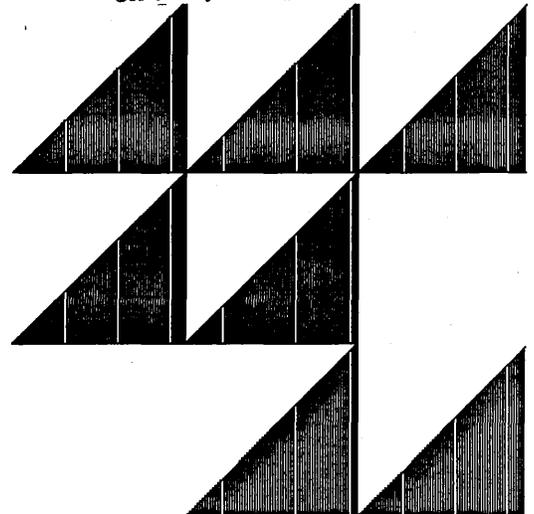

**METROPOLITAN
COUNCIL**

**1991 PROGRAM
EVALUATION REPORT**

RECEIVED

OCT 22 1992

LEGISLATIVE REFERENCE LIBRARY
STATE CAPITOL
ST. PAUL, MN. 55155



METROPOLITAN COUNCIL
Mears Park Centre, 230 East Fifth Street, St. Paul, Minnesota 55101

DATE: May 6, 1992

TO: Mary E. Anderson, Chair
Metropolitan Council Members

FROM: Sharon G. Klumpp, Executive Director

SUBJECT: 1991 Program Evaluation Report

The 1991 Program Evaluation Report presents a four-year review of each major program operated by the Council. The goal of this report is to give you useful information about each program that helps you assess its effectiveness.

The 1991 Program Evaluation Report also fulfills the provisions of Minn. Stat. §473.13, subd. 1a, which requires that a "substantive assessment and evaluation of the effectiveness of each significant program of the Council" be conducted each year. This legislative requirement calls for the report to provide, "to the extent possible, quantitative information on the status, progress, costs, benefits, and effectiveness of each program."

This report is organized to provide the following information on Council programs:

- A. **Goals and Key Strategies:** The 1991 goals and key strategies are listed for each program, along with the program's budget and staffing history.
- B. **State of the Region Indicators:** This section reports indicators of a program's impact on the region as a whole. Usually, these are indicators over which the program does not have full control. But these indicators are reported because they offer insight into the real impact we are trying to have in the region as a whole. Where possible, these indicators are based on policy plan evaluation criteria on a year-by-year basis. There are no State of the Region Indicators for internal or administrative functions.
- C. **Effectiveness Indicators:** These indicators are reported for every program and are indications of that program's effectiveness at accomplishing what was planned. This data is reported on a year-by-year basis to demonstrate our progress over time.
- D. **Other Evaluation Data:** This section presents other evaluation information that may help you assess program effectiveness. It includes information from special one-year studies and other evaluation or audit projects.
- E. **Implications:** The Implications section briefly discusses the meaning or significance of the information presented in the preceding sections.

We hope this information is helpful to you in your review of the overall effectiveness of Council programs.

1991 PROGRAM EVALUATION REPORT

RESEARCH AND LONG-RANGE PLANNING

**Research
Comprehensive Planning and Local Assistance**

METRO SYSTEMS

**Metro Governance
Natural Resources
Solid Waste
Transportation**

HUMAN SERVICES

**Aging
Housing, Health and Human Services
Metro HRA**

COMMUNITY SERVICES

**Publications and Outreach
Data Center**

ADMINISTRATION

**Finance
Information Systems
Human Resources
Facilities**

CHAIR'S OFFICE

**Equal Opportunity and Affirmative Action
Internal Audit
Legal**

METROPOLITAN COUNCIL 1991 PROGRAM EVALUATION

RESEARCH

PURPOSE

The Research Division carries out the Council's basic research program. Its focus is on important demographic, economic and social changes occurring in the region that are not tracked by other Council programs. It also provides support for the Council's strategic planning effort, which attempts to anticipate future challenges for the region and the Council.

