



League of Women Voters of Minnesota Records

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THE TWIN CITIES METROPOLITAN AREA IN PROFILE

**A summary description of its social,
physical and economic characteristics**

**Report of Study Committee No. 1
League of Women Voters of Minnesota
November, 1962**

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INTRODUCTION

Purpose: The Council of Metropolitan Area Leagues was formed for the purpose of increasing the knowledge and effectiveness of local leagues in the field of area-wide governmental problems. The initial study will consist of a general survey of our Twin Cities' metropolitan area in order to build basic common knowledge about the area and its problems.

The work of the survey has been divided among four committees. This report represents the work of the 1st committee. It deals with the physical, social and economic characteristics of the area and will be used as a background for the reports of the three additional committees dealing with intergovernmental relations in this area, governmental procedures in other areas, and the existing problems in this area.

Scope and Method: The three major parts of this report were divided among individual members of the study committee and the report represents a consolidation of these independent efforts. The material presented herein is in summary form a reconnaissance of some of the more important source materials. Although most of the available material was reviewed, limitations of time and the practical considerations of scale and scope precluded any attempt to report on all available source material. The material included in this report was selected on the basis of the criteria "what the League member with limited time and unlimited conscience ought to know about the basic characteristics of the area". The assumption is that concerned individuals and the other study committees will want to review additional material. In this connection, the bibliography contained in the appendix at the conclusion of this report should prove to be of value.

The Twin Cities Metropolitan Area on the Threshold of Tomorrow: What does the term "metropolitan area" mean? Governor Tawes of Maryland in a recent statement gave this definition: "In simplest possible terms, a metropolitan area consists of a large number of people living under urban conditions. Residents move throughout the area in their daily pursuits. Employment and other human activities are distributed without reference to political boundaries.... People live in one part of the area, and work in another... They do their shopping in neighboring jurisdictions.... Economic interdependence is illustrated by reliance on common banking, distribution, and service functions.... The same newspapers and the same other communications media blanket the entire metropolitan area.... Large numbers of the population often find it difficult to know what jurisdiction provides them with what governmental service.... Almost anything that happens in one area has significance in each of the other areas. In other words, there is a community of interest throughout the metropolitan area."

Certainly the Twin Cities metropolitan area fits this description. In the next eighteen years, the seven-county metropolitan area will add another million people to its present 1.5 million population. If present economic trends continue, the area could reach a staggering total of four million people by the year 2000!

Although the area displays a degree of unity in a physical, a social and an economic sense, there is no unity in a governmental sense. The

task of guiding the growth and development that must accompany the addition of one million people to the area by 1980, is divided among over 350 units of government at the municipal, township, special district, county, metropolitan, state and federal levels. It is against this backdrop of interaction and interdependence that the constituent units of government of this area must work out their plans and programs in meeting the challenge of growth and change.

Currently the area is committed to the principle of voluntary inter-governmental cooperation as the chief means of assuring that individual actions will contribute to a coordinated whole. If the optimism underlying this assumption is to be justified, it will require a high degree of understanding and enlightenment on the part of the civic and governmental leadership of the area. It is in this area of community education on public issues that the League of Women Voters finds its greatest challenge and its highest degree of effectiveness.

A basic understanding of the social, physical and economic environment of the area is necessary in order that local leagues studying local programs see their relationship to the entire area. That is what this report is about.

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PART I - SOCIAL FACTORS

The following report on social factors affecting the Minneapolis-St. Paul metropolitan area comes primarily from two sources: the population studies of the Twin Cities Metropolitan Planning Commission and the 1960 Bureau of the Census data for the Minneapolis-St. Paul SMSA (Standard Metropolitan Statistical Area). The SMSA includes Hennepin, Ramsey, Anoka, Dakota and Washington Counties. The Metropolitan Planning Commission uses the MPA (Metropolitan Planning Area) as the area covered by its reports. The MPA includes the five counties mentioned above plus Carver and Scott.

This is not in any sense an exhaustive report. Many social factors are not included. For instance we have not considered leisure time as it might be expressed in terms of adult educations, use of park facilities, attendance at symphonies, art galleries, etc. We have not dealt with the factors of crime and juvenile delinquency, or health and welfare. We have not speculated on behavior and attitudes of people in the Twin City area, nor on the impact of religious and ethnic concentrations. It seemed difficult to obtain accurate data for the entire SMSA, and we feel sure that the interested reader will make additional inquiries.

1. *POPULATION GROWTH: Population growth in the Twin Cities metropolitan area is taking place primarily in the suburbs, with static or declining population in St. Paul and Minneapolis.

There are over 200 metropolitan areas in the U.S. and Puerto Rico, 31 of which have a population of 750,000 or more. In 1960 the Minneapolis-St. Paul SMSA (Standard Metropolitan Statistical Area) ranked 14th both in size and per cent of growth, with a total population of 1,482,030. The local growth rate of 28.8% was above the national rate for SMSA's of 26.7%. The only Middle Western SMSA over 750,000 that grew faster than Minneapolis-St. Paul between 1950 and 1960 was Kansas City.

This rate of growth was not evenly shared in the Twin Cities SMSA, however. The population of the central cities declined 4.4% (national growth rate for core cities was 10.7%) whereas the Minneapolis-St. Paul suburban growth rate was 116%, more than twice the national SMSA rate of expansion (48.6%). For the first time in its history, Minneapolis experienced a decennial population decline when it dropped 38,800 for a total population of 482,872. St. Paul barely held its own with an increase of 2100 and a total population of 313,411. Both cities experienced what the population experts refer to as "out-migration", or more people leaving the area than entering it. It is estimated that Minneapolis lost about 74,000 and St. Paul 35,000. The rapid growth in

*Discussion of population growth abstracted from Metropolitan Planning Commission Population Study, Part II (1961)

suburban areas and the static or negative population size for St. Paul and Minneapolis changes the proportional distribution so that the suburban areas with 46% of the total SMSA population now come close to balancing the Twin Cities. The Minneapolis-St. Paul SMSA now contains 43.4% of Minnesota's population, as opposed to 38.6% in 1950.

SIGNIFICANCE: There is no reason to suppose that population growth will stop in the Minneapolis-St. Paul SMSA. The Metropolitan Planning Commission has estimated that the 1970 population for the 5-county SMSA will be 1,902,600, or 420,600 more than in 1960. In other words a population greater than that of St. Paul may be added in the next ten years. How will this new population be absorbed? Will the present low-density expansion of the periphery continue, or will there be some plan to provide for an orderly expansion with the facilities that large populations require?

2. MOBILITY AND SIZE OF FAMILY UNIT in the metropolitan area:

In order to determine the extent to which people move around, the 1960 census takers asked how many people 5 years of age and over had lived in the same house or in a different house in 1955. The census figures for the Minneapolis-St. Paul SMSA indicated that less than half of our residents lived in the same house they had lived in in 1955. Of those who were living in a different house, half had formerly lived in one of the central cities, less than 1/4 had lived in some other part of the SMSA, and more than 1/4 had come from outside the SMSA. People in the center cities moved around almost as much as their suburban counterparts, but there has been less movement into the cities from the suburbs than from the cities to the suburbs.

The population per household in the Minneapolis-St. Paul SMSA was 3.28. The population per household in Bloomington was 4.16; St. Louis Park, 3.54; Anoka County, 3.97; Minneapolis, 2.80; St. Paul, 3.08.

SIGNIFICANCE: The suburbs have had to grow because there was not enough expansion space within city limits. Though much movement of families was in terms of out-migration for the center cities and in-migration for the suburbs, there was a great deal of moving around whether inside or outside the core. Since there are in general more people per household outside than inside the central cities, and since we will later see that the suburban population is on the whole younger than its central city counterparts, we can assume the desire of young families to rear their children with more yard space around the home and in an atmosphere of lower population density. The ease of obtaining financing for houses was undoubtedly a factor in the growth of the suburbs, not to mention the lower taxes of suburban areas when the initial outward push began and the greater transportation flexibility provided by the automobile. As the density increases in the suburbs, perhaps some of the motivation for suburban living will also decrease unless there has been provision for such things as open land through a metropolitan park program, adequate sewage and sanitary facilities, broad tax base, etc.

3. **INCOME:** The median family income for the Minneapolis-St. Paul SMSA was \$6840 in 1959; this compares with a national SMSA median of \$6324. (Note: the 1960 U.S. Census collected information on income for the calendar year 1959).

Median family income within the Minneapolis-St. Paul SMSA was on the whole higher in the suburban areas than in the core cities. For the suburban portion of the SMSA the median was \$7267, while for Minneapolis the median family income was \$6401 and for St. Paul \$6543.

In the suburban municipalities of over 2500 population the median family income ranged from \$12,082 in Edina to \$6317 in Coon Rapids. Edina's median family income was the fourth highest of any municipality in the nation. Family income in the more rural unincorporated areas of the SMSA ranged from a median of \$7415 in the Eagan-Burnsville area to under \$4000 in the predominantly agricultural southern Dakota county townships.

Both central cities show a wide range of median family incomes when the individual census tracts or sub-areas are analyzed. Tracts within the larger suburban municipalities tended to be more homogeneous.

However, within each community and tract a full range of incomes could be found, from those families with under \$1000 income to those over \$10,000. For example, in Edina the Census Bureau found 244 families with incomes under \$3000 despite its high median value. On the other hand, the census tract just northeast of the State Capitol in St. Paul, with a median family income of \$3,135, had 12 families with income over \$10,000.

SIGNIFICANCE: The suburbs have a higher proportion of working families. The core cities have more of the lower income families such as pensioners, widows, young married couples, and welfare families. On the whole there would seem to be greater income homogeneity in the suburbs than in the cities. Some suburban areas are better suited to residential development than to industrial development and vice versa; a few have within their boundaries both industrial and residential potential. As the population density increases in the suburbs and more services are required by the residents, tax base will be a problem for some, since industrial property traditionally carries a large part of the tax burden in the more densely populated cities.

Of course sometimes the area taxed for a given service does not match the boundaries of the incorporated area - school districts, for instance, often include several towns or villages. Nevertheless the generally higher median income of the suburban areas does not necessarily mean that they will be able to support the services they will need unless some system for broadening the tax base is devised.

4. **AGE AND SEX DISTRIBUTION:** There are 717,069 males and 764,961 females in the Minneapolis-St. Paul SMSA. Under the age of 18, we have consistently more males than females. From that age up, the situation is reversed. Part of the change can be explained

by women coming in to join the cities' labor force, and the longevity of women compared to men. The population in Minneapolis and St. Paul had a higher proportion of middle aged and elderly persons than the SMSA as a whole. The fast growing suburban counties as well as suburban Ramsey and suburban Hennepin had younger populations with few elderly people. Throughout the SMSA there was an increase in the number and percentage of people under twenty years of age.

Although the number of elderly persons increased in every county in the SMSA in the last 10 years, only the central cities had an increase in the proportion of old people to the total population. Furthermore, in the 20 to 64 age group from which the bulk of the community's leadership and financial support comes, the proportion was smaller in every unit than it had been in 1950, even though the number grew in all major units except Minneapolis and St. Paul.

***SIGNIFICANCE:** The changes in age composition indicate a growing need for services and facilities to accomodate children and elderly people. The suburbs particularly will feel the need for new grade and high schools, yet many of these suburbs do not have commercial and industrial property to provide a broad tax base, and the burden may fall on residential property unless the area is suitable for some industrial and commercial development. The Metropolitan Planning Commission has pointed out that population data seems to indicate that communities within an area go through cycles in the aging process. "In the beginning they have a high proportion of young children who need grade school, then high schools, and ultimately, perhaps, geriatric facilities." Grade school facilities may be overbuilt in the beginning unless flexibility, even "portability", of structures is borne in mind.

Children and elderly people fall in an age group partly or fully dependent financially, so the burden of providing the special services they require will fall on the 20 to 64 age group. Vocational and unskilled labor opportunities for the young will also have to be provided if we are to keep them in the area.

Another important consideration is the loss to the central cities of a portion of their civic leaders in the 20 to 64 age group. Even though they may continue to participate in affairs of the central cities, their voice is diminished.

5.****EDUCATION:** By the late 1950's, the public school enrollments in the United States were rising at more than a million students a year. Minnesota enrollments also were on the rise at a rate of more than 25,000 a year.

From the actual pupil-in-average-daily-attendance enrollment of 629,612 in the school year 1959-1960, it is estimated that there will be an enrollment of approximately 797,642 in Minnesota in 1970-1971.

*Discussion of significance of age and sex distribution factor abstracted from Metropolitan Planning Commission - Population Study, Part III (1962)

**"Educating Our Children" - William L. Hathaway, Univ. of Minn., General Extension Div. & Agric. Exten. Service, from State Dept. of Educ. figures

School enrollment figures for the seven counties in the metropolitan area for the year 1961-1962 according to State Department of Education figures are as follows:

	<u>Elementary</u>	<u>Secondary</u>
Hennepin	83,994	64,095
Ramsey	37,196	27,879
Anoka	14,764	9,299
Dakota	8,786	7,651
Washington	6,326	4,947
Carver	1,505	1,733
Scott	<u>1,454</u>	<u>2,020</u>
	154,025	117,624

or a total enrollment of 271,649
for the MPA

The median school years completed by persons 25 years and over was 12.1 for the Minneapolis-St. Paul SMSA compared with 11.1 for United States metropolitan areas. Both Minneapolis and St. Paul had a slightly lower median with 11.7 and 11.4 years respectively. In suburban Hennepin and suburban Ramsey counties, the medians were above the median for the SMSA as a whole. Anoka, Dakota and Washington counties were below the median for the SMSA.

SIGNIFICANCE: Census tract data indicates greater homogeneity of educational attainment in the suburbs of Hennepin and Ramsey than in the city where the median for one tract may be as low as 8.5 years, while the median of another may be as high as 15.1 years. (The conclusions noted under item 4, age and sex distribution, are also relevant here).

6. **LABOR FORCE:** The central cities provided most of the jobs for the labor force in the SMSA. Of 565,360 employed who lived in the SMSA in 1960, 534,632 held jobs within the SMSA. Minneapolis provided over half the jobs held in the SMSA while St. Paul provided nearly one quarter. Suburban Hennepin and suburban Ramsey ranked next in providing jobs. Of the five counties in the SMSA, only in Dakota and Washington counties do proportionally more people who live in those counties also work within those counties rather than in the central cities. Manufacturing provides the largest number of jobs in the Minneapolis-St. Paul SMSA.

SIGNIFICANCE: Even though the importance of the city as a place to live may have declined, the city as a place to work is of key importance. However, without financial help from some quarter, there is a question as to whether cities which are indeed vital to the life of the suburbs, can pay the service bills necessary for the shifting population.

7. ***TRANSPORTATION:** It is hard to know which came first, the auto or the suburb, but that the two go together is one of the facts of

*Discussion of Transportation abstracted from Metropolitan Planning Commission - Population Study, Part III (1962)

metropolitan life. Of 565,360 workers, 392,483 went to work by automobile or car pool in 1960. Only 78,295 used the bus while 47,605 walked to work. In 1958 90% of the total inter-city passenger miles traveled could be credited to private automobiles. According to the Metropolitan Planning Commission, the Twin Cities area relies much more heavily on private automobile transportation than most other areas of comparable size. More cars are bringing fewer people into the downtown area at the morning rush hour, and the private automobile preference of our inhabitants has led to a decrease in the number of transit vehicles entering the downtown area.

SIGNIFICANCE: The contemporary historian, Lewis Mumford, has pointed out that 2/3 of central Los Angeles is occupied by streets, freeways, parking facilities and garages. The Twin Cities Metropolitan Planning Commission says that twice as much space is needed to park a car as is required for office space for one person. In other words, if each person in a 20-story office building drove a car to work, two 20-story parking ramps would be required to park the cars. If the present trend continues, adequate parking facilities will become a critical problem in congested downtown areas.

