo is more of a menagerie than a true zoological garden. The proper display of animals in natural settings is practically an impossibility. The Citizens League issued a comprehensive report in August, 1966, outlining the problems with Como Zoo and indicating a large zoological garden would be of substantial economic, educational and recreational value to the area.

It is doubtful that the Twin Cities area will ever have a major zoological garden unless a way is found for the entire seven-county area to undertake the project jointly. No individual city or county has indicated an interest in building a zoological garden for the entire metropolitan area. It is doubtful that any single unit of local government would have sufficient financial resources by itself. A good zoological garden could require about \$15 million in capital investment. In any event, since such a zoo would benefit the entire area, it is sound public policy for the entire area to share in the cost.

Our Proposal--We recommend that the Metropolitan Council be given the authority to build a zoological garden. It will take many years to plan and construct. Therefore, it is important that action be taken now. The Metropolitan Council will have responsibility over the entire seven-county area and can lend the necessary areawide financial support. No longer will it be necessary for this area to rely on the efforts of an individual municipality or county to build a zoo.

A major zoological garden will attract millions of visitors. It will have to be located where good transportation facilities will be available. Hence, there is a need to relate the decision making on the location of a zoo to the decision making on transportation facilities. This kind of coordination can be realized in the Metropolitan Council.

The Metropolitan Council also can determine the role of a private, non-profit zoological society in the development of a zoo. Elsewhere in the nation zoological societies have been widely used. The Council should have the authority to delegate responsibilities to a zoological society.

8. Mosquito Control

The Present Situation--The Metropolitan Mosquito Control District is responsible for mosquito control in six of the seven counties of the metropolitan area. Carver County is not a member of the Mosquito Control District. The District was created by legislative act. It is an independent agency run by a governing board of 12 County Commissioners, two from each of the six participating counties, who are appointed by their respective County Boards. The District is financed on a property tax levy not to exceed two mills, or fifty cents per capita, in each county, whichever is less. The annual budget of the District is about \$750,000. The District believes its financing level is inadequate and is seeking legislation which would have the effect of doubling its budgetary authority.

What's Wrong--Several weaknesses and inadequacies in the Mosquito Control District were outlined in a Citizens League report issued in May, 1966. They included the following: (a) The District is restricted to the performance of one highly seasonal, specialized function, generally between early April and late December. Yet more than 30 employees are employed year-round. (b) There is no formal merit or civil service system. Hiring and promotion is conducted on a county-by-county basis with active participation by the local county commissioners. The procedures are open to the potential for patronage. (c) Mosquito control is conducted on a county-by-county, not a district-wide, basis. Individual county headquarters are maintained. Board members, all county commissioners, tend to concern themselves more with the operations and personnel within their own counties and less with policy questions related to the needs of the total District program. The District has no long-range plan for mosquito control. (d) The District is a loose confederation of counties, any one of which may withdraw on a few months' notice and on the decision of County Boards primarily concerned with what the District can do for their counties. (e) The method of representation on the District board--two from each county--is such that the heavily populated counties, such as Hennepin and Ramsey Counties, have no greater voice than the sparsely populated counties.

Our Proposal--We recommend that the Metropolitan Council be given the jurisdiction over mosquito control in the seven-county metropolitan area and the present Mosquito Control District be abolished. The permanent staff employees of the Mosquito Control District would be transferred to the Metropolitan Council. The continued existence of this independent agency performing essentially a seasonal function cannot be justified, given the existence of a Metropolitan Council. The Metropolitan Council would be adequately representative of the people of the metropolitan area. It would be able to allocate

resources according to need and be able to transfer employees to various functions as the need arises, rather than keeping them all in one function, such as mosquito control. The Metropolitan Council would be carrying out a program of mosquito control in the entire seven-county area, not just in six counties.

9. Refuse Disposal

The Present Situation--Dumping is the commonest method of refuse disposal in the Twin Cities metropolitan area. Many dumps are privately owned. A few are owned by municipalities. Most municipal governments in the Twin Cities area do not own dumps, nor do they permit them within their municipal boundaries. Minneapolis owns two municipal incinerators for disposal of garbage. St. Louis Park owns a municipal incinerator for disposal of both garbage and rubbish.

What's Wrong--A serious shortage of dumping sites is developing in the Twin Cities area. The Citizens League issued a comprehensive report late in 1966 documenting this shortage. Many localities are unwilling to allow refuse dumps within their borders because other dumps have been very poorly operated. No more than 3 of some 20 dumps in the Twin Cities area, the League report stated, can be regarded as true sanitary landfills in which open burning is prohibited and refuse is covered daily with dirt or other fill. The establishment and enforcement of standards at dumping sites now rests only with municipal governments. In many cases these local governments have failed to establish or enforce standards.

It is physically impossible for each municipality in the Twin Cities area to provide its own dumping site. Large tracts of land needed for such purposes usually are available in only the sparsely populated outlying villages and townships. Resistance is developing in these outlying areas to the establishment of dumping sites. Eventually some other method of disposal, such as incineration, will have to be used to a much broader extent in the Twin Cities area.

No planning is under way for a coordinated approach to refuse disposal on a metropolitan basis in the Twin Cities area. The federal government is showing an increased interest in truly metropolitan refuse studies. The city of St. Paul in 1966 sought a federal planning grant on refuse disposal only for the eastern portion of the Twin Cities area. The federal government rejected the application at least in part because the proposed study did not cover the entire metropolitan area.

Our Proposal--We recommend that the Metropolitan Council be given responsibility for refuse disposal in the Twin Cities area, including the establishment and enforcement of standards, planning for new disposal facilities and, when necessary, the construction and operation of refuse disposal facilities, including sanitary landfill dumping sites and incinerators.

Refuse disposal has ramifications far beyond the borders of each local government. Few local governments can find a solution to this problem within their borders. Further, refuse disposal has implications for other metropolitan services, such as area parks and air pollution control. Land used for dumping sites today may be reclaimed for park land in the future. Open burning at

dump sites or poorly operated incinerators can cause serious air pollution problems. The Metropolitan Council would have jurisdiction over these various services and could coordinate them.

We emphasize our recommendations deal only with the handling of refuse disposal on an areawide basis. Refuse collection is being handled satisfactorily at the municipal level and should remain there.

10. Blight Control

The Present Situation--Control programs for such diseases as Dutch elm disease and oak wilt, to the extent they exist now in the metropolitan area, are under the jurisdiction of local municipal governments. A few of the largest localities, such as Minneapolis and St. Paul, have undertaken control programs for Dutch elm disease. Other than that, the control programs are extremely limited.

What's Wrong--Dutch elm disease and oak wilt know no municipal boundaries. As long as control programs for Dutch elm disease and oak wilt and other blight are simply municipal programs on a voluntary basis, it is doubtful that a true program of control in the metropolitan area can be attained. Experience in Des Moines, Iowa, and elsewhere has shown the consequences of the failure to carry out an adequate control program. The Twin Cities metropolitan area could face the threat of extinction of its elm trees if proper measures are not taken. No governmental mechanism is in existence today by which an areawide attack can be made on blight.

Our Proposal--We recommend that the Metropolitan Council be charged with establishing standards for blight control in the metropolitan area. It is not anticipated that control programs now in effect in such cities as Minneapolis and St. Paul would be taken over by the Metropolitan Council, though these cities would have to meet Council standards. The Metropolitan Council would carry out a control program in those parts of the metropolitan area where control programs are not in existence.

11. Air Pollution

The Present Situation--As with blight control, the responsibility for control of air pollution in the metropolitan area today is strictly a municipal function. The central cities have control programs of a limited extent, as do a very few suburban areas. But, by and large, the total amount of control throughout the metropolitan area is slight. There is no other level of government besides the municipal level which is presently empowered to undertake any control programs in air pollution.

What's Wrong--Air pollution is no respecter of municipal or county boundaries. A control program in a central city may be effective for those sources of air pollution there, but pollution in a nearby community which is not controlled will be just as serious. A Governor's Committee late in 1966 pointed out that an areawide control program in the metropolitan area is necessary because municipal control programs cannot be adequate. But there is no governmental mechanism now available whereby such a metropolitan control program can be undertaken.

Our Proposal--We recommend that the Metropolitan Council be charged with establishing standards of air pollution control throughout the metropolitan area. Enforcement programs already in existence, such as in Minneapolis and St. Paul, would continue in operation. In other areas the Metropolitan Council, to the extent it deemed necessary, would carry out an enforcement program. We do not hesitate to give this responsibility to the Metropolitan Council, which will be adequately representative of the metropolitan area on a "one man, one vote" basis. There are certain aspects of air pollution which are related to other areawide functions, and a body such as the Metropolitan Council, which is multi-functional, will be able to take into consideration these inter-relationships.

Air pollution probably is as much a state problem as it is a metropolitan problem, but today there is no state program of control in existence. Further, if a state program does come into effect, it might be likely that the metropolitan area, a more densely populated area with more pollution potential, would want more stringent controls than might be imposed statewide.

12. Annexation and Incorporation

The Present Situation--The responsibility for annexation, incorporation and merger of municipal units in the metropolitan area, as well as throughout the state, lies with the Minnesota Municipal Commission, a three-member state body appointed by the Governor.

What's Wrong--If present municipal boundaries in the Twin Cities metropolitan area remain unchanged and if population projections are fulfilled, this area by the year 2000 will still have some 92 units of local government each with a population of less than 5,000 and only 43 units with a population of 25,000 or more. The Minnesota Municipal Commission (MMC) does not have the staff or authority to review where changes in size of municipalities can be accomplished. Moreover, the MMC should move more to a quasi-judicial role and react to proposals rather than conduct research on its own.

In current issues of annexation, incorporation or merger in the metropolitan area there is no way whereby the areawide viewpoint can be brought to the attention of the Municipal Commission. Generally, the adversaries of the proceedings are those local citizens who are directly affected by the procedures.

Our Proposal--We do not recommend that any of the present powers of the Minnesota Municipal Commission be turned over to the Metropolitan Council. We believe, though, that the Metropolitan Council should be empowered to appear in an advisory capacity before the Municipal Commission in proceedings relating to the metropolitan area. This would not place the Metropolitan Council in any decision-making capacity over annexations, incorporations or mergers, but would enable a case on behalf of the metropolitan area to be made. Second, because a need exists to bring to the attention of the Minnesota Municipal Commission the need for annexations, incorporations or mergers, the Metropolitan Council should be empowered to petition the Municipal Commission.

13. Watershed Districts

The Present Situation--In an attempt to control the flooding and storm water drainage in watersheds of various rivers and streams, three parts of the

Twin Cities metropolitan area have established watershed districts. These districts are the Coon Creek Watershed District in Anoka County, the Lower Minnesota River Watershed District which covers parts of Carver, Dakota, Hennepin, Ramsey and Scott Counties, and the Nine Mile Creek Watershed District in Hennepin County. Each of these districts is an independent governmental agency and its finances are handled through special assessment against benefited property owners. In addition, an informal organization exists in the Bassett's Creek Watershed to work for flood control and storm water drainage regulation there. Finally, there is talk of the establishment of watershed districts along Minnehaha Creek and Shingle Creek.

What's Wrong--There is a need to coordinate flood control efforts throughout the metropolitan area. Watershed districts are "single-purpose" in scope and each has a very limited geographical area of jurisdiction. The decisions by boards of watershed districts to make certain improvements for flood control have an impact on other functions, such as developing of park lands. Yet there is no means now in existence by which one policy-making body can exercise jurisdiction over decisions relating to watershed districts and other area functions.