As auto use increases, transit use decreases. The flexibility of the automobile is undoubtedly a factor. On the other hand we must either accept the necessity for additional facilities to permit the safe and efficient movement of vehicles between population centers and within the congested downtown area, or we must look more carefully at the alternative of providing an acceptable mass transit system.

8. **HOUSING:** In the Minneapolis-St. Paul SMSA there are 463,110 housing units, over half of which were built before 1939. More than 55,000 were classified by the census takers as deteriorated or dilapidated. Most of these were in the central cities, but no suburb was free of such structures. About 75% of all housing units were single family dwellings. As one would expect, the central cities had more duplex and apartment units, but even in Minneapolis and St. Paul a clear preference is shown for single family dwelling units. Rented units are usually occupied by fewer persons (2.1) than the owner-occupied dwelling (3.4). The median valuation on owner-occupied houses in the Minneapolis-St. Paul SMSA is \$14,600, but again the median means less than the median swing from about \$8000 in some core-city tracts to a median of \$30,000 in some suburban areas.

SIGNIFICANCE: We hear a great deal these days about the deteriorating houses of central city, the loss of tax revenue, the need for urban renewal, redevelopment and rehabilitation. Even as the core cities struggle against slums, suburban areas are experiencing some blight. Not including the loss of structures through deterioration, redevelopment and renewal, or highway programs, the Metropolitan Planning Commission has estimated that the 7-county metropolitan area will need an additional 100,000 to 110,000 housing units to meet the population growth and change of the 1960's. The MPC feels that Metropolitan policy on location and pattern of development must be dealt with soon: "Should this new development continue to consist primarily of widely scattered housing projects

with large lots and low population densities, or is it desirable to work for continuous developments, smaller lots increased densities, and temporal growth controls?"

9. **RACE:** In 1960 the Minneapolis-St. Paul SMSA was 98.2% white and 1.8% non-white. Although the total non-white population is relatively small (27,404 out of a total population of 1,482,030), it grew $2\frac{1}{2}$ times faster than the white. The percentage of non-white people in the Twin Cities area is still extremely low compared to other large U.S. metropolitan areas.

About $\frac{3}{4}$ of the non-white people in the area are negro (20,702) while other races comprise about $\frac{1}{4}$. About half of the "other races" were American Indians and the rest Orientals. Although the greatest numerical increase in the 1950's was exhibited by Negroes, the American Indians and Orientals surpassed the negroes in rate of growth. The American Indian population in the Twin City area quadrupled during the decade.

Most of the non-white population was located in Minneapolis and St. Paul with the greatest increase taking place in Minneapolis. The negro population was clustered in a few small sections of Minneapolis and St. Paul while "other non-whites" were much more widely distributed. In Minneapolis the Negro population is found in three concentrated areas, while 85% of the Negroes in St. Paul lived in one contiguous belt. Non-negroes constituted more than half the population of these four areas, but in all four districts there had been a substantial increase in the Negro population during the 50's and a decline in the white population for the areas. There is less restriction on the movement of American Indians and Orientals.

SIGNIFICANCE: The Metropolitan Planning Commission in its "Metropolitan Population Study, Part II" says: "There is marked association between non-white residential patterns and slum areas in American cities. These slums tend to develop when social pressures or income limitations (often associated with race) are imposed on expanding non-white groups. The resultant pressure for living space in constricted areas helps to bring about a social and physical disintegration that culminates in the creation of a slum. These areas of blight and decay require a high investment in such public services as police and fire protection, youth programs, and welfare aids, and are rejuvenated only with great expenditures of time and money. If this line of reasoning is accepted, it follows that the question of race relations and housing policies is an issue which has an important bearing on the present and future development of the Twin Cities area."

The relatively small size of our non-white population offers us the opportunity for an effective solution of what has in many other metropolitan areas become an almost insoluble problem.

PART II - PHYSICAL FACTORS

A large quantity and wide variety of information exists about local aspects of the area's physical environment. All of the resource persons contacted indicated that Report No. 4, of the Metropolitan Planning Commission titled Metropolitan Land Study, April, 1960, is the only available reference document that deals with the physical characteristics of the area as a whole. For this reason the bulk of the material in this section was drawn from this source.

NATURAL ENVIRONMENT

Direction and pattern of growth of the metropolitan area is shaped, in large measure, by its physical characteristics. This area is fortunate in its natural conditions - water is in good supply, land is generally suitable for building, climate is healthful, soil is good and rainfall is adequate. Nevertheless these factors influence and often limit urban development. In order to understand our metropolitan area, to recognize reasons for problems and to justify any hope for guiding future development in a sound manner, we must understand the following factors and their significance.

1. TEMPERATURE: The climate in the Twin Cities area is classified as continental and is characterized by a tendency toward extremes. During a 30-year period of record, temperatures ranged from 34 degrees below zero to 108 degrees above - a range of 142 degrees! Both extremes occurred in 1936. The mean annual temperature is 45.1 degrees.

SIGNIFICANCE: Low winter temperatures and frost depths dictate a short construction season, higher construction costs, a need for deep footings and utility installations, and a curtailed shipping season on rivers.

2. PRECIPITATION: Annual precipitation normally will be within 3.8 inches of mean annual precipitation of 26.1 inches, but, during the 54 years of record, extremes of annual precipitations have ranged from a low of 11.6 inches to a high of 40.2 inches. Snowfall averages 42.4 inches a season. Severe storms, such as tornadoes and hail, do not occur frequently; maximum precipitation recorded for a 24-hour period is 4.1 inches.

SIGNIFICANCE: Precipitation pattern in the Mississippi-Minnesota Watershed above the Twin Cities has a great effect on river flows. Both water supply and sewage disposal are largely dependent upon maintenance of a minimum flow in these rivers. Intensity of rainfall and maximum precipitation for a 24-hour period must be considered in determining the level of storm drainage a community wishes to provide. Winter precipitation places a maximum limit on street grade consistent with safety.

3. WIND: Wind direction and frequency have an area-wide impact. In summertime when windows are open, most frequent winds are from the

southeast; winds are least frequently out of the northeast. Most serious air pollution problems occur when wind velocity is under eight miles per hour; higher wind velocities tend to disperse pollutants.

SIGNIFICANCE: As the metropolitan area grows there will be more sources of pollutants created and air pollution will become more of a problem each year. Windblown smells, irritants, and particles do not respect political boundaries. Wind pattern should be considered by home builders. Likewise, the fact that winds are least frequently out of the northeast suggests that installations that are known sources of air pollution would be less offensive if they were located northeast of population centers. However, due to other important considerations, potential air pollution sources cannot always be located where they will be least offensive. Need for control measures is indicated to prevent future pollution and to clean up existing air pollution in the area.

4. **TOPOGRAPHY:** The Metropolitan Area contains just under 3,000 square miles of highly diversified terrain with moderate differences in elevation. Lowest elevation in the area, 675 feet, is on the Mississippi River below Hastings. Highest, approximately 1,220 feet, is in Scott County, southwest of the village of Elko. The bulk of the area lies within an altitude range of 850 to 1050 feet. Greatest relief is along the bluffs of the Mississippi, Minnesota and St. Croix rivers, where at some points the elevation difference exceeds 200 feet.

SIGNIFICANCE: Topography is a major determinant of urban growth patterns. It greatly influences location of major transportation routes, street systems, sewer and water systems, direction in which growth will occur, and location of various kinds of development.

5. **GEOLOGY:** The greatly varying terrain found in the Area is the result of glaciers that once covered the entire Metropolitan Area. Deposits from these glaciers, averaging 100 to 150 feet in depth, are loose unconsolidated material, varying in size from fine clay particles to boulders. These materials were picked up by advancing glaciers from the earth's surface and later deposited when the ice began to melt. Two kinds of these deposits, called moraines, are especially important: ground moraine and terminal moraine. Ground moraine is deposited in layers by successive glaciers and tends to level the topography to a gently rolling surface. Terminal moraines, the deposits that accumulate when a glacier remains nearly stationary for a long period of time, are much thicker than ground moraines. The result is a distinctive terrain with irregular steep slopes and as much as 200 feet of local relief. Terminal moraines form a U-shaped bowl around Minneapolis and St. Paul, with the open end at the north.

SIGNIFICANCE: In some parts of the terminal moraine areas and along river bluffs there are slopes so steep that they prevent all urban development and constitute major transportation barriers. In other parts of the terminal moraine slopes are generally discontinuous and have a relatively minor effect on transportation routing, but do restrict residential development and limit most

industrial or commercial building. Generally, the ground moraine has a gently rolling surface with broad hills and shallow depressions. The Twin Cities Metropolitan Area has practically unlimited land resources with relatively few major restraints on growth due to soil or geography; with the large flat areas generally considered prime land for large residential subdivisions, shopping centers and industrial sites and the hilly wooded areas being used for middle and upper income residential areas.

6. SOILS AND BEDROCK: Soil types found in the Area show a wide variation in characteristics, being almost all derived from different glacial materials. Detailed soil information for the entire seven county Area is unavailable. What data are available are spotty, often outdated and incomplete. Amount of available collected data on depth of bedrock outside the central cities is inadequate.

SIGNIFICANCE: Bedrock too close to the surface can present problems in the construction of public utilities. Finding depth to bedrock is a problem because glacial deposits are highly variable in thickness and bear little relation to the bedrock surface in most of the area.

Soils are a determinant of land use and residential densities. Communities without sewers should consider the qualities of the soil for handling septic tank effluence in determining if development should be permitted and at what density. The costs of providing public utilities will vary with soil types and serve to discourage development in some areas. Organic soils (peat and muck) are undesirable for construction purposes because of poor footings; frequently poor drainage occurs in peat areas.

In the Metropolitan Area wide variation in quality of soils for farming purposes should also be considered. Aside from the logic of reserving the best agricultural land for farming, there is another matter to be considered. If the Twin Cities Metropolis is to avoid the fate of many other metropolitan areas - an ever expanding urban landscape with only an occasional playground or park to relieve the monotony - steps must be taken to preserve some of the existing open spaces. Two kinds of land offer greatest possibilities for preservation: the poorest and the best. The poorest land, such as swamps and peat bogs, can be preserved as open space because it is largely unusable for urban purposes. The best, which is the most productive farmland, might possibly be preserved in its present character, since it is already yielding a relatively high economic return. Potential methods of development options, exclusive agricultural zoning, and revised assessment procedures, should be investigated.

7. DRAINAGE: Irregular surface, high water table and other characteristics of this glaciated area result in many lakes, potholes, poorly drained areas and swamps. Many drainage basins have no natural outlets, and a system of connecting streams is lacking in much of the Area. In the seven counties there are three major watersheds draining into the Minnesota, Mississippi, and St. Croix rivers.

SIGNIFICANCE: The watershed pattern imposes serious limitations on construction of sewerage plants by individual communities, many of which lack access to a major river capable of safely receiving the effluent.

A marsh or a lake is formed when the ground water table is higher than the surface of the earth. When a marsh has developed because of low relief and poor natural drainage the area is generally unsuited for development. Marsh drainage is less of a problem in areas of high relief where marshes may be caused by "parched" water tables which are the result of an impervious layer, such as clay, forming a localized barrier to the downward movement of water.

Where ground water table approaches within six to twelve feet of the surface, individual sewage systems normally do not function properly. Development of these areas will necessitate establishment of central sewer systems and in some cases this cost will be prohibitive, as the sewers would need to be oversize to accomodate seepage of ground water.

Major floods in the Area take place in the Mississippi and Minnesota river valleys, usually the result of snow melt and spring rain. Large investments should not be made in the flood plain without adequate protection. There is a need for flood plain zoning to prevent development in unprotected river bottoms. River communities also have an interest in any upstream development that reduces the storage area of the flood plain, since this will almost always intensify downstream flooding. Another aspect of flooding is local drainage problems created by inadequate storm sewers.

8. WATER RESOURCES: The Area's water resources exist in the form of surface and underground water supplies.

Surface Water: In excess of 150 square miles of the 3000 square mile Metropolitan Area is in water. In addition, these three large river systems, the Minnesota, Mississippi, and St. Croix Rivers and their tributary streams bring water from the outlying headwater areas and transport the area's water to downstream location via the Mississippi River.

A wide variety of demands are made on the area's surface water resources. For example, the Mississippi River functions as the major source of water supply for Minneapolis and St. Paul. In addition the area's rivers provide means of diluting and transporting sewage and other wastes deposited into the rivers at various points with various degrees of treatment. The Mississippi and Minnesota rivers are important sources of condensation water for the steam powered electrical generating plants which serve the region. The rivers also function as an important artery of transportation.

The lakes and rivers of the area function as reservoirs for the storage and disposal of storm water and through percolation serve to recharge the area's underground water supplies. The area's surface water resources are also a major recreational resource,

and in a larger sense contribute an invaluable element of amenity to the area's living environment, which has become nationally identified as the "land of sky blue waters".

Ground Water: In general terms, water that comes from the ground is to be found either in the loose soil like material near the surface (in this area it is glacial drift) or in the deep lying rock formations that in this area have been laid down in layers or strata. Rock strata underlying the Twin Cities Metropolitan Area are shaped like a colossal saucer which functions as a huge underground water reservoir. By the drilling of deep wells, this basin is extensively tapped as a source of domestic and industrial water supply.

In addition to the 850,000 people who are served by the two central city water systems, about 250,000 additional people in the Metropolitan Area are served by community water systems which through deep wells tap this underground basin as the source of supply. The remainder of the people of the area are served by private wells which are usually relatively shallow and tap water supplies located in the glacial drift.

In addition to supplying the area's domestic and industrial uses, the area's underground water is used as a coolant for air-conditioning, agricultural irrigation and is pumped to the surface and is discharged into lakes in the area in order to maintain their levels for recreational purposes.

SIGNIFICANCE: The Metropolitan Planning Commission in its Water Study* states "Although the water resources available to the area are ample, there is a strong need for better management in their use and development. Because numerous water uses are functionally and organizationally related, affecting many interests, water must be dealt with on a comprehensive basis."

The quality of the area's water supply is being threatened by contamination in the form of sewage and other domestic and industrial wastes. Studies by the State Department of Health** indicate that of 45 communities located adjacent to Minneapolis-St. Paul, 46% of the domestic wells in the area exhibit some evidence of contamination from the recirculation of septic tank effluent. Moreover, the location of community sewage treatment plants within the Metropolitan Area and the quality of treatment that these plants are producing poses special problems for other users of water such as domestic water supply and recreation.

The area's water resources must also be managed to protect the quantity of supply. Generally the amount of water available for domestic consumption from surface sources is dependent on the

*Twin Cities Metropolitan Planning Commission, Metropolitan Water Study, Part II, Page 3 (July 1960)

**American Journal of Public Health, Vol. 51, #8 - Woodward, Kilpatrick, Johnson, Experience with Ground Water Contamination in Unsewered Areas in Minnesota. August 1961

volume flow in the area's rivers. This is often a function of the management practices of the headwaters reservoirs which are located outside the Twin Cities Metropolitan Area. Past records indicate that during periods of extreme drought the flow of the Mississippi River, for an example, has been reduced to a point which would be deficient to meet anticipated future demands.

The amount of underground water available to the area in the future will be dependent upon the rate at which the water is removed in relationship to the rate at which the underground reservoirs are recharged by the introduction of surface water. Although opinions vary concerning the amount of water available from underground supplies, the Division of Waters of the State Dept. of Conservation estimates that in fifteen to twenty years the rate of withdrawal of this resource will equal the rate of recharge. Thus, presumably, the area would be in a position of "mining" its ground water resources. Therefore, increasing reliance must be placed on surface water supplies to meet future needs.

At present there are over 125 organizations representing all levels of government and private interests that have a direct influence in the utilization of water in the Metropolitan Area. Almost every group that has studied this problem, has concluded that a single coordinated program for the development, management and utilization of the area's water resources will be essential, if the diverse and sometimes conflicting and competing demands that are being made on it are to be met in the future.