Our Proposal--We recommend that the Metropolitan Council, which would be a multi-functional body, be empowered to review and approve the development and plans of various watershed districts.

14. Metropolitan Impact Review

The Present Situation--Local governments and other agencies in the metropolitan area now are making many decisions which have areawide impact.

What's Wrong--A major rezoning of land in one municipality may have an impact on another municipality, but such a municipality does not have any means of commenting on this proposed decision before it is made. Such decisions on zoning of land also may well have an impact on metropolitan functions and services, such as sewage disposal, highway construction and transit. The decisions on the location of junior colleges now being made by the State Junior College Board also have implications for construction of major metropolitan services. There is no way whereby the potential areawide impact of a decision can be made known before the decision is reached.

Our Proposal--We recommend that the Metropolitan Council be empowered to make advisory comments and recommendations to local governments and other agencies about the metropolitan implications of proposed decisions. This would not involve any grant of authority to the Council or removal of any independence of a local government or other agency. Currently, these local governments and other agencies usually have no way of knowing the areawide implications of some of their decision making.

15. Research

The Present Situation--Research on problems of the metropolitan area today is basically the responsibility of the Twin Cities Metropolitan Planning Commission.

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What's Wrong--A recurring problem in recent legislative sessions has been the recognized lack of a metropolitan consensus on many key issues. Many points of view are presented to the Legislature by different organizations, none of which represents an areawide consensus.

Our Proposal--The Metropolitan Council would assume the responsibility of the Metropolitan Planning Commission, thus incorporating the ongoing program of research now in the MPC. Further, the Metropolitan Council, which will be elected on a "one man, one vote" basis, will be able to present to the Legislature a metropolitan consensus on problems of the area. The Council should prepare a biennial legislative program reporting to the Legislature on the needs of the area.

III. Possible Additional Powers and Responsibilities

We pointed out earlier that the Metropolitan Council should have only those powers and responsibilities specifically given to it by the Legislature, and we indicated those powers and responsibilities which we believe the Council should be given in 1967. Also, the Metropolitan Council should review on a regular basis whether it needs additional powers and responsibilities in various areas and bring to the attention of the Legislature those areas where the Council might be given additional authority. We found a number of areas where it appeared as if the Council might have a role but we could not precisely identify its extent today. Some issues are of such importance and urgency that the Council should be required to report to the Legislature at the earliest possible date. They include the following:

1. Tax Assessment. This is a very important metropolitan concern. Standards of assessment vary from locality to locality and county to county. The Metropolitan Council should review whether some type of assessment might be adopted at the metropolitan level to reduce or eliminate such variances. The Council also should develop proposals on whether a change should be made in the allocation of revenues from tax-producing properties in the metropolitan area. Currently, municipalities compete with each other for industrial tax base and commercial tax base. A community which is fortunate enough to receive a substantial amount of such tax base is able to provide a lower overall tax rate to its residents than another community which is less fortunate. This has created the situation of the "have" and "have not" communities in the metropolitan area. Although it may not be possible to eliminate such discrepancies as they exist today, there may be some way to prevent their recurrence. The Council should review the possibility of equitable distribution of tax revenue from new businesses and industries within the whole area and not just in the locality where the development is located. Until or unless the intense competition between localities for tax base is reduced, it is doubtful that any metropolitanwide controls over the growth and development can truly be effective.
2. Land Use Control. Several proposals have been made dealing with the fact that, if the Metropolitan Council really is to be able to act effectively, it should have powers of control over the location of new commercial and industrial centers. We have not been able to conclude whether such power should be exercised and, if so, the extent and how it should be exercised.

But we believe that the question is so important that the Council should report on it to the Legislature. Such questions as flood plain zoning, desirability of public development corporations, and areawide zoning controls need to be faced.

3. Guaranteeing Local Bonds. Several local governments and school districts in the Twin Cities metropolitan area are forced to pay high interest rates in borrowing because they have very little tax base to support the bonds. Local governments rarely, if ever, default on these bonds. But these localities and school districts are forced to pay abnormally high interest rates. There is a possibility that thousands of dollars in interest could be saved if such bonds could be guaranteed, say, by the full faith and credit of the entire seven-county area. Guaranteeing local bonds has been very successful in Toronto, Canada. But there are problems in the Twin Cities area because of the possible effect on the credit rating of very highly rated localities for bonds in the area. This question needs to be finally answered, though, and thus we are urging a report by the Council to the Legislature at the earliest possible date.
4. Highway Funds. As we discussed earlier under the topic of highways, there is an urgent need in this metropolitan area to overcome a significant backlog in highway construction. This topic, we believe, should be studied in detail so the Council can report to the Legislature on the specific extent to which the Council should involve itself in highway funding.
5. Storm Water Drainage. The Metropolitan Council should be required to study the storm water drainage situation in the entire metropolitan area and develop specific proposals on the extent of the role of the Metropolitan Council.
6. Water Supply. Several different opinions have been given as to whether the seven-county metropolitan area needs some sort of areawide water supply management. Advocates of areawide water management claim that our underground water supplies will deplete too rapidly if we do not develop an overall plan. The precise extent of this problem of water supply is not yet adequately defined, yet an adequate supply of water is of crucial importance to the metropolitan area at all times in the future. Thus, we see a need to define the problem at an early date.
7. Area Police Services. Several claims have been made in the last few years that certain aspects of police work and related services in the metropolitan area, such as police training, detective work, and communications, could be vastly improved if greater coordination were undertaken at the metropolitan level. The rising crime rate in the Twin Cities area and the existence of a multiplicity of police departments gives rise to the question of whether the Council might play a role in police service. Therefore, we believe that the Council should be instructed to report to the Legislature about its potential role in this area. This does not involve in any way the abolishment of local police departments. It merely takes into account the fact that there appear to be certain aspects of police work and related services which might better be handled on an area-wide basis.