NOTE: For more complete discussion of the area's water problems see the following reports from which this material was abstracted: Twin Cities Metropolitan Planning Commission, Metropolitan Water Study Part I & II.
Division of Waters, State Department of Conservation, Water Resources Minneapolis-St. Paul Metropolitan Area, Bulletin No. 11 (1961)

CULTURAL ENVIRONMENT

Cultural factors can be as effective as natural factors in determining shape of growth of the Metropolitan Area. Cultural factors on this study include land ownership, land use, subdivision activity and zoning.

9. LAND OWNERSHIP: Because of the trend to use large tracts of land in development of such projects as residential subdivisions, shopping centers and industrial sites, most of the bigger developments are expected to occur where parcels of usable land of a minimum size of 35 acres are available. Within the seven counties the average size parcel of land varies from county to county. A large proportion of parcels in Hennepin and Anoka counties are under 100 acres. In Washington, Scott, Dakota and Carver counties the average parcel size is bigger. Ramsey county has little land left in parcels over 35 acres.

SIGNIFICANCE: This land ownership pattern is a major cause of leap-frog developments. "Leapfrogging" is a term used to describe the process of building large residential developments several miles beyond the perimeter of existing built-up areas.

These developments frequently occur in areas that are unprepared to provide urban services required or where extensions of services are not economically feasible. For the homeowner within an inefficient, scattered development pattern the alternatives may be to do without urban services or to pay the high cost of obtaining them.

10. LAND USE: Land use is one of the most important and permanent elements in the cultural environment. The manner in which urban land is used represents a tremendous commitment of capital, and, therefore, major changes in land use patterns are exceedingly difficult to accomplish. Change normally occurs gradually and present-day patterns of land use have a profound effect on future patterns. In 1958 the Twin Cities Area Transportation study of the Minnesota Highway Department determined that 246 square miles were used for urban purposes. On that 246 square miles the percentages in succeeding paragraphs are based.

Public and quasi-public land is a broad land use category including:

1. Public streets and alleys.
2. Quasi-public buildings and land - those facilities not in public ownership, but open to the general public or a segment of the general public - includes such facilities as churches, private and parochial schools, country clubs, and YMCA's.
3. Public buildings - includes public schools, fire stations, village halls, etc.
4. Public open space - includes parks, public cemeteries, game preserves, etc.

In 1959 streets and alleys occupied 29 percent of the land that was in urban use. This percentage is decreasing primarily because of more efficient design of many new subdivisions.

Other public and quasi-public land uses occupy an additional 14 percent of land in urban use. Acquisition of public land has not kept pace with the Area's rapid population expansion.

Industrial land use occupies 12.6 percent of developed land. Approximately 39 percent of land used for industrial purposes is within Minneapolis and St. Paul, but, because of shortage of large tracts of land within the central cities, an increasing percentage of the Area's industrial development is taking place in the suburbs. Lack of such facilities as water and sewer in many suburban areas has no doubt been a factor in preventing even greater suburban industrial growth.

Industrial growth inside central cities is still significant, but here higher land values and shortage of open land available have resulted in more intensive land use, with a greater percentage of industrial land covered by buildings.

Commercial land constitutes only 2.5 percent of land in urban use but it is an extremely important part of the urban scene - not only from the standpoint of employment and tax base, but also in terms of the problems it creates, for example, heavy traffic is generated. Land use conflicts in an area which has been partially developed for purposes other than commercial may result in pressure for spot zoning and thwart efforts for a planned community.

Residential land comprises 42 percent of the urbanized area. Virtually all available land inside the central cities has been developed and growth has continued to push outward, most spectacularly to the south and northwest of Minneapolis. Policies and standards of the Federal Housing Administration and the Veterans' Administration have greatly influenced the character of the Area's growth. Much post-war housing could not have been built without them; they encouraged detached, single family houses. F.H.A.'s minimum property standards have become standard for almost all home construction, and too often these minimums have also become maximums.

11. LAND SUBDIVISION: Between 1950 and 1958, subdivisions consumed over three square miles of open land per year within the seven county area. Promoting sound subdivisions is both a public and a private responsibility, shared by the community and the developer. Inadequate subdivision design or substandard development can result in higher costs for municipal services, lower tax returns, traffic problems, and premature deterioration of the area. To date, all too few municipalities in the Metropolitan Area have accepted their responsibility to provide the land development process with the positive guidance that would produce unified neighborhoods. As a result, many of the 70,000 new home sites created between 1950 and 1958 are in subdivisions that have been imposed upon the community in a patchwork pattern. Good subdivision regulations properly administered with the guidance of a well-thought-out community plan, are among the most important tools

available to the municipalities of the Area for achieving sound community development.

12. **LAND ZONING:** Zoning is a process whereby communities are divided into districts or zones, within which the use of land and structures, size of lots, building coverage, bulk of structures, and density of population are uniformly regulated by ordinance. The zoning device has been created in response to a need to protect the public health and safety and to promote the general welfare by encouraging the use of the community's land resources in such a way that the public interest will not be adversely affected. Because it controls the use of land, it is one of the most important tools for carrying out the objectives of a comprehensive community plan. In its best sense, zoning may be thought of as a legislative expression of a land use plan. An examination of existing zoning practices is fundamental in any attempt to understand the factors that influence and control the use of the Metropolitan Area resources. There are 42 communities in the Metropolitan Area for which both land use and zoning data have been compiled.

SIGNIFICANCE: Within these 42 communities, 42,493 acres have been zoned for industry, of which 15,800 acres are actually being used for this purpose. Rough estimates of future needs suggest that this is more land in industrial zoning classification that will be used in the foreseeable future; unfortunately it is not necessarily in the right place. Likewise there is an overabundance of land zoned for commercial use. This points to the need for intensive study of community land use needs as a basis for developing realistic zoning regulations.

Residential zoning affects the liveability of a community perhaps more than any other factor, and is also apt to be the most complex factor. There are three main considerations: 1) Density. Excessive population density has historically been a problem of American cities. In recent years excessively low density has raised problems such as the economic provision of such utilities as sewer, water, school, streets, and highways.

2) Housing types. People who live in a Metropolitan Area have various housing requirements due to differences in income, family size, and general preference of a way of life. There is a need for a variety of choices, not only within the Metropolitan Area itself, but within neighborhoods and localities. All too often people are forced to move from their home community, severing ties and associations that have been built up over a period of years, simply because their housing needs have changed. There is a need for a thorough going housing market analysis at the metropolitan level, in order to develop effective and appropriate policies concerning residential zoning in the area. Apartment construction appears to have increased greatly during the last few years. In fact, there is already some concern whether certain areas are over-built at the present time.

3) Pattern. The physical relationships between various parts of the area and the arrangement of land uses within each of these parts affects the life of virtually everyone in the area. Common activities such as the journey to work, shopping, and recreation are influenced by the development pattern.

PART III - ECONOMIC FACTORS*

1. **LOCATION:** The economic activity of an area is strongly influenced by its location relative to the distributional pattern of human and natural resources. The Metropolitan Area is located at the juncture of three major economic and physical regions of the United States.

One of these is the economic heartland of the U.S., an industrialized region consisting of that portion of the country east of the Missouri River, north of the Ohio River and south of the Lower Great Lakes. The Metropolitan Area is on the northwestern edge of this industrial area.

Another region is the Northern agricultural plains which are located to the west and northwest of the Metropolitan Area. Some characteristics of these agricultural plains are: a heavy preponderance of raw material production, low rate of population growth and a per capita income below the U.S. average. The Metropolitan Area is this region's link with the industrial economic heartland.

The third region is the "North Woods", located to the north and northeast of the area. Its small population has failed to grow much since 1940. The ability of the region to capitalize on new developments in the use of timber and minerals will depend upon the competitive position of these potential sources relative to other domestic and foreign materials and upon the national development policies of the U.S. and Canada. The continued importance of the North Woods area as a vacationland is promising.

SIGNIFICANCE: One advantage of the location of the Metropolitan Area is its position relative to the westward trend of population and industrial growth in the nation as a whole. Another advantage is an unusually attractive natural environment, both in the Metropolitan Area itself and the nearby vacation area. The quality of the area's population, as indicated by various governmental analyses, ranks high in levels of health, education, skills and behavior. This, too, is a locational factor.

On the negative side, the Twin Cities Metropolitan Area is also affected by the economic problems of these regions.

2. **ECONOMIC HISTORY OF THE METROPOLITAN AREA:** The most pronounced feature of the Metropolitan Area's economic history has been its functional stability and lack of spectacular change.

In the mid-1850's it became evident that the two locations of St. Paul and Minneapolis, some 10 miles apart by land, had passed their competitors in the struggle for dominance. By 1880 Minneapolis had developed as the prime manufacturing center of the northern Midwest, while St. Paul concentrated on trade and transportation.

*Unless otherwise noted, the material in this section is an abstract of the Twin Cities Metropolitan Planning Commission's Economic Study, June, 1960.

During the 1880's and 1890's the Twin Cities developed into a single major U.S. urban center. By 1900 economic expansion had established the Twin Cities as a leading U.S. center for grain milling and marketing, machinery manufacturing, food product processing, and a regional center for railroads and shipping, livestock marketing, lumbering and wholesale trade. Except for lumbering all these functions are still important in the Metropolitan Area economy.

SIGNIFICANCE: Many of the largest and most rapidly growing employers in the Metropolitan Area have been active on the local scene for a half century or more. Some of these have diversified to keep up with changing economic conditions. The production of goods based on the raw materials of the region and intended for regional markets has declined in importance. The manufacture of goods using raw materials from outside the northern Midwest area and intended for sale to a national and international market has grown in importance.

If the area's industry had maintained its early characteristics and operated exclusively as a service center for its region, its development would have been seriously hindered due to the limited demand for products in the agrarian region. By shifting its emphasis toward the Nation as the predominant market for its goods, the area has continued to grow.

3. **LABOR FORCE AND EMPLOYMENT:** In terms of both employment and population the Metropolitan Area is growing faster than other parts of the state and upper-Midwest, and is very gradually becoming an extension of the northeastern United States manufacturing complex.* Of the three major classes of employed (wage earners and salaried people, self-employed, and unpaid family workers) 90% of these employed in the Metropolitan Area fall into the wage and salary group. Most of the remaining are self-employed, i.e. doctors, store proprietors, barbers. Unpaid family workers, found mostly in agriculture, make up less than 1% of the employed in the area.

The 1960 Census reveals that a higher proportion are women in our labor force than the national SMSA average. This is related to the large number of clerical positions in this area, and the somewhat large proportion of women in the total population.

The Census indicates a slightly older labor force than in most parts of the country. This is due to our slightly larger-than-average elderly population and has lent emphasis to the stressing of hiring older workers and raising the traditional 65 as retirement age.

*City of St. Paul Planning Commission, St. Paul Economic Study, (July, 1961)

Employment by Economic Activities, 5-County Metropolitan Area, 1959*

	<u>Thousands of Persons</u>	<u>Percent of Total</u>
Manufacturing	153	26%
Wholesale Trade	46	8
Retail Trade	103	17
Service Activities	83	14
Construction	37	6
Other Activities	<u>169</u>	<u>29</u>
Total Employment	591	100%

One of the most important developments in the area affecting employment in recent years has been the growth of industries which manufacture electronic equipment and products. The Metropolitan Area is now one of the top four electronic centers in the country. The favorable outlook for continued growth of this industry should be a significant factor in providing job opportunities here in the future.

Employment gains in the non-manufacturing fields such as construction, retail and wholesale trade and transportation have been modest. The number employed in the fields of finance, insurance, real estate and service have increased more rapidly.

Although suburban areas have experienced steady increases in employment opportunities, the central cities are maintaining their relative position as major employment centers. The rise in the suburban employment is far below its population increase.

SIGNIFICANCE: An outstanding characteristic of local employment is diversification with no firm or industry group in a dominant position. This diversification has enabled the area to weather economic variations better than have many other metropolitan centers. Also no single group of employers is in a position to dominate the economic life of the community.

The Metropolitan Planning Commission projection shows about 300,000 additional wage and salary workers will be found in the area by 1980. Since post-war growth has been satisfactory and the area has held its own in the national economy the employment outlook is encouraging. If past trends continue, the most important sources of new jobs will be those related to expansion by the existing business community.

4. **MANUFACTURING:** Manufacturing plants tend to be located within the two central cities and the south, southeast and nearby west suburbs. Growth in the northern suburbs has been modest. Twin Cities Metropolitan Area manufacturers have exhibited flexibility (through the years) in adapting to changing conditions. For example, during World War II, an ordinance industry grew to

*City of Minneapolis Planning Commission, Jobs & Workers, (June, 1960)

fulfill a wartime need.* Post-war growth of the electronics industry reflects a response to the need for such products in our increasingly automated society.

****Between 1946 and 1959, manufacturing activities accounted for development at 416 sites with an expenditure of \$125 million and used 1,190 acres of new land not used by industry previously. The petroleum industry led in both building and investment and new land used for manufacturing. Also important were non-electrical machinery, food products, fabricated metals, stone, clay and glass, and scientific instruments. While more than 400 different companies were involved, five firms stood out in manufacturing construction. They are Great Northern Oil Company, Minnesota Mining and Manufacturing Company, Theo. Hamm Brewing Company, General Mills, Inc., and Minneapolis Honeywell Company.**

Between 1946 and 1958 some 80% of the total investment in new buildings and in land newly developed for industrial purposes was made by firms already located in the Metropolitan Area. This fact makes it apparent that shifts within the area were significant. The majority of these plant migrations were movements out of the central industrial area of the two cities into the nearest area where suitable industrial sites could be obtained. Five communities with exceptionally large industrial land developments were Rosemont Township, Cottage Grove Township, and St. Paul Park, Maplewood and Golden Valley.

SIGNIFICANCE: Manufacturing at present employs a smaller proportion of the labor force in this area than it does in the nation as a whole. Our geographical location is primarily responsible for this as we are away from the nation's population centers and major fuel resources; and we are at some disadvantage with respect to transportation costs.

This situation has been corrected somewhat by development of high-density employment industries, notably electronics. These have kept employment growing normally in local manufacturing.

*****A mid-1950 study conducted at the University of Minnesota analyzed the effects of various locational factors on growth of manufacturing in the state. The general opinion of the 215 Minnesota manufacturers who responded to this inquiry was that the personal property tax was a disadvantageous factor. The cost of labor was rated as a favorable locational factor, as were attractiveness of the community as a place to live and the good "work attitude" of the employees. Other advantages are abundant supply of raw materials and our position in relation to the general westward trend in U.S. population and industrial growth.**

***City of St. Paul Planning Commission, Economic Study, (July, 1961)**

****Twin City Metropolitan Planning Commission, Metropolitan Economic Study, (June, 1960)**

*****University of Minnesota, Industrial Location and the Minnesota Economy - (1955)**

5. TRANSPORTATION: The major emphasis in development of transport connections in this area has been the joining of the industrial East with the raw-material-producing West.

Trucking is an important element in the Twin Cities economy. This area has a strong position as a transportation and distribution headquarters for a large section of mid-America. St. Paul, Minneapolis and Roseville are the most important areas which serve as headquarters for these trucking firms. The movement of live-stock and other agricultural products is important to the local trucking picture. Further moves to Roseville and beyond may be expected as more land becomes necessary for operation. Access to freeways, increased cooperation with other media, such as railroads, should play an important role in the continued growth and future location of trucking centers.

When railroads were introduced, the Twin Cities area was the largest population center west of Chicago, so this form of transportation tended to focus here.* At present, railroads are the major means of transport for the area and are likely to continue so for a while. However, their future will depend upon their continued ability to compete, both in price and service, with other modes of transportation.

Barge transport is still the cheapest means of shipping large quantities of goods. Our location to the Mississippi River is important to activities such as grain elevators, power plants, petroleum companies, gravel and sand yards that ship and receive bulk products in volume. Although barge traffic has increased in the past decade, its role as a carrier of bulk fluids is being challenged by the increased use of pipelines.

Pipelines have developed rapidly because the area's location is convenient for establishing facilities to process crude oil tapped in the Canadian oil fields of Manitoba.** The oil is refined here and distributed to the Upper Midwest region. The efficiency, freedom from climatic interference and adaptability to automated operations indicate an increasing use of pipelines in the future.