IV. Structure of the Metropolitan Council

1. Area of Jurisdiction

Alternatives--There has been general agreement among the various groups and individuals who have specific plans for an areawide governmental structure that the area of jurisdiction should be at least five counties. Most of them suggested that the area be seven counties, and one has suggested eight counties. The five-county area would be Anoka, Dakota, Hennepin, Ramsey and Washington Counties. These are the five most populous metropolitan counties. Supporters of a seven-county area also would include Carver and Scott Counties. The seven-county area would be the same as the seven-county planning area of the Twin Cities Metropolitan Planning Commission. Representatives of the Metropolitan Inter-County Council said that an eight-county area should be used and include Wright County.

Our Proposal--We recommend the seven-county area, which is Anoka, Carver, Dakota, Hennepin, Ramsey, Scott and Washington Counties. Even though Scott County and Carver County are fairly rural today, it is acknowledged that a substantial amount of urbanization will take place in both of these counties in coming years. Originally, the Metropolitan Planning Commission only included the other five counties, but Scott and Carver Counties, upon petition of their County Boards, became part of the official metropolitan area. It appears reasonable, therefore, to conclude that these two counties do consider themselves part of the metropolitan area.

We followed two basic principles in deciding upon the area of jurisdiction. First, the area should include all of the present urbanized area which is contiguous to the central cities. Second, the area should include that portion of the non-urbanized part of the metropolitan area which is likely to become built up in coming years. In the final analysis, we agreed there is no completely logical definition of the boundaries for our area and that the selection has to be somewhat arbitrary. The final extent and direction of urbanization around the Twin Cities cannot be known today.

2. "One Man, One Vote"

Alternatives--There is general agreement among the vast majority of proposals for an areawide framework of government on the need for equal representation according to population, that is, "one man, one vote". A small minority of the proposals involve a varying degree of representation for various parts of the metropolitan area. Under these proposals the "one man, one vote" concept would be subordinated to the feeling that it is more politically practicable to give representation to certain areas than to be concerned about equal representation according to population.

Our Proposal--We recommend equal representation according to population. This principle is absolutely essential to our recommendations for a Metropolitan Council.

No aspect of governmental organization is more important to the citizen than the amount of representation which he has in that government. The

commonest fear expressed by citizens of any form of metropolitan government is that it will not be representative of nor answerable to them. So long as the principle of "one man, one vote" is adhered to, suspicions of domination by one segment of the metropolitan area will be significantly reduced. Further, the "one man, one vote" concept appears to be, under recent court decisions, the only constitutional method of representation.

3. Direct Election vs. Appointment

Alternatives--There are two basic alternatives for selection of members of the Metropolitan Council, direct election by popular vote and appointment. Most proposals envision direct election by popular vote. Among the advocates for appointment the commonest approach appears to be that municipal officials would make the appointments. Another suggestion is appointment by the Governor.

Our Proposal--We recommend direct election by popular vote. The Metropolitan Council would be a policy-making body, not an administrative board. Direct election of policy makers in government is a fundamental principle. Direct election also maximizes the opportunity to give a citizen a voice in his government.

There are several shortcomings of the appointment process. If local municipal officials make the appointments, their votes would have to be weighted to take into consideration the differences in population between municipalities--if the "one man, one vote" principle is to be followed. Special problems would occur in large cities like Minneapolis. Would the City Council of Minneapolis appoint all members of the Metropolitan Council from Minneapolis? If so, all members of the Metropolitan Council conceivably could be of the same political party as the controlling faction in the City Council, thereby, in effect, denying representation to certain parts of the city which undoubtedly would select persons of the opposite political viewpoint.

The greatest shortcoming of the appointment of local public officials to the Metropolitan Council is that these officials already are burdened with their municipal or county responsibilities, as the case may be, and could not possibly devote the time necessary to handle both their duties in local government as well as those on the Metropolitan Council.

Advocates of the appointment process frequently mention that, if local public officials were selected to the Metropolitan Council, the Council would be significantly aided by the expertise in the affairs which the Council will be concerned with. Another argument for selection of local public officials on the Metropolitan Council was advanced by the one committee member who dissented from the recommendations. This member strongly felt that local public officials should have a voice in the activities of the Council, because their interests will be affected. He urged the establishment of a bicameral metropolitan council, with one body composed of local public officials. But others argued that local public officials would not be precluded from seeking election to the Metropolitan Council.

It is very likely that persons now serving in locally elected municipal positions will be very much interested in running for the Metropolitan Council and because of their local activity have a good chance of being elected.

Appointment by the Governor would have the same shortcoming as appointment by public officials: Citizens of the metropolitan area would not exercise direct control over their policy makers on the Metropolitan Council. A further shortcoming of appointment by the Governor is that the selection of policy makers for the metropolitan area would be entirely removed from the metropolitan area itself and moved to the state level.

A criticism of direct election is that it would add another race to a ballot which already is too long. We do not question that there are too many elective offices on the ballot. The decision on whether to have direct election, however, should be made on the basis of whether an office is policy-making or administrative. The Metropolitan Council will clearly be a policy-making body. There are many strictly administrative posts now on the ballot, such as County Superintendent of Schools, County Auditor and County Treasurer, which should be made appointive.

One further suggestion for membership on the Metropolitan Council is that state legislators in the metropolitan area could serve a dual role--as members of the Legislature and as members of the Metropolitan Council. But this apparently is not allowed under the Minnesota Constitution, which prohibits legislators from holding another public office, other than postmaster, while serving in the Legislature.

4. District Representation vs. At-Large Representation

Alternatives--The majority of proposals have urged that members of a Metropolitan Council be chosen by districts. A few proposals have recommended at-large representation.