Since the Metropolitan Area is the only large metropolitan center in the northern area between the Great Lakes and the Rockies, it has developed as a major hub for airline service. In the transporting of goods, air has become important for moving light-weight, small items where delivery time is a factor.

Inter-city bus service is of great importance to this area as many smaller communities, no longer served by the railroad, rely upon buses for transportation. Transit service within the Metropolitan Area has steadily declined and as long as the automobile remains a

*City of St. Paul Planning Board, Economic Study-Community Plan, No 10 (July, 1961)

**City of St. Paul Planning Commission, Economic Study, (July, 1961)

***Twin Cities Planning Commission, Metropolitan Transportation Study, Part I, (July, 1960)

more rapid and convenient form of transportation within the city it is likely to continue.*

SIGNIFICANCE: There are two phases of transportation as far as urban economy is concerned. One is the internal system which is a circulation system making the production of goods possible. The other is an external system with connections for marketing of the goods produced locally, and securing of raw materials needed for productions.

Transportation needs are determined by the manner in which land is used, while land use patterns are shaped by the accessibility to transportation. Therefore transportation planning should go hand in hand with land use planning. The major streets system should be designed to serve communities and neighborhoods - residential, commercial and industrial. However, its primary function is the movement of traffic in an efficient, economical, safe and pleasant manner.

Today, public transit is indispensable to certain socio-economic groups, such as the young and the elderly. The importance of rapid transit in the future may increase if the rate of street construction and improvement does not keep up with the traffic increase. Private auto usage in this area is high for an urban center, thus related problems of parking facilities and highway design are also important.*

6. **WHOLESALE:** Since the turn of the century, wholesale trade has been an important part of the economy of this area. The Twin Cities area employs almost a third more people proportionately in wholesale trade than the nation as a whole. It is a distribution center for the Upper-Midwest. The primary trade territory has changed little geographically since the late 1880's. It is composed of Minnesota, the Dakotas, western Wisconsin, and eastern Montana. Large portions of this territory have experienced population decline or stagnation since the depression years. However, a substantial expansion of population and economic activity has occurred in the Twin Cities Metropolitan Area since 1930 and this has compensated for the regional slowdown.

The kinds of goods handled by local wholesalers have not changed much since 1900, although there have been shifts in the relative importance of various products. In 1929 farm products were responsible for more than one-third of the total sales volume, by 1954 farm products accounted for only 27% of sales. The presence of two nationally known agricultural institutions, the Minneapolis Grain exchange and the South St. Paul Livestock exchange, probably assure the continued importance of farm product sales. The increase in the sale of durable goods (machinery, building material and electrical goods) has been the most significant change between 1929 and 1958. Groceries also had a large wholesale sales growth in that period.

*Twin Cities Planning Commission, Metropolitan Transportation Study, Part I, (July, 1960)

SIGNIFICANCE: The existence of a diversified, readily accessible and economically sound salesmarket is the principal reason for location of wholesale firms in the Twin Cities.* The fact that the area is emerging as a major wholesale area is shown by the amount of building activity related to wholesaling in the post-war years. Most of the new building occurred within the central cities, the bulk of the rest going to St. Louis Park, Hopkins, Bloomington and Golden Valley. An effect of these moves from the old downtown areas has been the vacant structures left by the departing firms, adding to the need of central business district planning.

7. **RETAILING:** Retailing grows in volume as local population and income expand. While sales and customers have increased, the total number of retail outlets has declined. This is happening also on the national level as thousands of little neighboring stores close and the big supermarket and multi-store shopping center take over.

Between 1929 and 1958 auto outlets, gasoline stations and eating and drinking establishments increased their share of local sales. During this period apparel stores, general merchandise outlets and the non-store retail group (mail order, vending machines, etc.) had a decrease in share of Twin Cities sales. These changes are in accord with the national picture, with the exception of the non-store retail group, and this no doubt reflects the low rate of population increase in the upper-Midwest region, since mail order sales are important to the area. The two regional mail order houses of Sears Roebuck and Montgomery Ward serve a large territory outside the Metropolitan Area.

Retail Establishment and Employment Trends*
Standard Metropolitan Area

	<u>No.</u> <u>Establishments</u>	<u>Employment</u>	<u>Sales</u>
1939	12,577	56,355	799,234
1948	9,957	77,796	1,294,714
1954	11,561	74,304	1,334,511
1958	11,427	83,677	1,521,899

Note: Sales adjusted by National Consumer Price Index to 1947-49 (equals 100)

SIGNIFICANCE: Changes in the patterns of retail trade in the area are marked by the growth of the suburban shopping center dependent upon easy access and offering easy parking. In the past few years retail employment in the Metropolitan Area has grown, a reflection of the increased importance of suburban retail centers.* Extensive remodeling of the downtown districts has been another characteristic, however, indications are for a continued increase in suburban retail facilities. An outgrowth of the latter may be abandonment of older sites and, again, as in other instances, leads to a problem of utilization and/or redevelopment.

*St. Paul Planning Commission, Economic Study, (July, 1961)

8. **FINANCE-INSURANCE-REAL ESTATE:** A post-war employment gain of 44% was noted in the finance-insurance-real estate category. Insurance office and financial houses accounted for most of this increase, although population growth and the decentralization of firms also were contributing factors.

The growth of the Twin Cities area as a financial center in the 20th century has been very significant. By the 1920's the Twin Cities finance houses were able to finance most of the crop movements of the surrounding region; previously this financing was dependent on eastern financial institutions. In addition we have become the 7th largest insurance center in the nation.

SIGNIFICANCE: The ninth Federal Reserve bank was placed in the Twin Cities as a result of dependence and financial relationship with national banks in the region. This has been important in developing economic ties throughout the reserve district (Minnesota, No. Dakota, So. Dakota, Montana, western Wisconsin, and the Upper Peninsula of Michigan). By the 1950's the Twin Cities had grown as a financial center from a debtor to a creditor.

CONCLUSION: The Metropolitan Economic Study of the Twin Cities Metropolitan Planning Commission has stated: "It can be said that the general condition of the Twin Cities Metropolitan Planning Area economy has been good since the end of the depression of the 1930's, and the future appears to be bright. However, there is no justification for complacency; forces of change are at work, which, if left untended, could alter this picture. There is a need for the continuous formulation of research based, action oriented policies designed to deal with these forces of change in such a way as to assure continued growth and prosperity. The area's bright future will depend to a large degree on its alertness to new situations and the vigor with which it strives for improvement."

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COUNCIL OF METROPOLITAN AREA LEAGUES
LEAGUE OF WOMEN VOTERS OF MINNESOTA

Survey Committee #2 - Outline

November, 1962

To date the intergovernmental relations sub-committee has listed about forty agencies, bureaus, commissions, and departments on various levels of governments that have some sort of intergovernmental activity in their programs within the Twin City Metropolitan area.

There are many agencies that are purely advisory, there are several special purpose districts set up for specific purposes within the area. There are federal, state and local departments that have some sort of official or unofficial relations with other governmental units. Several of the federal agencies or departments have more than one program involving assistance to local governments. In addition there are various associations of public officials or public groups which maintain research departments to provide information for use of their members.

The sub-committee on Intergovernmental Relations is gathering information on many of these agencies. We plan to cover the following:

1. The authorization for their establishment, such as legislative action, etc.
2. The number of members on commission, how they are chosen, their terms of office and remuneration, if any.
3. The powers and duties of each agency.
4. The source of its funds, whether it may levy taxes or depends on dues or appropriations.
5. The area affected by its work with specific reference to the metropolitan area.
6. Jurisdiction. How its decisions are implemented.

Federal Agencies, Bureaus & Departments whose programs involve intergovernmental relations, fiscal or otherwise:

U.S. Bureau of Roads - Dept. of Commerce
U.S. Army Corps of Engineers
U.S. Dept. of Health, Welfare & Education (several programs)
U.S. Housing & Home Finance Administration
U.S. Department of Agriculture
U.S. Public Health Service
Office of Civil and Defense Mobilization

State Agencies & Departments whose programs involve intergovernmental relations:

Minnesota Tax Department
Minnesota Railroad & Warehouse Commission
Minnesota State Board of Health
Water Pollution Control Commission
Minnesota Department of Education
Minnesota Department of Welfare
Minnesota Crime Bureau
Minnesota Municipal Commission
Minnesota Department of Business Development

Intergovernmental Relations (2)

State Agencies (continued)

- State Soil Conservation Committee
- Minnesota Water Resources Board
- Minnesota Department of Conservation
- Board of Regents

County Department involved in work that entails cooperation with other governmental groups:

- County Assessors or Supervisors of Assessors
- County School Superintendents
- County Welfare Boards
- County Highway Departments
- County Commissioners
- County Soil Conservation Districts
- Suburban Relief Association
- Sheriff

Town or City Department and agencies which have intergovernmental relations:

- Local Assessors
- Local governing bodies
- Local Housing and Redevelopment authorities
- Local engineering or street departments
- Local Planning Commissions

Local School Districts.

Special purpose districts:

- Twin City Metropolitan Sanitary District
- Metropolitan Mosquito Control District
- St. Paul Port authority
- Upper Mississippi Harbor Project
- Metropolitan Airports Commission
- Metropolitan Sports Commission
- Watershed districts

Advisory Groups:

- Metropolitan Planning Commission
- Minnesota League of Municipalities
- Hennepin and Ramsey County Leagues of Municipalities

COUNCIL OF METROPOLITAN AREA LEAGUES
League of Women Voters of Minnesota

Survey Committee #3 Outline

November, 1962

COMPARISONS OF GOVERNMENTAL PROCEDURES IN OTHER METROPOLITAN AREAS

- I. Joint Efforts in Metropolitan Areas
 - A. Informal Cooperation
 - 1. Day to day contacts by public officials
 - 2. Hamilton County Purchasing Committee
 - 3. Citizens' organizations
 - B. Planning Agencies
 - 1. Local Planning Agencies
 - 2. Metropolitan Area Planning Agencies
- II. Approach to Metropolitan Problems through Existing Governmental Units
 - A. Contractual Agreements
 - 1. Definition
 - 2. Examples
 - 3. Advantages and disadvantages
 - B. Extra-territorial Agreements
 - 1. Definition
 - 2. Examples
 - 3. Advantages and disadvantages
 - C. Functional Transfers
 - 1. Definition
 - 2. Examples
 - 3. Advantages and disadvantages
- III. Approach to Metropolitan Problems through Newly-created or Adjusted Governmental Channels
 - A. Special Districts
 - 1. Single-purpose Metropolitan Districts
 - a. Definition and function
 - b. Examples
 - 1) Chicago Metropolitan Sanitary District
 - 2) New York Port of Authority
 - 3) Others
 - 2. Multi-purpose Metropolitan Districts
 - a. Definition
 - b. Use
 - c. Municipality of Metropolitan Seattle
 - B. Annexation
 - 1. Definition
 - 2. Background
 - 3. How used
 - a. Authority conferred on home rule cities
 - 1) Texas cities
 - 2) How methods differ
 - 3) Results (favorable and unfavorable)
 - b. City-county separation law
 - 1) Virginia cities
 - 2) Judicial process
 - 3) Results

(Comparisons of Governmental Procedures in Other Metropolitan Areas)

- c. Annexation as part of other plans
 - 1) Examples
 - 2) Results
 - 4. Various annexation laws
 - 5. Situations to which annexation is best adapted
 - 6. Advantages and disadvantages of annexation
 - C. Processes of City-County Separation and City-County Consolidation
 - 1. Similarities and differences in definition
 - 2. Separation
 - a. Background
 - b. Examples
 - c. Advantages and disadvantages
 - 3. Consolidation
 - a. Background
 - b. Various forms
 - c. Examples
 - d. Advantages and disadvantages
 - D. Federation
 - 1. Definition
 - 2. Methods of securing federation
 - 3. Examples
 - a. Toronto Plan
 - b. Miami-Dade County, Florida
 - c. Others
 - 4. Advantages and disadvantages of federation
- IV. Special Considerations of Various Metropolitan Plans
 - A. Voter Acceptability
 - B. Standards for Evaluation

EXISTING PROBLEMS OF THE METROPOLITAN AREA

At the conclusion of the Governor's Conference on Metropolitan Problems in October, 1961, policy statements were adopted which delineated specific problems of the Twin Cities area. The problems which were considered of primary concern were water supply, sewage, transportation, parks and open lands and the broad problem of financing.

The work of Committee No. 4 is to survey these and other problems and to prepare suitable resource material for the membership of the CMAL indicating the existing problems of the area, how they are being dealt with at present, and if possible some alternative approaches to these problems for the future.

The following is a brief statement relative to some of the problems to be surveyed.

FINANCE: Some of the factors to be considered in the area of finance are:

1. The property tax - its use, assessment procedures and administration.
2. Taxing authority of metropolitan special districts.
3. The relationship between political and fiscal problems in the metro area and in individual governmental units within that area; the dependence of fiscal solutions upon political solutions.
4. Additional and/or alternate revenue sources for local or area-wide use.
5. Financial burden of the cities compared to that of the suburbs.

WATER SUPPLY: The problems are many: contamination of the water supply in the rapidly growing suburban areas because of shallow wells and septic tanks and other domestic and industrial wastes, wasteful uses of ground water, eventual inadequacy of the major source of surface water (the Mississippi River and its tributaries) to meet the future needs of the metropolitan area, lack of coordination and cooperation between agencies and various governmental levels, apathy of the general public, and lack of legislation to meet needs.

Factors that should be considered in meeting these problems include a comprehensive water management structure, control of water quality and water use, current and future requirements, multi-purpose and long range planning, cooperative effort and coordination between governmental levels, plus a better means of communication in presenting the problems to all concerned.

SEWAGE: The same problems exist as in the area of water supply. In addition there are problems arising from the lack of enforcement of standards for private wells, septic tanks, or private sewer systems. Possible solutions to be considered include a metropolitan sanitary district, regional plants or expansion of present treatment plants.

Factors to be considered are home rule, financing, administration, organization to implement the program, and the disadvantages of continuing the status quo.

PARKS AND OPEN LANDS: With the expanding population of the metropolitan area, the need for parks and recreation facilities is an immediate one, and the opportunity for acquiring suitable park areas is fast diminishing. The state park system, in itself, will not fulfill the metropolitan area needs for parks and open spaces. A study should be made of the many ways of acquiring park lands - through gifts, transfer or exchange of lands between governmental agencies (for example, the Fort Snelling State Park), dedication by subdividers, options and leases, access easements, zoning ordinances, flood plain zoning, and county planning and zoning of land uses.

TRANSPORTATION: Transportation planning and land use planning must be closely coordinated, since one depends upon the other. The Joint Program, which is an Inter-Agency Land Use-Transportation Planning Program for the Twin Cities Metropolitan Area, will produce a comprehensive plan for the future development of the metro area. However, the transportation problem is more than highway development and traffic congestion. It involves rail, water and air transportation, and the host of agencies making decisions concerning them. Each form of transportation should be planned with consideration of its relationship to the other forms.

OTHER METROPOLITAN PROBLEMS

HEALTH AND WELFARE: The State is administering a vast and complex combination of programs in the health and welfare fields. Coordinating organizations based on functional rather than political bases could be considered.

EDUCATION: The population explosion is causing a need for more schools, more teachers and improved educational facilities each year, resulting in higher costs. New approaches to taxation are being explored. A comprehensive junior college program for the state is being drafted (with three proposed for the suburbs).

LIBRARIES: The main problems are inadequate buildings, lack of funds, shortage of trained librarians and the need for a master plan for location of new library.

LAW ENFORCEMENT AND FIRE PROTECTION: These are provided by a complex group of state and municipal officers and agencies whose individual efforts result in duplication of work since there are neither central agencies nor adequate communication to coordinate their work.

PEST CONTROL: This is handled almost entirely (with the exception of mosquito control which is handled by a special district) by local municipalities under the direction of the Division of Plant Industry in the Department of Agriculture, which functions in an advisory capacity in most cases.

AIR POLLUTION: The 1957 State Legislature authorized the State Health Department to make regulations regarding atmospheric pollution which may be injurious or detrimental to the public's health. They have been restricted by staff and budget limitations, since no funds were allocated for the program. Minneapolis and St. Paul have local ordinances for controlling air pollution.

INDUSTRIAL LAND: Approximately 39% of the land now used for industrial purposes in the metro area is within the cities of Minneapolis and St. Paul, but, because of the shortage of large tracts of land in these cities, an increasing amount of industrial development is taking place in the suburbs. Lack of such facilities as water and sewer has been a factor in preventing greater suburban industrial growth.

CIVIL DEFENSE: An organizational and legal structure for the administration of Civil Defense was set up by the State Legislature under the Minnesota Survival Plan. In the metro area it provides for two Unified Command districts made up of four counties each to assume authority in the event of a national disaster. The responsibility for a local Civil Defense program, and the financing of it, rests with the local government.

[1963]

A SURVEY
of
INTERGOVERNMENTAL AGENCIES IN THE TWIN CITIES METROPOLITAN AREA

Report of Study Committee No. 2
Council of Metropolitan Area
Leagues of Women Voters of Minnesota
June, 1963

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INTRODUCTION

THE CONCEPT

William Anderson said (1960) that the phrase "intergovernmental relations" has become accepted as a term to designate an important body of activities or interactions occurring among governmental units of all types and levels within the federal system. An important factor in our concept of intergovernmental relations is that each unit of government exists as a separate entity with distinct functions and powers and is capable of relations (legal and otherwise) with every other unit of government. Vertically the official relations run both up and down, from local to state to national, and horizontally they run across from state to state and from local unit to local unit in bewildering complexity.

Ted. Kolderie (1963) suggests that our oversimplified view of the federal system as a "layer cake" (cities and villages on the bottom; state in the middle; federal on top) is giving way to a more realistic view of government as a "marble cake" - with some areas in which the federal program reaches down to the local level, and some in which the state or cities exercise top responsibility.

THE TWIN CITIES METROPOLITAN AREA

Within our metropolitan area there are seven counties, two central cities, 129 other municipalities, 73 townships and one organized territory in addition to school districts and other special districts. The total is over 300 separate units of government with the State of Minnesota and the United States governments added at higher levels.

The State of Minnesota is sovereign over its territory and grants duties and powers to the counties and municipalities within its borders. Among the state, the counties, cities, towns, villages, townships and school districts there are countless intergovernmental relations as they carry out their various duties. The State Legislature has passed statutes to enable local units to cooperate on common programs. The Joint Powers Act permits two or more governmental units, by agreement of their governing bodies, to cooperate to do jointly whatever they were empowered to do singly. Joint fire protection is an example of how this power works out.

FEDERAL PARTICIPATION

Traditionally services were provided by the local units of government with some assistance from the states. During the depression of the '30's, however, the federal government stepped in to help the economic recovery of the local and state governments. Such federal assistance was offered to the states in a specific field of public service provided that the states met the standards set up by the federal government. The state governments, further stimulated by national leadership and financial aid, entered more fully into local government activities with state aids, state standards for local performance and state supervision for what the local units do. In many programs such as social welfare, rural secondary roads and agricultural extension work the federal government favored the county as the unit to administer the funds. In such functions as public housing, urban planning, slum clearance and the like the federal government gave preference to the larger cities. This resulted in the elimination of the smallest and least capable units of government such as the rural school district and rural towns and townships by consolidation. However in the metropolitan areas, where population is rapidly increasing, new local units are being

created and with them new networks of interlocal and state-local relations. In general the trends of change have been and still are toward what is called centralization of functions, closer integration of activities, the increase of governmental functions, the upward movements of functions toward larger and larger units. Similarly there is an upward movement of tax-collecting activities, while the centrally collected funds travel downward to be spent at lower levels of government. With all these changes there is a general tightening of the bonds between governments, both vertically and horizontally. The evident results are a constant raising of the level of public services, improvement in their quality and an increase in expenditures up and down the line. And these great transformations in public services and in inter-governmental relations are by no means at an end.

CHART OF INTERGOVERNMENTAL RELATIONS

	FEDERAL	STATE	LOCAL
<u>ASSESSMENTS AND TAXES</u>	U.S. Internal Revenue Service (Co-operative exchange of tax information)	Minn. State Legislature 1,5,9 Minn. Dept. of Taxation 2,3,9 Prop. Tax Div. 2,3,9 Equalization Bd. 6,3 Minn. Liquor Control Commission 2,3 Public Examiner 2,3 State Auditor 1,3	County Commissioners 1,5,9 County Tax Assessor 1 or 2,3,4 (Anoka, Dakota, Carver, Ramsey, Washington) County Supervisor of Assessors, 2,3,4 (Hennepin, Scott) County Auditor 1,3 County Treasurer 1 County Boards of Equalization 2,3,6 City, village, etc. councils 5,9 City, village, township Assessors 1 or 2,3
<u>CONSERVATION AND RECREATION</u>	U.S. Dept. of Agriculture Watershed Districts Soil Conservation Service U.S. Dept. of Interior Bureau of Land Management U.S. Geological Survey Water Resources Div. U.S. Army Corps of Engineers	Minn. Dept. of Conservation Division of Waters 3, 4,9 Division of Parks 3,4,9 Division of Forestry 3,4,9 Division of Game & Fish 3,4,9 Soil Conservation Committee 2,3,8 Water Resources Board 2,4,8	Watershed Districts Ex: Coon Creek Nine Mile Creek Bassetts Creek County Soil & Water Conservation Comm. 1,4 County Soil Conservation Service Henn. Co. Park Comm. 1,3,5 Ramsey Co. Recreation Comm. (Co. Commissioners) Met. Sports Comm. 2,3 Mpls. Park Bd. 1,3,8 St. Paul Comm. Parks, Recreation, Public Bldgs. 9 Local Park Bds. & Recreation Ass'ns.

KEY TO NUMBERS OF TABLES:

- | | | |
|--------------------|---|------------------------|
| (1) Elected | (4) Advisory | (7) Corporate Powers |
| (2) Appointed | (5) Levies Taxes | (8) Serve without pay |
| (3) Administrative | (6) Public Officials Members according to law | (9) Per diem or salary |

	FEDERAL	STATE	LOCAL
<u>EDUCATION</u>	Dept. of Health, Ed. & Welfare Commissioner of Ed. 2,3,9 Agricultural Ext. Service of U.S. Dept. of Agr. 2,3,9	St. Bd. of Regents 2,3,7,8 St. Bd. of Ed. 2,3,4,8 Dept. of Ed. 2,3,4,9 U. of Minn. College of Agriculture Extension Service 3,4,9 Equalization Aid Review Committee 6	Co. Agent Ext. Service 2,3,9 (in all 7 counties) Co. Supt. of Ed. 1,3,9 (not Ramsey) <u>Local</u> See Text-Loc. Schl. Bds. page 15 Scott-Dakota Regional Lib. Ramsey Co. Library Bd. Anoka Co. Lib. Bd. 2,3 Mpls.-Henn. Co. Library Board 1,8 St. Paul Commissioner of Libraries 1,9 Local Library Boards 8
<u>HEALTH</u>	U.S. Dept. Health, Ed. & Welfare U.S. Public Health	Minn. State Bd. of Health 2,3,4 Minn. Dept. of Health 2,3,9 Water Pollution Control Commission 2,3,4 Minn. Dept. of Agr., Dairy & Feed Div. of Laboratory Serv.	Met. Mosquito Control Comm. 2,3,5,9 Mpls.-St. Paul Sanitary Commission 2,3,9 North Sub. Sanitary Dist. 2 Local Sanitary Depts. 2,9 Local Bds. of Health 2,3 Local Health Officers 2,3,9 Sub. Henn. Co. Nursing Service 3,9 City & Village Water Dept. 2,3,9 Anoka Co. Nursing Service Ramsey Co. Nurse Advisory Committee North Suburban Hospital District
<u>LEGISLATIVE BODIES</u>	U.S. Congress 1,5,9	Minn. Legislature 1,5,9	Co. Commissioners 1,5,9 City Councils 1,5,9 Village Councils 1,5,9 Town Boards 1,5,9

KEY TO NUMBERS OF TABLES:

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	FEDERAL	STATE	LOCAL
<u>PLANNING</u> <u>URBAN RENEWAL</u> <u>LAND USE</u>	Federal Housing Administration 3,4,9 Housing & Home Finance Agency, Sec. 702, PL 560, 83 Congress	Minn. Dept. of Busi- ness Development 2,3,4 Community Planning Div. Minn. Municipal Com- mission 2,3 Governor's Advisory Comm. on Metropoli- tan Affairs 2,4	Metropolitan Planning Commission 2,4,5,8 County, City, Village, Dist. Planning Comm. & Committee 2,4 Dakota Co. Planning Comm. City, Village Councils 1,9 Mpls. CLIC 2,4 Mpls. Housing & Rede- velopment Authority 2,3,5,7 St. Paul Housing & Re- development Authority 2,3,5,7
<u>PUBLIC SAFETY</u> Police	Federal Bureau of In- vestigation 2,3,9 U.S. Bureau of Nar- cotics 2,3,9 Secret Service CIA Post Office (Inspec- tors) Bureau of Immigration Treasury Dept.	Minn. Bureau of Criminal Apprehen- sion 2,3,4,9 Dept. of Corrections Minn. Highway Dept. St. Highway Patrol 2,3,9 District Courts	County Sheriffs 1,3,9 City, Village Police Depts. 2,3,9 Township Constables 9 Local Probation Offi- cers 2,9 Municipal Courts
Fire		Minn. Commissioner of Insurance & State Fire Marshal 2,3,4	City, Village, Fire Depts. 2,9 Volunteer Fire Depts. 8 or 9 Southeast Fire League 8 or 9
Civil Defense	Office of Civil & De- fense Mobilization 2,3,9	Minn. Dept. of Civil Defense 2,3,4,9 Civil Defense Advi- sory Commission 6,4 Dept. of Health	County Civil Defense Director 2,3,9 Local Civil Defense Director 2,3,9 Health Dept.

KEY TO NUMBERS OF TABLES:

- | | | |
|--------------------|--|------------------------|
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| (3) Administrative | (6) Public Officials Mem-
bers According to law | (9) Per diem or salary |

	FEDERAL	STATE	LOCAL
<u>TRANSPORTATION</u>			
Highways	U.S. Dept. of Commerce U.S. Bureau of Public Roads 3,4	Minn. Highway Dept. 2,3,7,9	County Highway Depts. 2,3,9 Municipal Street Depts. 2,3,9
River	U.S. Corps of Army Engineers 2,3,9		St. Paul Port Authority 2,3 Mpls. River Terminal 2,3,9 Upper Harbor Project (Mpls. City Council)
Air Traffic	Civil Aeronautics Board 2,3,9 Federal Aviation Agency Federal Airport Program	Minn. Dept. of Aeronautics 2,3,9	Mpls.-St. Paul Metro- politan Airports Comm. 2,3,5,7
Railroads	Interstate Commerce Commission 2,3,9	Minn. Railroad & Warehouse Com- mission 1,3,9	
<u>WELFARE</u>	Dept. of Health, Ed. & Welfare Social Security Ad- ministration 3,4,9	Minn. Dept. of Pub- lic Welfare 2,3, 4,9	County Welfare Boards 1 or 2,3,5,8,9 Local Welfare Boards 2,3,8 Henn. Co. Suburban Re- lief Ass'n. 2,9 North Suburban Co. Mutual Ass'n. 2,9

KEY TO NUMBERS OF TABLES:

- | | | |
|--------------------|--|------------------------|
| (1) Elected | (4) Advisory | (7) Corporate Powers |
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| (3) Administrative | (6) Public Officials Mem-
bers according to law | (9) Per diem or salary |

LOCAL GOVERNMENTS IN THE TWIN CITY METROPOLITAN AREA

Our metropolitan area consists of 7 counties. Over one half (1,625,296) of the state's population of 2,413,864 live within these counties. Each of these 7 counties is governed by a Board of County Commissioners (7 in Ramsey, 5 in the other counties). Then, within each county the individual municipalities have their own governments.

Even though these counties are all in the metropolitan area, there is a great difference in the density of their population and the number of municipalities they each have within their boundaries. For example, Hennepin County has 44 municipalities while Scott has only 8. There is also a wide range in the size of the municipalities in the different counties. All of these factors contribute to a difference in the complexity of intergovernmental relations from one county to another.

County	1960 Population	Rank In State	Area Sq. Mi.
Anoka	85,916	4	425
Carver	21,358	39	358
Dakota	78,303	6	571
Hennepin	842,854	1	565
Ramsey	422,525	2	160
Scott	21,909	37	352
Washington	52,432	8	390

Population Distribution of Villages and Cities

County	Number Municipalities	Under 500	500 to 1000	1000 to 5000	5000 to 10,000	10,000 to 15,000	Over 15,000*
Anoka	14	2	2	5	1	2	2
Carver	12	8	1	3			
Dakota	17	9	2	2	2	1	1
Hennepin	44	7	7	14	4	3	9
Ramsey	15	1	1	4	5	1	3
Scott	8	2	1	4	1		
Washington	21	8	7	5	1		

*Includes central cities

With a single exception, all the municipalities in the metropolitan area are either cities or villages. (Belle Plaine in Scott County is a borough). There are 23 cities and 108 villages.

Cities: Of the 23 cities in the area, 18 operate under home rule charters and 5 under special laws. There are Mayor-Council governments in 11 cities, 11 have Council-Manager plans, and one (St. Paul) has the Commission form.

Villages: In 1949, when the legislature collected all village laws into a single uniform enabling act, it also set up three optional forms of village government, which villages might adopt in preference to the then existing standard plan of organization. Briefly, these are:

- Standard - 5 member council includes the Mayor, Clerk and 3 trustees, all elected. Treasurer and Assessor also elected.
- Plan A - 5 member council includes mayor and 4 trustees, all elected, but clerk, treasurer and assessor are appointed by the village council.
- Plan B - Council-Manager plan: 5 member council elected, but administrative duties delegated to village manager hired by the council.
- Plan C - Commission plan: no villages have adopted this form.

Most of the villages in the metropolitan area still operate under the standard plan. Only 26 have adopted one of the optional plans, 20 operate under Plan A, 6 under Plan B.

County	Cities			Villages			
	Total	Council-Manager	Council Mayor	Total	Standard	Plan A	Plan B
Anoka	4	4		10	10		
Carver	2		2	10	10		
Dakota	3	1	2	14	14		
Hennepin	8	5	3	36	20	11	5
Ramsey	2	1	(1 Commission)	13	8	4	1
Scott	3		3	5	5		
Washington	1		1	20	14	6	

INTERGOVERNMENTAL RELATIONS

In view of the great number of governmental units that exist in our metropolitan area, any survey of intergovernmental relations is inevitably going to be complex. However, there are certain basic public services and functions which citizens expect from their governments. It is to further and improve these services and functions that intergovernmental agencies and relations exist.

In this report we are dealing primarily with those public services which are basic to the general welfare of all citizens in the metropolitan area. In each of these we shall describe briefly the role of each level of government, the cooperation among the levels and the agencies created by the state to further this cooperation.