Our Proposal--We recommend that members of the Metropolitan Council be chosen on a district basis, not at-large. Each district would have approximately the same population to comply with the "one man, one vote" principle. Various geographical regions within the seven-county area need to have adequate representation on the Metropolitan Council. This can best be accomplished by dividing the metropolitan area into districts and selecting a representative on the Council from each district. Further, if, as we recommend, members of the Council are to be directly elected by popular vote, it would not be practical to hold an at-large election for a Council of up to 30 members.

Supporters of selection on an at-large basis argue that district representation encourages parochial thinking on the part of representatives. According to this viewpoint the needed areawide outlook on the part of members of the Council would not be forthcoming. This argument has some merit but the need to give each part of the metropolitan area adequate representation is of overriding importance. Also, the Council Chairman, if selected and given responsibilities as we recommend (his role is discussed later), will provide the Council with areawide leadership.

5. Initial Selection

Alternatives--Under the direct election approach, there is a problem in getting the Metropolitan Council set up before the general elections of 1968. It is urgent that the Metropolitan Council be organized as soon as possible because of pressing problems. If members of the Council cannot be selected until November, 1968, it will be January, 1969, or more than 1½ years, before the Council can be organized. There are two alternatives to accomplish an earlier start for the Council - a special election or initial appointment by some individual or group.

Our Proposal--We recommend that state legislators in each district make the initial appointments to the Metropolitan Council. Then the chances of accurately reflecting the political composition of each district would be maximized. If, as we recommend, state senatorial districts would be used as boundaries, state legislators would be the logical choices to make initial appointments since no other officeholder is selected from these districts. We discussed earlier the shortcomings of having municipal officials or the Governor make appointments.

We rejected a special election, although a few committee members felt this would be desirable. A special election undoubtedly would have a very small turnout in comparison with a general election. Political parties would not have sufficient time to evaluate the qualifications of candidates, unusual numbers of candidates would file, and it would be very difficult for the voters to make decisions.

6. Size of the Metropolitan Council

Alternatives--Two principal alternatives were advanced on the size of the Metropolitan Council. One is that the Council should be a small body, perhaps with no more than 15 members. Many supporters of this view also believed members of the Council should serve full time. They argued that there will be so many issues with which members of the Metropolitan Council must become acquainted that anything less than a fulltime responsibility will not be sufficient. They also said a small body would be a much more workable unit. Further, they argued that with a small body there would be less threat of parochialism on the part of members, because each would be representing a larger area than if there were more members on the Council.

The second basic alternative is that the Council should be a fairly large body, about 30 members. Such a body would not be fulltime. Supporters of the larger body said that this approach would guarantee greater representation to the variety of interests in the metropolitan area and thus be more acceptable to the public. Supporters of the larger body also stressed that the Council would be exclusively concerned with policy making. They feared that a smaller, fulltime body would involve itself more in day-to-day administrative matters of the Council rather than concentrating on major policy questions.

Our Proposal--We recommend a Metropolitan Council of about 30 members, with one member from each state senatorial district.

The problem of drawing entirely new boundary lines--with the risk of a politically partisan fight--does not have to be faced if existing state senatorial districts are used. If the Metropolitan Council were to be smaller, say 15 members, then all districts would have to be combined. This could result in innumerable political problems, because the political faction in power could combine districts to its own advantage.

There are 27 state senatorial districts wholly within the seven-county area and 4 districts partially in the area. The Council could have 29 to 31 members, depending upon how the 4 districts partially in the area are apportioned. The districts partially in the area are District 6 (Dakota and Goodhue Counties) with a population of 22,425 in Dakota County, according to the 1960 census; District 13 (Hennepin and Wright Counties) with a population of 27,671 in Hennepin County; District 14 (Carver, Scott and LeSueur Counties) with a population of 43,267 in Carver and Scott Counties, and District 21 (Anoka, Chisago and Isanti Counties) with a population of 23,161 in Anoka County.

If the portion of District 13 in Hennepin County and District 21 in Anoka County were combined and the portion of District 14 in Carver and Scott Counties and District 6 in Dakota County were combined, the Metropolitan Council could have 29 members. However, the Carver-Scott-Dakota district would have a population of about 65,000, which is 15,000 more than a desirable average level of 50,000.

If each portion of the 4 legislative districts partially in the metropolitan area were given one member on the Metropolitan Council, the Council could have 31 members. This would result in over-representation for the outlying districts.

If the portion of District 13 in Hennepin County and District 21 in Anoka County were combined and given one member on the Metropolitan Council, and if the Carver-Scott portion of District 14 and the Dakota County portion of District 6 each were given one member, the Metropolitan Council could have 30 members.

Another possibility which results in a 30-member Council is to provide for one member from each of the 26 districts wholly in the metropolitan area. District 8 (Washington County) also is wholly in the metropolitan area, but that district and the parts of Districts 13, 14, 21 and 6 in the metropolitan area could be divided into four districts of approximately 42,000 population each. This is slightly less than the desirable average of 50,000.

7. Compensation for Metropolitan Council Members

Alternatives--Compensation is closely tied to whether members of the Metropolitan Council serve full time or part time. Generally, those persons who were proposing a fulltime Council suggested a salary in the vicinity of \$15,000 a year. For a less than fulltime Council, there was a variety of ideas. Generally, though, a range of \$6,000-\$8,000 a year was considered as a salary which would be consistent with attracting and retaining high-caliber, less than fulltime public officials. Some persons

advocated that the members of the Council be paid a per diem rather than a salary as incentive to attend meetings.

Our Proposal--We recommend that the Legislature establish a salary for members of the Council which would be consistent with attracting and retaining high-caliber, less than fulltime public officials. We are not recommending a specific level, but a range of \$6,000 to \$8,000 a year could be considered reasonable.

8. Term of Office

Alternatives--The main alternatives on term of office for members of the Council are whether they should be four-year terms or two-year terms, and whether the terms should be staggered so that part of the Council would be elected at one time and part at another.

Our Proposal--We recommend four-year terms for members of the Metropolitan Council, with half of the members to be elected every two years at the general election.

We favor staggered terms for the Council for two main reasons. First, at least half of the members will have to stand for re-election every two years, thereby giving the voters an opportunity to indicate their displeasure at the polls at a reasonable interval, should there be any large-scale dissatisfaction with the activities of the Council. Second, staggering the terms would assure a degree of continuity on the Council and there would not be the chance for wholesale turnover for all members of the Council in an election.

Vacancies between elections should be filled by a majority vote of the other members of the Council, with the newly selected replacement serving until the next election.

9. Council Chairman

Alternatives--There are two different concepts on the role of the Chairman of the Council and, as a result of this role, how he should be selected. Some persons feel the Metropolitan Council should select a Chairman from its own membership to serve as presiding officer at meetings but not have further responsibilities. According to this concept, the Metropolitan Council would hire its chief staff officer, who would be like a city manager. Another viewpoint is that the Chairman of the Council should be selected to provide areawide leadership on the Council, be the Council spokesman and chief executive. Supporters of this approach point out that the Metropolitan Council, as proposed, would not have members elected at-large to provide areawide leadership. Consequently, they argue for a means by which the Council Chairman could provide areawide leadership. Such a Chairman could be elected at-large from the seven-county area or he could be appointed by the members of the Metropolitan Council.

Our Proposal--We recommend that the Council Chairman serve as Council spokesman and chief executive and be employed full time. We recommend he be appointed by a majority vote of Council members for a four-year

term. He would preside at Council meetings but could not vote or veto Council actions. He would make appointments to top staff positions, subject to confirmation by the Council. He would present an annual budget to the Council, recommend salary levels, execute policy decisions and implement centralized management efficiencies.

Unlike a city manager, the Council Chairman would not involve himself extensively in day-to-day administration. As Council spokesman he would be devoting a substantial portion of his time to outside affairs. The chairman would name among his top staff a chief administrative officer who would be responsible to him and generally be in charge of administration of Council affairs. Department heads and the chief administrative officer would report directly to the Council Chairman and, through the Chairman, to the Council.

In many ways the Chairman would be like the mayor of a city, the governor of a state, president of a university, or the secretary-general of the United Nations. He would be in a position to state publicly what he believes are the needs of the metropolitan area and bring his proposals before the Council. The Council, of course, would have authority to accept, amend or reject any proposals from the Chairman, but the case on behalf of the interests of the entire metropolitan area will have been made.

The Council would be expected to undertake a broad search for its Chairman. A member of the Council would not be precluded from being appointed, but, if selected, he would have to resign his Council seat.

We felt that direct election of the Chairman by the voters would not be practical. Unlike elected chief executives, such as mayors and governors, who as a rule can exercise veto power over legislation, the Chairman of the Metropolitan Council would not have veto power. He would not be a completely independent executive. The Council would have the final authority.

The Board of Directors of the Citizens League made one change in the recommendations from the Metropolitan Affairs Committee. By a 9-8 vote the Board voted to recommend a four-year term for the Chairman of the Metropolitan Council rather than, as recommended by the committee, a two-year term. Supporters of the four-year term for the Chairman favored a greater degree of independence for him than a two-year term would provide. Backers of the four-year term stressed that, with greater independence, the Chairman would be able to provide greater areawide leadership than might otherwise be possible. Supporters of a two-year term for the Chairman pointed out that half of the Council membership would be elected every two years. Should the political composition of the Council be substantially altered in an election, the Council might want to name a new Chairman to provide a better working relationship. If the Chairman had a four-year term, there could be conflict between the Chairman and Council during the last two years.

10. Taxing Authority

Alternatives--It was generally agreed that fees, fares and other charges would be the primary source of revenue for the Metropolitan Council. For example, construction of interceptor sewers would be financed by service charges to individual municipalities. The basic issue is what type of general taxation should be used to finance the balance of the operations of the Metropolitan Council. Substantial feeling was expressed that a non-property tax source should be used because the burden of the property tax already is so great.

Our Proposal--The question of an alternative revenue source is very complex. Our committee was not expert in the field of taxation and was in no position to recommend a new source. The Area Revenue and Tax Needs Committee of the Citizens League is now reviewing the recommendations of the Twin Cities Metropolitan Area Tax Study and will develop proposals on a non-property tax source.

Until a better source of revenue is agreed upon, the Metropolitan Council will have to rely on the property tax to finance the balance of its operations. We recommend the Council be empowered to assume the present property tax authority of the various single-purpose districts which would be brought under its jurisdiction. The total amount of authority from the various districts probably will not be sufficient, and the Legislature would have to establish a slightly higher limit.

It was not possible to estimate in detail what the costs of the various metropolitan services and functions would be and how much would have to be financed by general taxation. However, using some rough approximations, and assuming that all the functions and services which we recommend for the Metropolitan Council will be included, it can be fairly reasonably estimated that a levy of not to exceed 3 mills would be sufficient for operations and debt retirement. If and as the functions and services of the Council are less than we recommend, the mill levy would be correspondingly less. A levy of 3 mills is only slightly more than one per cent of the total mill levy now imposed on property in a typical community in the metropolitan area.

The Metropolitan Council should not be required to guarantee a specific level of financing for any given function, even though a certain function--say mosquito control--now is guaranteed a specific level of financing under special district status. The Metropolitan Council should be empowered to weigh the relative needs of various functions and allocate funds among them.

11. Eminent Domain

Our Proposal--The power to acquire property by condemnation should be exercised with great discretion and, whenever possible, by agencies directly responsible to the people. We recommend the Metropolitan Council, which would directly represent and be answerable to the people of the metropolitan area, be given the power of eminent domain, with two

exceptions. First, the Council should not have power to condemn privately owned transit companies. If purchased, they should be obtained only by negotiation. Second, the Council should not be empowered to condemn park land which is already owned by other governmental units. This land should be acquired only by negotiation.