These public services are:

A. Planning

1. Local Planning
2. Metropolitan Planning
3. Urban Renewal and Land Use
4. Housing and Redevelopment Authorities
5. Minnesota Municipal Commission

B. Public Safety

1. Police
2. Fire Protection
3. Civil Defense
4. Minnesota Bureau of Criminal Apprehension

C. Health Services

1. Water Supply
2. State Board of Health
3. Minnesota Department of Health
4. Water Pollution Control Commission
5. Minneapolis-St. Paul Sanitary District
6. The North Suburban Sanitary District
7. Metropolitan Mosquito Control District

D. Transportation

1. Highways
 - a. Local Roads and Streets
 - b. State Roads
 - c. Federal Aid
2. Minneapolis-St. Paul Metropolitan Airports Commission
3. Railroad and Warehouse Commission

E. Welfare

1. Federal-State relations
2. Minnesota Department of Public Welfare
3. County Administration

F. Education

1. The Public School System
2. State Board of Education
3. State Department of Education
4. Board of Regents
5. County Extension Committee

G. Assessments and Taxation

1. County Assessment systems
2. Metropolitan Assessment Procedures
3. State Financial Assistance to Local Governments

INTERGOVERNMENTAL RELATIONS IN PLANNING

Local Planning

Local planning grants are available from the federal government under FHA to municipalities under 50,000 population through the planning division of the Department of Business Development of the State of Minnesota. There are 90 to 100 planning commissions or committees operating at the local or county levels in the metropolitan area. County planning commissions and development districts (5 of which exist at present) may contract for planning assistance and services from the Metropolitan Planning Commissions. Minneapolis and St. Paul as well as several suburbs have their own planning commissions and staffs who cooperate with the MPC.

For Minneapolis and St. Paul planning grants are available to their Housing and Redevelopment Authorities directly from the federal government following approval of submitted preliminary plans.

Metropolitan Planning

The Twin Cities Metropolitan Planning Commission was established by an act of the 1957 Minnesota Legislature (M.S.A. 468) for the purpose of providing advisory metropolitan planning service to the state legislature and to the area of Anoka, Dakota, Hennepin, Ramsey and Washington Counties. At later dates, Carver and Scott Counties joined the group.

The Commission consists of 30 members: 23 representatives of various governmental organizations in the seven county areas, and seven lay citizens appointed by the Governor, for 5-year terms:

- 2 Representatives (one each) of the central city Mayors
- 2 Representatives (one each) of the central city Councils
- 2 Representatives of Townships in the area
- 7 Representatives of suburban municipalities
- 1 Representative of School Districts in the area
- 7 Representatives (one each) of County Boards
- 2 Special District Representatives (Sanitary District and Airports Commission)
- 7 Citizens appointed by the Governor

The Commission has three primary functions:

1. It is responsible for providing basic research on such matters as land use, economics and transportation that affect the development of the metropolitan area.
2. It prepares advisory plans and programs to help solve area-wide problems.
3. It supplements and helps to coordinate planning at the local level.

The Commission hires a professional staff which conducts research on problems of the area, publishes the results and advises governmental units. A number of studies have been done in conjunction with other governmental agencies thereby avoiding duplicated efforts. In 1961 the Commission employed a professional staff of 19 persons, plus an additional 15 to work on the Upper Midwest Economic Study.

The Commission is empowered to levy 1/10 of a mill on the property within the counties of the metropolitan area, but is now asking the Minnesota Legislature to raise the permissible millage to 1/5 of a mill. In addition to revenue from millage (in 1961 about \$113,000), the Commission may receive grants from private foundations and from the federal government for special studies. The proposed 1962 budget was \$230,000. At present the MPC is one of the groups conducting a metropolitan area "Land Use and Transportation study". This involves close cooperation with the Minnesota Highway Department, the Bureau of Public Roads, the Housing and Home Finance Administration, the seven counties of the metropolitan area, and the cities of St. Paul and Minneapolis.

Urban Renewal and Land Use

Today slum clearance, public housing, urban renewal and land use are primary concerns of the core cities. Programs in these areas are carried on by the federal government directly through the local government rather than through any state agency.

Public Housing and Redevelopment Authorities

Both Minneapolis and St. Paul have housing and redevelopment authorities authorized by the state in 1947 (M.S.A. 462.411). A board of five commissioners, appointed by the mayor and confirmed by the city councils, governs each authority. The commissioners serve without pay for a term of five years. Each authority employs an executive director and a paid staff.

The Housing and Redevelopment Authorities have two separate but related responsibilities: the responsibility for the construction and management of low-rent public housing; and the responsibility for carrying out urban renewal projects. Although the authorities are responsible for and administer both programs, they function as an arm of their city governments since the city councils must approve any and all projects or developments of the authorities.

Public Housing

The authorities of both cities have planned and developed several redevelopment projects and are working on others. In Minneapolis these include the Hi-Lo project, the Glenwood area project, Senior Citizen housing sites in St. Anthony and South Minneapolis, and the Gateway Center in the business district. In St. Paul these include the Eastern and Western Redevelopment projects, the Mt. Airy Public Housing, the State Government Center, and the Interstate Freeway project.

Urban Renewal

Urban renewal is an overall term which includes three kinds of action taken to clear slums and upgrade better areas. These three types of programs may be described briefly as follows:

1. Redevelopment: slum clearance and redevelopment of the land
2. Rehabilitation: rehabilitating existing property to minimum standards
3. Conservation: preserving areas of the city which do not need redevelopment or rehabilitation

Federal-local Financing

Public Housing under the Municipal Housing and Redevelopment Authority is temporarily financed by borrowing money from private financial institutions with a federal guarantee during and for the building of the project. The permanent financing is done by selling bonds, again to private institutions and enterprises, and again insured by the federal government. The proceeds from the sale of these bonds, then, pays off the temporary financing or the cost of the buildings. The bonds are set up to be retired in 40 years payable in installments annually plus interest, and these payments come in the form of grants from the United States Government each year. If in the operation of this project, more money is taken in than expended, this excess goes to reduce the amount of the United States grant. The city gets a payment in lieu of taxes which amounts to 10% of the rental.

Urban Renewal is handled differently. The Federal government lends the money for two-thirds of the cost of the project and after the project is completed, the federal government makes a grant to cover this amount. The net public cost is the actual cost of the project less the sale of the land to private investors. The two-thirds of the cost paid by the federal government must come in cash, but the one-third paid by the local government can be paid either in cash or in improvements (such as streets, storm sewers, etc.).

The Minnesota Municipal Commission

Although the Minnesota Municipal Commission is a state agency and is not strictly speaking a "planning commission", its functions and aims are closely related to such commissions. The establishment of this Commission gave the State of Minnesota an effective tool for the orderly development of municipalities within the metropolitan area. The Commission looks at the area as a whole and determines whether new municipalities will have a sufficient tax base in residential, commercial and industrial property to support necessary public services. If the needs of the residents will be met best by incorporation that is permitted, but if, after holding hearings the Commission's findings lead its members to the conclusion that annexation is best, that is ordered. The law and the actions of the Commission are concerned with the orderly development of the area.

The Minnesota Municipal Commission was established by the Legislature in 1959 (Minn. Laws 1959, Chap. 686), as the result of the recommendation of an interim commission on Municipal Laws which advised the enactment of a law creating such a commission to hear petitions for the incorporation of villages, annexation to municipalities and detachments of property from municipalities. The term "municipalities" includes villages and cities of all classes. The Commission consists of three commissioners appointed by the governor for 4-year terms. The chairman, who must be learned in the law receives a per diem of \$50 plus travel expenses. The Vice-chairman also receives a per diem plus expenses and the Secretary, who works on a part-time basis, receives \$7200 per year. The Commission holds hearings throughout the state. The law sets forth the standards to be considered by the commission when holding hearings. In 1961 an amendment was made to the Municipal Commission Act which made the decisions of the Commission final in cases of petitions for the annexation of unincorporated territory within the metropolitan area. In cases of incorporations or mergers the decision of the Commission must be ratified by a referendum in the area affected.

For the purposes of individual hearings in matters of incorporation and merger of two communities ex-officio members of the Commission are the Chairman of the Board of County Commissioners and the County Auditor of the county concerned. After holding hearings for incorporation the Commission may deny a petition for incorporation "if it appears that annexation to an adjoining municipality would better serve the interests of the area (Minn. Laws 1961 Chap. 645, secl. sub. 6)".

In the case of annexations the Commission is authorized to approve annexation if it finds that "the area is about to become urban in character and will need municipal services to protect public health, safety and welfare which could best be rendered by an existing municipality". The Commission may alter boundaries of the area to be annexed. Within the metropolitan area the order of the Commission approving or denying the annexation is final, but the decision may be appealed to the district court.

The Municipal Commission has held many hearings within the metropolitan area. It has authorized the incorporation of three new municipalities, Minnetrista, Eden Prairie and St. Francis. The Commission has denied two petitions for incorporation, Dayton Township and the Orchard Gardens section of Burnsville Township. The Commission authorized the annexation of the village of Island Park by the village of Mound, which was ratified by the residents of Island Park. The Commission has ordered the annexation of territory to the municipality of Forest Lake in Washington County and to Chaska in Carver County. It has denied Bloomington's petition for the annexation of Burnsville Township. It has ordered the annexation of most of White Bear Township to the City of White Bear Lake and the rest to neighboring communities.

INTERGOVERNMENTAL RELATIONS IN PUBLIC SAFETY PROGRAMS

Public safety is one of the primary responsibilities of government. On the local level this consists of police and fire protection.

Police

Within the metropolitan area most crime control is handled by the local police force or the county sheriff's office. There is some cooperation between adjoining municipalities although it is mostly on a voluntary, informal basis. Some of the villages in Ramsey County contract with the sheriff's office for police protection. This sort of service is available in all counties. Police do not have authority to make arrests outside their municipal jurisdiction. When pursuing law breakers help is requested from other forces. Police and sheriff radio networks are monitored by the state highway patrol and vice versa so that rapid apprehension of criminals travelling from one area to another can be assured.

Traffic safety is handled by local police, county sheriffs and the state highway patrol.

The state and federal agencies may be called upon by local authorities when the crime involves state or federal laws. The agencies offer help when needed under certain conditions. The Federal Bureau of Investigation, the Federal Narcotics Bureau, the Central Intelligence Agency, the Bureau of Immigration, the Treasury Department and the Inspection Service of the Post Office Department are among the federal agencies that operate in this area.

Minnesota Bureau of Criminal Apprehension

The Bureau was established in 1927 by the state legislature under the authority of the Attorney General's office. The Superintendent is appointed by the Governor for a two-year term and the rest of the staff is under civil service. The current biennial budget is about \$500,000. There are divisions to help local police departments with investigations where criminal laws of the state are involved; to maintain crime classification files to which each sheriff and local police department must make reports within 24 hours after an arrest; to gather statistical information on crimes, convictions and stolen property. Since 1959 there has been a division to train police officers.

Fire Protection

The central cities and some of the larger suburbs have their own fire departments. Some of the smaller suburbs have joint fire departments, either professional or volunteer. Some suburbs furnish fire fighting service to neighboring communities or areas on a contractual basis - a fixed fee per call, plus hourly charges for fighting the fire. Within the metropolitan area there are four regional and six mutual aid groups. Sometimes a locality in a border area will belong to several firefighting organizations. Firefighting groups have monthly or bi-monthly meetings at various fire halls and thus see the equipment they can draw on (on a mutual aid basis) to fight large fires. In addition to the Joint Powers Act, Minnesota Statutes provide express authority for local governing bodies to enter into fire protection agreements.

Civil Defense

On the state level the legislature set up the Minnesota Survival Plan which outlines the organizational and legal structure for the administration of civil defense. In the metropolitan area, there are two unified command districts made up of four counties each, which would assume authority in case of a national disaster.

The responsibility for local civil defense programs and the financing of them belongs to the local governments. There are joint civil defense programs among communities, other units cooperate with the county program. For example, the Civil Defense Director for Hennepin County also serves Minneapolis in the same capacity.

INTERGOVERNMENTAL RELATIONS IN HEALTH SERVICES

Water Supply

There are 64 municipalities in the metropolitan area with some kind of municipal water system. Fifteen privately owned community systems serve various subdivisions. Each of these is concerned with maintaining an adequate supply of water for domestic and industrial uses within its jurisdiction. The State Board of Health sets standards of purity that are mandatory. Many suburban areas depend on individual wells for water supply.

Domestic and industrial uses are only a part of the water picture. Water is of concern to farmers for irrigation, to conservationists interested in perpetuating the state's wildlife resources, and to those in the tourist business. In the metropolitan area there are 30 federal, state, county and special purpose agencies involved with water and its uses. There are many advisory organizations that recommend the development of a comprehensive metropolitan water program to plan for the future allocation of the water resources, both surface and underground.

Minneapolis and St. Paul have a large water intake and their filtration plants use the Mississippi River as their source of supply. Minneapolis's filtration plant has a capacity for much greater use than is utilized at present. The Minneapolis water department, which is a city-owned utility, sells water to part of Bloomington, to all of Columbia Heights, Hilltop, and Morningside, to parts of Golden Valley, Fridley and to about 40 houses on the Minneapolis-Edina border. St. Paul also sells water to some of its suburbs - Mendota, Falcon Heights, Lauderdale, Maplewood, Roseville and West St. Paul.

The State Board of Health

The State Board of Health which directs the work of the Minnesota Department of Health was created by the State Legislature in 1872 to exercise administrative, quasi-judicial and rule-making powers in the protection, preservation, and promotion of public health. The nine members of the Board serve 3-year overlapping terms without pay. They are appointed by the Governor.

Minnesota Department of Health

The Board of Health elects a secretary who is also the executive officer of the Minnesota Department of Health. He directs the department's activities and enforces the state health laws. In addition, he serves as secretary of the Water Pollution Control Commission.

The Department of Health is organized into seven divisions, namely,

1. Administrative services
2. Disease prevention and control
3. Medical laboratories
4. Local health administration
5. Environmental sanitation
6. Special services
7. Hospital services.

The employees of the department are under civil service.

The Department of Health operates in eight districts in the state with from six to fourteen counties in each district. Each district has a staff including a medical director, a public health sanitarian, a public health nursing consultant, a clerk, and a hotel and restaurant inspector. In actual operation, the medical director may be a local doctor functioning on a part time basis. In addition, there is a public health engineer for each two districts. Carver and Scott counties are in District II whose office is in Mankato; Hennepin, Ramsey, Anoka, Washington and Dakota Counties are in District VI with the office in the University Health Service Building on the St. Paul campus of the University. Because Minneapolis and St. Paul have city health departments, the staff of District VI is relieved of responsibilities within these communities.

The Department of Health works through existing agencies of government from the federal to the township level, through groups of individuals or single persons to accomplish its purpose of "preventing disease, disability and death through the application of preventive medicine and the elimination of health hazards in the environment". To achieve these objectives it may work through county welfare departments, local schools, local health officers, hospitals, water departments, engineering departments, food handlers, citizen groups, individual doctors, not nearly a complete list. The department offers laboratory services, keeps vital statistics, licenses morticians and plumbers, annually revises the state plan for hospitals, public health centers and related medical facilities, and helps communities solve problems involved with hospital planning and construction. It administers the Hill-Burton and other federal funds available to communities which qualify. Seminars, conferences and workshops are held for the local health officials and interested citizens to acquaint them with health regulations, advise them on operations, and have them "carry the work" back to their communities.

Water Pollution Control Commission

Although the Water Pollution Control Commission is an administratively independent body created by the legislature, some of its staff work is furnished by the Department of Health. The staff investigates complaints of water pollution, and recommends corrective measures, reports on lakes, streams and public bathing beaches. It makes the field investigations of proposed municipal and industrial waste disposal systems and supervises the operation of those systems once they are built. Plans for such systems and their subsequent operation must conform to Commission standards. The Commission establishes the priorities of the municipalities qualifying for federal funds to be used for construction of such plants.

The Commission works directly with the government agencies operating the sewage systems now in operation or being built in the metropolitan area - township boards, municipal governments, county boards, city engineers, the Minneapolis-St. Paul Sanitary District.

Its executive engineer confers, informally, with his alter ego, secretary of the Wisconsin Committee on Water Pollution, on matters concerning the St. Croix River. Close liaison is maintained with the U.S. Army Corps of Engineer because of the need to share information on water levels, operation of dams, river construction, water condition. While the Water Pollution Commission is concerned with pollution introduced by sewage and industrial waste, pollution introduced by river traffic, such as oil, is the concern of the Corps. The standards of allowable pollution in any of the waters of the state are set by the Commission.

Minneapolis-St. Paul Sanitary District

The sanitary district was set up by the Minnesota legislature in 1933 (M.S.A. 45.01) to provide an adequate and efficient method of disposing of domestic and industrial waste. The district board consists of 7 members -

The Mayors of Minneapolis and St. Paul

A member of the City Council from each city

A citizen from each city appointed by the Council

A non-resident of the two cities appointed by the Governor.

The term of office is four years, except in the case of elected officials who serve for the period of their elected terms or until their successors are certified. The Board meets twice a month and the members are paid \$30 per diem with a limit of \$1500 per year. The member appointed by the governor receives \$1800 per year.

The District owns and operates the jointly used interceptor sewer and sewage disposal plant serving the two cities, while each city is responsible for its own sewage collection system. The Board submits its budget to the councils of the two cities, but is empowered to issue its own bonds. The residents of the core cities pay a sewage fee based on their water bills (by volume).

The Sanitary District has no direct contact with suburban communities which contract with either Minneapolis or St. Paul for sewage disposal. Some suburbs contract with another suburb that has a contract with one of the central cities. For example, Arden Hills contracts with Roseville which contracts with St. Paul for sewage disposal.

The District has been in operation since 1938 and now serves the two central cities plus all or part of 27 suburban communities. In all, 162 million gallons of raw sewage from 1,110,000 residents are handled by the District each day, well over the plant's present capacity. The District is undergoing a \$23 million expansion of its facilities and when completed in 1965 it will be able to treat up to 218 million gallons of sewage per day. The 1963 budget for the District is \$1,382,000 for operations and maintenance and \$7,182,000 for capital outlay (mostly the expansion program). The expansion is expected to achieve a pollution reduction of about 75% compared to the present reduction of 30-35%.

The Sanitary District works closely with the Department of Conservation's Division of Waters, which has authority over the waters of the state, allocating and controlling the use of all surface and underground waters. The U.S. Army Corps of Engineers, operating dams to control navigable water levels, also maintains close liaison with the Sanitary District. The chief engineer represents the Sanitary District on the Metropolitan Planning Commission.

The State Department of Health, through the Water Pollution Control Commission, sets the standards of allowable pollution, of purification of effluent, and must approve any plans for construction, modification or expansion of the plant. Any federal funds for construction or modification of sewage disposal plants are awarded by the U.S. Public Health Service through the State Department of Health.

Within the metropolitan area there are 32 municipalities with some sort of sanitary sewer system.

The North Suburban Sanitary District

The North Suburban Sanitary District, established by the 1961 legislature, is made up of six communities to the north of the Twin Cities who wish to build an independent sewer system and treatment plant to service that area. They considered the Minneapolis-St. Paul sanitary district's plans for expansion into their area as inadequate and sought special legislation to set up their district after the defeat of the metropolitan sewer district bill in the '61 session. Construction which is scheduled to begin in the spring of '63 may be delayed because of a pending court decision.

Metropolitan Mosquito Control District

The Metropolitan Mosquito Control District was set up as an Ad Hoc Authority by Minnesota Statutes (M.S.A. 399.02) in 1959, embracing 6 of the 7 counties in the metropolitan area; Anoka, Dakota, Hennepin, Ramsey, Scott and Washington. It operates primarily a larval control program, which means that concentration of work is on the breeding sites rather than on an adult mosquito control program. However, some adulticiding is done in special cases of public use, such as campsites used by Boy and Girl Scouts, Campfire Girls, YMCA, etc.

The District is governed by a board composed of two commissioners from each county. Officers of the Commission are a chairman, vice-chairman and secretary, no two of whom may be from the same county. Each county has one vote. Members hold monthly meetings plus special meetings. They are paid \$30 per diem, plus mileage and travel expenses for necessary trips outside the district.

The Commission has the power to employ and fix the duties and compensation of a director (who must be an entomologist) to develop the control program and supervise its execution; and to employ and fix duties and compensation of a business administrator. It may also employ other persons or contract for other services as needed for the program. (No person employed may be related to any commissioner). It may enter into agreements with counties, cities, villages, boroughs, or towns of the state outside the District to conduct mosquito control activities in these political subdivisions in order to effectuate mosquito control within the District. It may perform other acts that are reasonable and necessary to carry out the general and specific powers of the Commission. The members of the Commission, its officers and employees may enter upon any property within the district at reasonable times for inspection and treatment of mosquito breeding sites (subject to paramount control of state and county authorities). Presently, the District employs 38 full time people and up to 115 additional people for the seasonal crews.

Each county in the District levies a special tax to defray its share of the cost, based on the population at the last official Federal Census, not to exceed 2 mills in any year of charter or statutory millage limitation, and not to exceed 50 cents per capita within the county making the levy. About \$751,969.50 was raised in 1962.

For the purpose of research and protection of public health and welfare the Commission must cooperate with other agencies, such as the State Department of Agriculture, Dairy, and Food; State Department of Health, State Department of Conservation, U.S. Department of Agriculture and U.S. Public Health Service. The following

persons act in an advisory capacity: the Commissioner of Agriculture, Dairy and Foods, the Commissioner of Highways, the Commissioner of Conservation, the Executive Officer of the Department of Health, and the head of the Department of Entomology and Economic Zoology at the University of Minnesota.

INTERGOVERNMENTAL RELATIONS IN TRANSPORTATION

THE HIGHWAY PROGRAM

There are many agencies responsible for our highway system though at times the relationships and the specific responsibilities do not seem to be firmly fixed.

Local Roads and Streets

The local community has complete jurisdiction over roads and streets within its boundaries. According to state law, any additions to the existing street systems within the community must be authorized by the governing body of the unit. This makes it necessary to have local cooperation in extending county and state roads through communities.

Local roads and streets are financed by revenue from the property tax and by special assessments against benefited property. With the expanded use of the automobile, some municipal streets became thoroughfares which are the link between communities, so it became necessary to find additional financing to build roads for heavier use. By statute and the state constitution, the counties are given control of certain roads which they are obliged to construct and maintain. These roads are maintained on a priority system, and those most used get the most construction and maintenance. The State of Minnesota helps finance county and local roads by sharing the highway user's taxes (gasoline, motor fuel taxes, vehicle licenses). Of these taxes 29% is allotted to the counties and 9% to municipalities with a population of over 5,000 to be used for construction and maintenance of county-state aid and municipal-state aid road systems. The counties' share is to be used for roads both outside and inside smaller communities. The County and State Highway Departments cooperate on planning the use of these funds.

State Roads

In 1920 an amendment was added to the State Constitution designating Trunk Highway Routes to be financed by a user tax. Gasoline is taxed by the state and the revenue placed in the Highway Users' Fund along with automobile and truck license fees. The State Highway Department plans, builds, and maintains the state network of trunk highways, maintains a safety program and sets speed limits. Construction of other highways, eligible for state or federal aid, must have supervision and approval from the State Highway Department. The department acts as a liaison between counties and municipalities and the U.S. Bureau of Public Roads. Where state highways pass through local communities the local governing body must give its approval. Withholding of funds is one way of forcing local cooperation. The engineering departments of all the governmental levels of the highway system cooperate. In Minneapolis, the city sometimes contracts with the state to construct state and county roads which run through the city.

Local governments, the county and state highway departments have the power to acquire property for highways and streets by negotiation or condemnation.

Federal Aid

The Federal Aid Road act of 1916 authorized the use of federal funds for some interstate roads and established the U.S. Bureau of Roads in the Commerce Department.

It was not until 1956 when the Federal Aid Highway Act was passed that large amounts of money were made available for the Interstate Highway System. The states have the initiative and responsibility for the selection, design and construction of the Federal Aid Projects subject to the review and approval of the Bureau of Public Roads. The financing is on a matching basis - 90% federal, 10% state. Federal funds come from user taxes: four-fifths comes from motor fuel taxes, the remainder from taxes on tires, trucks, cars and buses. Federal Aid is only for construction; maintenance is the responsibility of the state.

Cooperation seems to be achieved by the competition for the money as it trickles down through the agencies involved. Each level of government has authority in its own domain, but must cooperate with the level above it to obtain added funds.

MINNEAPOLIS-ST. PAUL METROPOLITAN AIRPORTS COMMISSION

The Minneapolis-St. Paul Metropolitan Airports Commission was established in 1943 by Minnesota statutes (sec. 360.101-360.144) which permitted any two continuous cities of the first class to establish a public corporation for the purpose of establishing, operating and maintaining airports within 25 miles of the courthouses of each. This was amended in 1947 to limit jurisdiction to only those airports within the area which it owns and operates. These are the Minneapolis-St. Paul International Airport, Holman Field, Anoka County Field, Crystal Field, the Lake Elmo Field and Flying Cloud Field.

The Commission has nine members who are appointed for six-year overlapping terms (except for officials who serve for their elected term of office):

- The Mayors of Minneapolis and St. Paul

- One Council member from each city

- One member from the Board of each city that formerly had jurisdiction of airports (or a second council member)

- One citizen appointed by the mayor of each city

- One member appointed by the Governor, not a resident of either city, who is chairman.

Commissioners receive a per diem of \$25 with a maximum of \$1,000 a year. The Chairman receives \$50 per diem with a maximum of \$2,000.

The Commission has power to issue bonds for acquisition of property, and for construction. It levies taxes for payment of interest and bonds. A budget is submitted to each city Council (Minneapolis and St. Paul) annually and each city must provide the amount necessary to meet its proportionate share of the total cost. During 1961 the Commission operated the airports on an almost self-sustaining basis from rental fees for facilities, but the interest and redemption costs of the outstanding bonds are carried by the two cities by millage on the property tax. The operating budget for 1962 was \$3,624,400.

The Commission can qualify for federal aid for building and enlarging airports. Its request is sent through the state department of aeronautics and grants-in-aid are allotted on a priority basis through the department. The funds are part federal and part state. In return, the Airports Commission must permit free landing of itinerant military craft and provide free space for federal aviation agencies, such as the control tower, weather bureau and Civil Aeronautics Board which maintains an office at Wold-Chamberlain Field.

RAILROAD AND WAREHOUSE COMMISSION

The Railroad and Warehouse Commission (M.S.A. 216-239) consists of three members elected for six-year staggered terms. The salary is \$11,500 per year. Commissioners may not be in the employ of or own stocks, bonds, or other property of any railroad company or grain warehouse. All employees of the Commission are under Civil Service except the personal secretaries to the commissioners.

The Commission has jurisdiction over the regulation of railroads, bus and truck companies, telephone companies, grain inspection and weighing, public terminal grain warehouses, public local grain warehouses, livestock weighing, livestock buyers or dealers, weights and measures, and warehouses (other than grain or cold storage).

The Commission conducts hearings in a semi-judicial capacity for applications for certificates of public convenience and necessity, applications for changes in rates and charges for the carriage of passengers and property. Formal decisions are issued which may be appealed to the district courts within 30 days of issuance of the order.

The secretary of the Commission appears before the Interstate Commerce Commission when interstate passenger trains abandonments and main line abandonments are involved.

There is a rate division which studies and prepares information on transportation rates, fares and charges. There are other divisions which are charged with carrying out the responsibilities of the Commission.

This Commission does not have many intergovernmental contacts, but, since it sets the rates for bus fare and establishes bus routes, its decisions are of vital importance to residents of the Twin City Metropolitan area.

INTERGOVERNMENTAL RELATIONS IN WELFARE PROGRAMS

Intergovernmental relations in social welfare includes all programs having as their main function either the maintenance of individuals financially unable to provide for their own needs or the provision of social welfare services.

Federal-State Relations

Federal grants-in-aid for welfare were set up by the Federal Security Act which was first passed in 1935 and since amended. This act requires that programs of aid to dependent children, old age assistance, aid to the blind and to the disabled be administered uniformly throughout the states - either by direct state administration or (as in Minnesota) by local administration under state supervision, though such local units may not be smaller than a county. The Social Security Act provides for three-way division of financial and administrative responsibility. Local, state and federal governments share in the financial burden, the amount varying with each program. The Federal government requires prior approval of the state plan, and enforces requirements of Social Security Acts. The federal portion of the program is administered by the Social Security Division of the Department of Health, Education and Welfare. The states are not forced to join the program, but in order to receive financial aid, they must meet the requirements.

Minnesota Department of Public Welfare

In Minnesota primary responsibility for administering the assistance, relief and child welfare programs falls on the 87 county welfare boards, under the general supervision and direction of the State Department of Public Welfare, which is headed by a Commissioner appointed by the Governor with advice and consent of the senate for a six-year term. Currently his salary is \$16,000 a year. Minnesota's system is based on the idea that each county is most alert to its local problems and can best determine the specific needs of its people. It is a county-administered, state-supervised program.

County Administrators

County Welfare Boards which direct the work of County Welfare departments were first established by statute in 1937. The rural county welfare boards consist of 3 to 5 county commissioners and two appointed members, one of whom must be a woman. This type of board is used in Anoka, Carver, Dakota, Scott and Washington Counties. The Hennepin County Welfare Board consists of the 5 county commissioners. The Ramsey County Welfare Board consists of 5 lay members appointed for terms of three years each; two appointments must be approved by the St. Paul City Council and three by the Ramsey County Commissioners. These Boards are administrative in nature. All staff positions are classified by the Minnesota County Welfare Merit System.

General relief is available temporarily to people who are not eligible for one of the federally-aided programs (old age assistance, aid to dependent children, aid to the disabled and aid to the blind). In the metropolitan area this need is met by the county welfare departments except in Hennepin County, which operates under the township relief system. In the township system, general relief is administered by township, village and city boards, councils or relief offices.

Minneapolis maintains its own Welfare Department which has a division of Public Relief, and also administers General Hospital. Twenty-eight of the suburbs hire the services of the Suburban Hennepin County Relief Association to administer their general relief. The municipalities share the overhead costs and each community is charged with the cost of relief to its residents. The rest of the metropolitan area operates on the county system. For example, the Ramsey County Welfare Board administers all public welfare in the county including the city of St. Paul as well as administering Ancker Hospital as a city-county hospital.

INTERGOVERNMENTAL RELATIONS IN EDUCATION

The Public School System

Traditionally, primary and, since the beginning of the 20th century, secondary education have been the concern and responsibility of local government. When Minnesota became a state the federal government donated public land to the state for public schools and other lands for the use of the University which had not yet been established. Income from the school lands is used to help school districts defray the costs of public education. By legislative provision, revenue from the state income taxes is used for state aid to local school districts. In return for financial aid the State Department of Education expects local schools to meet certain standards.

Funds to operate the public school system are derived from local, state and federal sources. The largest share of local revenue which is spent for education is obtained mainly from the property tax. Preparation of an annual budget is the responsibility of the local board of education. In the case of the Independent School District, the board certifies the needed amount to the county auditor who levies the necessary mill rate to produce the required funds. In the case of the Special School District, the board obtains funds for its budget as prescribed in its specific city charter. Funds for school purposes in a Common School District are voted directly by the electorate, and are certified to the county auditor, who levies the necessary millage.

State Board of Education

The state legislature established the first board of education in 1919. In 1951 a State Board of Education and Department of Education were created (M.S.A.10 121.02).

The State Board of Education has seven members, each representing a different congressional district, appointed by the Governor with the advice and consent of the Senate. They serve 7-year staggered terms and receive a per diem of \$25. They meet quarterly and may schedule special meetings. The Commissioner of Education is appointed by the Board, with confirmation by the Senate, for a term of six years. He also serves as secretary of the State Board.

The State Board of Education exercises general supervision over public schools, junior colleges, and public educational agencies in the state. The Board also has general supervision over public evening schools, adult education programs, and summer programs. The State Board is in charge of the certification of teachers in Minnesota. The State Board may set up regulations under which contracts, agreements, or arrangements may be made with agencies of the federal government for funds, services, commodities, or equipment to be made available to the public tax-supported school systems and educational institutions under the supervision or control of the Board.

The State Board also supervises vocational education and distributes the federal funds for this purpose. Of the 13 area vocational high schools, two are located in Minneapolis and St. Paul. They offer high school and post high school vocational courses to eligible students in the area, not only to residents of Minneapolis or St. Paul.