12. Council Procedures

Alternatives--There was general agreement that the establishment of independent, single-purpose districts should cease and that the Metropolitan Council should be given policy control over areawide functions and services. Three alternatives were advanced for placement of functions and services under the Council. Under one alternative the Legislature would establish semi-independent boards responsible to the Metropolitan Council for overall policy direction. Under a second alternative the Metropolitan Council would exercise direct operational and policy control over area functions and services. Under a third alternative the Council would have full operational and policy authority, but could, if it desired, establish administrative boards to discharge certain functions as determined by the Council.

Our Proposal--We recommend that the Metropolitan Council be given full operational and policy control over functions and services within its authority but that the Council be empowered to establish administrative boards to discharge certain duties as the Council may determine. The Council would have the option of operating all functions and services on a departmental basis. Or it could create administrative boards for all functions and services, retaining overall policy control. Or it could directly operate some functions and services and delegate others to administrative boards. In effect, the Council would be empowered to organize its operations as it sees fit.

Administrative boards, if established, would be subject to conditions and procedures as set forth by the Council. The Council could abolish or reorganize any administrative board. Any administrative board created by the Council would be empowered to enact its own rules of procedure, subject to modification or revocation by the Council.

There was general agreement that the Metropolitan Council must direct its primary attention to the discussion and deliberation of overall questions of metropolitan growth and development and not become overly involved in day-to-day decisions. Some members of our committee feared the potential is so great for the Council to bog down in day-to-day decisions relating to operational duties that they felt the Legislature should establish semi-independent boards. According to this approach the semi-independent boards would be similar to single-purpose districts now in existence, except they would not have independent taxing or budgeting power, and all their long-range policy decisions would have to be approved by the Metropolitan Council. This viewpoint prevailed in a steering committee of the Metropolitan Affairs Committee by a 7-5 vote, but was overturned by the full committee on an 18-9 vote. A majority of the full committee felt that if semi-independent boards were provided for in the legislation they would have essentially the same shortcomings

which exist today with single-purpose districts. They questioned how administrators of various functions could be responsible to the Metropolitan Council and to the boards of the semi-independent authorities. They also argued that only when the Metropolitan Council fully controls the operations of all functions can true coordination between them be realized.

The committee finally reached unanimous agreement on recommending that the Metropolitan Council be given the power to fully operate functions or to delegate responsibility to administrative boards which it might create. Under this approach the Metropolitan Council could determine whether there are too many day-to-day decisions of a minor policy nature which need to be made in a certain field and that if the Council were to involve itself in these to any appreciable extent it would not be able to concentrate on the larger questions of metropolitan growth. For example, decisions about the specific development at certain parks, or which specific pieces of land should be acquired in a given section of the metropolitan area, might be made by an administrative board under the control of the Council. The Council would be passing on the overall policy questions of the amount of land to be acquired and its general location. The Council also would adopt the general philosophy on the use of various parks and open space. An administrative board could be given authority to make many decisions of a minor policy nature within these guidelines.

13. Take-Over of Independent Districts

Alternatives--The Metropolitan Council could either take over the independent, single-purpose districts immediately upon its creation or gradually take over within a specified period of time.

Our Proposal--We recommend that the Metropolitan Planning Commission be abolished and its staff and functions transferred to the Metropolitan Council upon its creation. We recommend that the Council be empowered to take over gradually, with a limit of January 1, 1969, the other single-purpose districts which are to be abolished.

It would be too much of a load for the Metropolitan Council if, upon the date of its organization, it were to assume full operational control over sewage disposal, transit, parks and open space, and mosquito control, as well as comprehensive planning. It would be far better if the Council could phase these functions in at regular intervals. A deadline of January 1, 1969, would give the Council about 1½ years to take over the functions. Until a specific function is taken over by the Council, the single-purpose district would continue in operation until taken over by the Council. As was noted above, the Council would have the option of establishing administrative boards for various functions. The Council could, if it wished, utilize the board of an existing single-purpose district as an administrative board.

V. Local Consent

Background--The home rule amendment to the Minnesota Constitution passed in 1958 included a provision to protect local units of government in Minnesota from arbitrary special legislation by the State Legislature. Special legislation applies to specific units of government in the state in contrast with general legislation which has statewide application and does not refer specifically to any governmental unit within the state. The home rule amendment provides that, unless the Legislature by general law changes this provision, no special law can become effective unless it is approved by the unit or units of government to which it applies. Because the Legislature has not provided otherwise, this provision has remained in effect, as stated, since 1958. Thus, when the Legislature raises the salaries of administrative officials in county government, the county board must approve before such action becomes effective. When the State Legislature decided to expand the boundaries of the Hennepin County Park Reserve District to include Minneapolis, the action had to be approved by the Minneapolis City Council, the Minneapolis Park Board, the Hennepin County Park Reserve District, and the Hennepin County Board of Commissioners before it could become effective.

Under the present local consent provision, it would be impossible for a Metropolitan Council to be created. Every municipal government in this metropolitan area would have to approve the law first. Realistically speaking, it would be impossible for the some 200 cities, villages and townships in the seven-county area each to grant its consent. Local consent, in effect, really is unanimous consent. It grants veto power to any local unit of government, however small, over metropolitan legislation.

Alternatives--There have been several proposals presented to the 1967 Legislature to modify the local consent provision so that metropolitan legislation can be passed. According to one proposal, local consent would be abolished for all units of government unless the Legislature specifically provided in a bill that local consent would apply. Another alternative would eliminate local consent when a special law applies to an area with one million or more people. A third alternative, which follows a recommendation by the Citizens League in a report issued in 1965, provides that local consent would be retained for special laws which apply only to one municipality, one school district or one township, but that local consent would be abolished for all other special legislation.

A fourth proposal to change local consent would have the effect of allowing single-purpose districts to be continued but would not allow the establishment of a general-purpose Metropolitan Council. A fifth proposal would have the effect of waiving local consent for a Metropolitan Council if the bill passed the Legislature with at least a two-thirds majority.

Our Proposal--We strongly recommend that the 1967 Legislature modify local consent so that areawide legislation can go into effect. Any of the first three approaches mentioned above would enable the Metropolitan Council to be established.

VI. State Impact Review

Our Proposal--Certain decisions by the Metropolitan Council undoubtedly will have state impact. The State of Minnesota will have an interest in such action. It therefore is desirable that the State Planning Agency be empowered to review and comment upon proposed decisions of the Metropolitan Council which might have state impact. This would enable the Metropolitan Council, prior to making a decision, to weigh the statewide implications of a proposed act. We believe that a separate bill should be passed by the 1967 Legislature empowering the State Planning Agency to review and comment upon proposed decisions of the Metropolitan Council. This should not be incorporated in regular legislation dealing with the Metropolitan Council.

This advisory review by the State Planning Agency would be similar to the advisory review which we recommend for the Metropolitan Council on proposed decisions by local units of government and other agencies within the metropolitan area when these decisions appear to have metropolitan impact.

MINORITY REPORT .

TO: Citizens League Board of Directors

FROM: Peter Seed, member, Metropolitan Affairs Committee

Although I fully subscribe to the recommendations of the Metropolitan Affairs Committee with respect to the powers and responsibilities which should be exercised by a single metropolitanwide authority, I must at the same time dissent from the kind of government proposed by the committee to exercise these powers and responsibilities. In this regard I specifically urge the following:

1. Chairman. The Chairman of the Metropolitan Council should be elected by a two-thirds vote of the Council members. He should be charged, among other things, with the responsibility of mediating all disputes between Council members and he should be given an "item" veto power which can only be overridden by a two-thirds vote. To assure him some independence, once elected, he should serve a four-year term, though at the end of the second year of his term he would be subject to dismissal by a two-thirds vote of the Council.

The foregoing safeguard seems the least that can be done to discourage regional parochialism within the metropolitan area. The fact that the Chairman must be elected by a two-thirds vote and is subject to dismissal at the end of the second year of his term places him under considerable constraint to act fairly and in the interests of the metropolitan region as a whole. His presence and veto power in turn should have a restraining influence on the Council members who might otherwise be tempted to form regional political alliances at the expense of the rest of the metropolitan area. In the face of the Chairman's veto, this kind of alliance has substantially less chance of success.

The majority proposal too easily allows for political domination of the metropolitan government by parochial regional interests. Many of the issues which will have to be resolved by the proposed Metropolitan Council will arise out of inevitable conflicting interests between various regions within the seven-county metropolitan area for more services, better development, and less taxes. In resolving these issues "majority rule" in the governing body as presently proposed is likely to mean simply that the more populous region wins.

2. Second Legislative Chamber. In addition to a Metropolitan Council, a second legislative chamber made up of locally elected municipal and county officials or their appointed representatives should be established. This body would have the power to approve, reject or amend all policy-making decisions made by the Council. Any amendment, of course, would have to be concurred in by the Metropolitan Council. To assure, however, that such a bicameral arrangement does not bog down important policy decisions, the second chamber would be required to act within a certain time limit and the Metropolitan Council would be given the power to override any of the second chamber's legislative actions by a two-thirds vote.

The majority proposal has no place for locally elected officials. It cannot be disputed that most of the metropolitan functions proposed by the committee will greatly influence the growth and development of the seven-county area. One of the fundamental reasons for assigning these functions to a single metropolitan authority is to assure that this growth and development will at least be rational (if not always consistent with the needs of the area as a whole). By the same token, one of the fundamental concerns of locally elected officials is the growth and development of their respective communities. For this reason alone, elected county and municipal officials should be brought into the decision-making process at the metropolitan level.

The committee seems to think that the need for understanding and cooperation on the part of locally elected officials does not justify bringing them into the decision-making process at the metropolitan level. I do not share this opinion. Elected municipal and county officials are in many respects closest to the needs and frustrations of metropolitan living, and for the average citizen, especially in the smaller communities, they are the closest and most personal access such a citizen has to the government. They have an invaluable insight to offer. To simply impose upon them another layer of government and not make them a part of it is to invite alienation.

3. Size of the Metropolitan Council. The size of the Metropolitan Council should be no more than 15 members. Members should serve full time and be paid a salary of at least \$15,000 a year.

Under the majority proposal, members of the Metropolitan Council will not be expected to engage in sustained group deliberations. About all that a group of 30 part-time Council members can do is to break down into committees and serve as a sounding board for staff proposals. This kind of deliberation tends to be highly disjunctive and "gut reaction" oriented, especially when the group, as is the case here, has a broad range of hard problems to consider.

Although there is a definite value in providing a sounding board for other people's proposals, under the bicameral setup proposed in this dissent, this kind of deliberation would be left to the second chamber to pursue. It should be the function of the Council members to study in depth the whole range of problems confronting the Council with a view toward working together as one group in formulating answers to these problems. Certainly the kind of complex issues incident to the powers and responsibilities proposed for the Council would demand this kind of attention. It would seem equally clear that any group of 30 part-time, underpaid policy makers would hardly be equipped to meet such a challenge.

Conclusion

In deciding upon the structure of metropolitan government, the committee seems to have lost sight of the vast amount of power and responsibility it has proposed for that government. It has thus failed to propose an adequate system of checks and balances to assure that the authority vested in the government will not be abused. It has failed to fully appreciate the impact this delegation of power will have on the locally elected official. And it has failed to give its major policy-making body the capacity to assume a deliberative role commensurate with the demands which will be made on it.



*Public affairs
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