Funds for the expenses of the State Board of Education and for the Department of Education are provided by legislative appropriation. The Board submits a budget which includes the estimated distribution of state aid to public schools.

The decisions of the State Board are carried out by the Department of Education and may be enforced by the courts. The State Board has the power to withhold certain state aid from school districts which do not adhere to its rules and regulations. This has proved most effective.

State provided funds are administered by the State Board of Education in accordance with requirements set by state statutes. They include the following:

1. Foundation Program Aid is paid to school districts on the basis of either formula A or B, whichever is greater. Formula A includes both apportionment and the income tax census aid in its figure. Formula B is basis aid and apportionment. Income tax census aid is paid in addition to Formula B.

Formula A

The amount of State Aid to each district equals:

The number of pupil units in the district in ADA times \$285.

Minus

19 mills times the current adjusted assessed (equalized) valuation of the district as established by the Equalization Aids Review Committee. (1959 valuations are being used for 1962-63 aid).

Formula B - A flat grant aid

The amount of State aid to each district equals:

\$90 per pupil in ADA

(includes apportionment) (Districts with high property valuations per pupil unit would lose heavily or get no aid under Formula A)

Plus

Income tax census aid

Pupil Units:

Each kindergarten child = $\frac{1}{2}$ unit

Each elementary pupil = 1 unit

Each junior or senior high or area vocational school student = $1\frac{1}{2}$ units

ADA - average daily attendance

2. Transportation Aid is paid for transportation of pupils in independent districts, isolated pupils, handicapped children, elementary pupils in closed schools and secondary pupils in districts without secondary schools.
3. Special Classes for handicapped children.
4. Vocational Aid is for agriculture, home economics, trade and industrial training.
5. Emergency Aid is intended to equalize opportunities of education for all children by giving aid to districts with low taxing power.
6. School Lunch is allocated per school lunch served.

Federally provided funds and grants are allocated to the local boards by the State Board of Education according to the requirements and specifications stated by the Federal Department of Health, Education and Welfare. They include:

1. Aid for Vocational Education Programs - Agriculture, home economics and industrial training.
2. National Defense Education Grant - For teaching science equipment, mathematics, foreign languages, and for counselling.
3. School Lunch Grant in Aid - For school lunch programs in both public and private schools.
4. Aid for Impacted Areas - Under two federal laws, districts with federal installations within their boundaries or districts on which the United States has placed a financial burden due to increased enrollments because of an influx of federal personnel, receive aid for operation (PL 874) and building (PL 815). This aid is applied for through the State Department of Education, but is distributed to the applicant directly from the federal government.

The average annual cost of education for one pupil-unit in the metropolitan area is \$339. The cost ranges from \$461 in Golden Valley to \$294 in Hastings. The average cost per pupil for the State of Minnesota is \$325. Salaries of teachers and administrators account for the bulk of district costs, averaging between 70% and 80% in most of the schools in the metropolitan area. The state contributes approximately 49% of school operating costs.

Three of the seven counties in the area elect a County Superintendent of Education. Ramsey County, which contains only independent districts, has abolished this office. In Anoka, Washington and Scott Counties the duties of the former County Superintendent of Schools have been assigned to a County Administrator. The County Superintendent is an intermediary unit between the local school boards and the State Board of Education. He must visit and instruct each school in his county not under the charge of a district superintendent and report to the County Board of Commissioners on matters of education. The Hennepin County Superintendent has the additional responsibility of acting as clerk of the Board of Education of the Unorganized Territory (Ft. Snelling) in the county.

There are 89 local school districts in the seven county metropolitan area. Eighty-five of these districts are separately constituted units which operate independently of other forms of local government and have effect only in areas specified by their boundaries. The boundaries of a school district may, and often do, include several governmental units within them. A variety of informal agreements between local units and school districts has resulted. (An example of such an agreement would be a village-sponsored recreation program carried out on school property). The boundaries of the St. Paul and South St. Paul school districts are the same as the corporate limits of the respective cities and this is also the case with the Minneapolis special independent school district. Ft. Snelling, which is classed as unorganized territory, operates under the Hennepin County Board of Commissioners.

Authority for establishing school districts is granted in the Constitution of the State of Minnesota, Article VIII, section 1 - "The stability of a republican form

of government depending mainly upon the intelligence of the people, it shall be the duty of the legislature to establish a general and uniform system of public schools." General supervision of the public schools is vested in the State Board of Education.

Methods providing for the acquiring of sites and construction of schools vary with the type of district involved. In the Common School District the voters must approve acquisition of sites and may authorize the issuance of bonds for the district in accordance with provisions of Minnesota Statutes. The school board of an Independent District may acquire necessary sites for schools. The voters of the district may authorize the issuance of bonds of the district. Special School Districts are dependent on their city charters for authority. The Minneapolis (Special-Independent) School Board may issue and sell bonds up to 2% of the assessed valuation with no referendum by the voters. St. Paul and South St. Paul require the approval of the electorate.

Specific methods for organizing school districts are found in Minnesota State Statutes chapter 122. The kinds of school districts as outlined, examples of which are to be found within the metropolitan area, are as follows:

LOCAL SCHOOL BOARDS - ORGANIZATIONAL CHART					
Name of Agency	No. in Metro. Area	Composition of Board	Duties	Powers	Source of Funds
Common School Board	32	3 members 3 yr. terms	Provide school facilities for all children	Superintend and manage all schools	Tax for district voted by Electorate at annual meeting
Independent School Board*	53	6 directors 3 yr. term (or 7 if auth. by voters)	Provide school facilities for all children	Conduct the business of the district	Tax levied by the Board
Special School Board	3	In accordance with city Charter	In accordance with city Charter	In accordance with city Charter	By City Charter
Unorganized Territory	1	3 members Chairman elected County Treasurer	Provide education for all children in the school district	To manage business of the district	Tax levied by the Board
*Includes Mpls. Special Independent Board					

School board members are usually elected and serve without pay.

According to Minnesota Statutes, "a duly constituted school board is part of the executive department, but when it operates a public school system under powers given to it, it exercises more than merely administrative functions, it has certain powers of a legislative character, and other powers of a quasi-judicial character, such as passing on a demotion or discharge and such hearings as it may conduct."

Board of Regents

The Board of Regents was established in 1851 (Territorial Laws 1851 c. 3 Sec. 4; M.S.A. 10A sec. 124-143). It is the governing body of the University of Minnesota. The Board has 12 members elected by the legislature for six-year staggered terms. It has considerable legislative and judicial as well as administrative jurisdiction over the University. It appoints the faculty and has the power to remove officers of the University. It has the power to regulate the course of instruction, to set admission fees and tuition. It also has the power of eminent domain. It may accept federal money, grants, bequests and devises. It receives the bulk of its funds from legislative appropriations which are supplemented by tuition fees, charges for public services, grants from the federal government for research programs and agricultural extension services. In addition it receives the interest from the University fund and various trusts underwritten by private contributions.

The Regents can enforce their decisions through the power of dismissal. They may also enforce their rules through the courts.

In addition to its primary function of providing higher education for youth it provides a variety of extension services. Its agricultural extension program administers the County Extension Service. Its medical school is affiliated with three hospitals in the area (Minneapolis General, St. Paul Ancker, Veterans Hospital). Its radio station brings educational programs to many people. Its Municipal Reference Bureau in cooperation with the League of Minnesota Municipalities helps with much research on municipal problems in the metropolitan area. Members of its faculty serve as expert consultants on many governmental committees. It provides research and assistance to governments in the area, and helps suggest solutions to problems of the metropolitan area.

County Extension Committee

The Agricultural Extension Service was established by the U.S. Congress in 1914. It is under the Department of Agriculture and is an intergovernmental operation. Its purpose is to bring the results of research to the farmer and to the homemaker. It also conducts the 4-H program to help train high school students in agricultural and homemaking skills.

Each County has a County Extension Committee which is appointed by the County Commissioners for 3-year staggered terms. There are nine members including the -
Chairman of the County Commissioners,
1 other county commissioner,
The County Auditor who acts as secretary,
6 members appointed by the County Commissioners (at least two must be women).
The members elect their own chairman and vice-chairman. The County Extension Committee plans the program and sees that it is carried out. It adopts the budget within state-set limits.

The program is carried out by the County Agent and his assistants. His salary and the cost of the program are shared by the federal government through the extension Division of the School of Agriculture of the University, (in states where there are land grant colleges, the program is administered through them) and the county by county appropriation. 48.1% of the budget comes from federal funds, 23.7% from the State of Minnesota and 28.2% from the counties.

The Ford Foundation has made a grant to the Extension Service to make a study of ways to re-orient the program to urban conditions. This is being done in the metropolitan area where the agricultural program is modified to stress horticultural training.

INTERGOVERNMENTAL RELATIONS IN ASSESSMENT PROCEDURES AND TAXES

Equality of assessment is important to each taxpayer because the property tax is based on assessed valuation and property taxes are the main source of local revenue for schools and other purposes. Some of the school aids paid by the state are figured on an equalization of assessed valuations, and many school districts, especially in the metropolitan area, overlap municipal and township boundaries. The state tax department sets up standards, issues an Assessors Manual and conducts classes to help local assessors increase their professional competency. Local assessors may be either elected or appointed. It is their duty to view each piece of taxable real estate and personal property, to estimate its true and full value and to fix the assessed valuation upon which the mill rate is levied.

County Supervisor of Assessments vs. County Assessor

Minnesota state law permits the counties to have either a supervisor of assessment or a county assessor. Under the supervisor system, the local assessors fill out the local assessment rolls which are checked by the supervisor, who forwards them to the County Auditor. If the Supervisor of Assessments finds assessments which he considers not correct, he may advise the local assessor to make changes or so advise the County Board of Equalization which can order the changes. It is the duty of the County Assessors to make the assessments within the county. Under this system the local assessors carry out his instructions and he fills in the assessment rolls and forwards them to the County Auditor. Some smaller communities in the county may contract with the Assessor's office to carry out the local assessment. The Ramsey County Assessor's office is responsible for all assessment, including St. Paul, and all assessing is done by his office; there are no local assessors in the county. They have operated this way since the 1870's.

Metropolitan Assessment Procedures

Within the metropolitan area, as stated above, Ramsey has its own system of assessments, Scott and Hennepin Counties have Supervisors of Assessments; the rest have the usual form of County Assessors. In Hennepin County the Minneapolis Assessor is independent of the County Supervisor. He sends his assessment rolls directly to the County Auditor and any relations with the State Department of Taxation are conducted directly.

Local Assessors in the Metropolitan Area

Anoka County	21	Hennepin County	48
Carver County	24	Scott County	21
Dakota County	36	Washington County	38
Ramsey County	0		

All the counties in the metropolitan area have chosen to eliminate the household goods tax. Assessment procedures include personal judgments in addition to the various procedures for determining value. With 188 local assessors, some not professionals, there is apt to be variation in the results. Reassessment may be ordered at the county or the state level if there are indications of discrepancies in just valuations. Within the metropolitan area, there have been reassessment of township by the county or the state to bring the assessed valuation into line with those in the rest of the area.

Taxable Values in the Metropolitan Area

County	1960	1961
Anoka	\$ 31,287,689	\$ 34,248,284
Carver	13,117,846	13,517,514
Dakota	51,779,537	56,292,588
Hennepin	601,703,678	622,132,671
Ramsey	304,740,036	311,642,029
Scott	10,529,647	11,127,218
Washington	24,405,211	25,855,692

State Financial Assistance to Local Governments

The State of Minnesota levies some taxes which are shared with local governments. Some of these taxes are apportioned on the basis of population. Much of this money finds its way into the budgets of the metropolitan area local governments.

Cigarette and Liquor Taxes

One fourth of the state tax on cigarettes is credited to a special fund for apportionment to counties, cities, villages, boroughs and urban towns. Thirty percent of intoxicating liquor taxes (except for the 15% increase voted by the 1959 legislature and extended by the 1961 legislature) are credited to a similar fund for the cities, villages, and boroughs, and to the counties for distribution to their towns. The funds are apportioned by the state auditor on the fifteenth days of February and August of each year. In 1961 the per capita distribution was \$1.55 for the cigarette tax and \$1.10 for the liquor tax.

Bank Excise Tax

The bank excise tax is 11.4%, of which the municipal share is 9.15%. It is levied against the net receipts of all of Minnesota's national and state banks. It is collected by the state and returned to the county from which it was collected. The county auditor then allocates the tax paid by each bank to the taxing districts in which the bank is located, dividing it among them on the same basis as the personal property tax.

Employment Agency Tax

The employment agency tax is levied by the state. Those private agencies handling only female or only male applicants pay \$75 a year, those handling both are charged \$150 a year. Fifty percent of each fee is returned to the political subdivision in which the agency is located.

Fire Marshal's Tax

There is a fire marshal's tax on premiums paid for fire and extended coverage insurance which is returned to the local units for the insurance written on property within its borders or fire jurisdiction. It must be used by local fire departments for specific purposes such as pensions or relief.

State Income and Highway Users' Taxes

The state income tax is used for local educational purposes, and portions of the highway users' taxes are returned to counties and municipalities over 5,000 for street and road use.

ORGANIZATIONS INTERESTED IN INTERGOVERNMENTAL RELATIONS

The League of Minnesota Municipalities

This organization plays an important part in intergovernmental relations among the governing bodies of Minnesota municipalities. The League was established by the Legislature (M.S.A. sec. 465.50) in 1913. Its voluntary membership consists of representatives from 646 villages, townships and municipalities in the State of Minnesota: 131 of these members are located within the Twin City metropolitan area. It is supported by dues from the individual municipalities which are somewhat proportionate to their populations. The law makes it legal for the municipalities to pay dues to the organization.

The League of Minnesota Municipalities is housed with the Municipal Reference Bureau in the Walter Library of the University of Minnesota. The Reference Bureau is a department of the General Extension Division of the University. A reference library is maintained jointly by the League and the Bureau. The library contains much information on municipal services throughout the country including model ordinances and charter plus reports of the experience of municipalities in various aspects of local government. The Executive Director of the League is a member of the University of Minnesota Faculty. Many graduate students in Political Science assist the full time staff of the League and Bureau in conducting studies and compiling information useful to the members of the League.

The League published a monthly magazine and issues bulletins of information which assist its members. The League holds conventions and conferences at which problems are discussed. Solutions are suggested and members express their desires by voting for action to support or oppose suggested legislation affecting municipalities.

County Leagues of Municipalities

The Leagues of Hennepin and Ramsey County Municipalities have no formal connection with the League of Minnesota Municipalities, but have overlapping memberships. The County Leagues meetings bring together representatives of municipalities to help work out solutions to problems within their respective counties.

Organizations of Government Officials

There are many other organizations which play an important although informal part in intergovernmental relations. There are regional and state associations of public officials such as assessor groups, city attorneys, county attorneys, county commissioners, city engineers and many others. In these groups discussions are held on problems common to the duties of the office, solutions are proposed and sometimes legislation is recommended. These officials are among the people who carry out many of the intergovernmental programs.

Citizens Organizations

In addition to the official and semi-official groups are associations of citizens interested in certain aspects of government action affecting such things as the conservation of wild life, park reserves, water pollution control or other special programs. These associations bring problems to public attention and form pressure groups to influence legislation that offers solutions to the problems.

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Note 1: Much of the material in this survey was obtained from personal interviews by members of the study committee with officials of the agencies or departments investigated. There are too many of them to be listed, but we wish to express our appreciation for the time, courtesy and cooperation they gave us in explaining their work and their relations with other governmental units.

Note 2: For those who wish to go into intergovernmental relations further there is a tremendous amount of general background material available plus many articles in the local papers which really spell out how intergovernmental relations are operating in our own area. The series of monographs edited by William Anderson, entitled "Intergovernmental Relations in the United States as Observed in the State of Minnesota", contains much valuable material. The monographs are available in the public library or the Municipal Reference Bureau. Most government agencies have annual reports or informational pamphlets explaining their work.

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