1991 GOALS

- Goal 14: Planning for the 21st Century
- Goal 15: Regional Economy and Economic and Fiscal
- Goal 16: Research

STAFFING AND BUDGET

	1989 Actual	1989 Budget	1990 Actual	1990 Budget	1991 Actual	1991 Budget
Staffing	13.0	13.0	15.0	15.0	13.5	13.5
Budget	\$752,748	\$741,902	\$786,291	\$837,730	\$798,022	\$782,653

STATE OF REGION INDICATORS

	1989	1990	1991
1. Building Permits by MDIF Policy Area:			
Planning Area			
a. Developing Area	11,492	9,187	8,442
b. Fully Developed Area	1,769	1,610	718
c. Freestanding Growth Centers	1,303	1,232	1,576
d. Rural Area	1,286	1,344	1,324
i. General Rural Use	844	1,252	1,263
ii. Rural Town Centers	442	92	61
Metro Area Total	15,850	13,373	12,060

EFFECTIVENESS INDICATORS

	1989	1990	1991
1. Usefulness of research reports:			
<u>Number of Requests for Research Reports (by sector)</u>			
Business	1,983	1,788	991
Government	1,437	621	507
Nonprofit	249	250	169
Individual	782	541	589
Other/Unknown	373	642	404
Total	4,824	3,842	2,660

For 1992, Research will continue to work with the Data Center to evaluate the usefulness of selected Council Research reports. Evaluation techniques may include mail back surveys, telephone surveys, focus groups, or other appropriate techniques. Possible candidates for evaluation include Economic Foundation papers, the fiscal studies, building permits, income trends, the population estimates, the forecasts of population, households and employment, or the quarterly Housing Vacancy and Turnover report.

The volume and types of Research Division publications indicate a declining demand for the data produced. 'Business' requests are the strongest sector with 'government' a distant second. Many research publications are census based and demand declines as clients anticipate the release of newer 1990 census results.

OTHER EVALUATION DATA

Comparison of Council Population Forecasts with actual trends for the 1980's. Forecasting is used to better understand trends and the range of possibilities. This provides a basis for planning with appropriate flexibility and, in this context, regular monitoring of trends compared to forecasts becomes especially important.

	1980 Census	1990 Census	2000 Forecasts	1980-90 Percent Change	1990-2000 Percent Change
Population	1,985,873	2,288,721	2,571,000	15.2%	12.3%
Households	721,357	875,504	1,000,000	21.3%	14.2%
Employment	1,069,030	1,322,800	1,480,000	23.3%	15.4%

IMPLICATIONS

The bulk of new construction (89 to 92 percent) from 1987 through 1991 occurred in the Developing Area, the Fully Developed Area and Freestanding Growth Centers. This distribution is consistent with the Council's Metropolitan Development and Investment Framework. The trend has, however, shown some recent increase in the rural area. There has also been a sharp drop in the Fully Developed Area as these suburbs reach the limit of their holding capacity.

1990 Census data indicates that the region's growth has increased significantly over the forecasts the Council has released in 1986, more so for population than for households or employment. This was due to sharp and unanticipated increase in growth in the region in the second half of the decade. The Region added about 200,000 people in that five-year period, about the same amount as were added during the previous 15 years. This rapid acceleration in growth is what necessitated such a sharp upward revision in the Council's forecasts. Careful monitoring is needed over the next several years to see whether this rapid growth was an aberration or a valid indicator of future growth trends. Migration is the primary force behind this change. More detailed 1990 census data is needed to determine who these people are and where they came from to get a better idea of what drew them. Employment growth of nearly 24 percent between 1980 and 1990 is certainly one major determinant.

The volume and types of Research Division publications indicate a declining demand for the data produced. 'Business' requests are the strongest sector with 'government' a distant second. Many research publications are census based and demand declines as clients anticipate the release of the newer 1990 census results.

METROPOLITAN COUNCIL 1991 PROGRAM EVALUATION

COMPREHENSIVE PLANNING AND LOCAL ASSISTANCE

PURPOSE

The Comprehensive Planning and Local Assistance Division is responsible for preparation and maintenance of the Metropolitan Development and Investment Framework (MDIF), the keystone chapter of the Metropolitan Development Guide. Division staff work with other Council departments to incorporate MDIF concepts into their planning for transportation, sewers and other regional systems. They play a lead role in comprehensive plan and project reviews, and provide limited direct assistance to local governments. Division staff coordinate staff review of projects of metropolitan significance.

1991 GOALS

- Goal 17: Metropolitan Development and Investment Framework Follow-Up.
 Goal 18: Metropolitan Development and Investment Framework and Local Planning.

STAFFING AND BUDGET

	1989 Actual	1989 Budget	1990 Actual	1990 Budget	1991 Actual	1991 Budget
Staffing	7.5	7.5	9	9	8	8
Budget	\$350,872	\$386,680	\$378,703	\$415,081	\$444,660	\$461,907

STATE OF THE REGION INDICATORS

	1988	1989	1990	1991
1. Net Expansion of the Metropolitan Urban Service Area (MUSA), in Acres	850	2,763	4,895	6,662
2. Amount of Land in Agricultural Use in the Metropolitan Area, in Acres	1,002,483	991,023	928,000*	798,981**

* 1987, Census of Agriculture

** 1991, Minnesota Department of Agriculture

EFFECTIVENESS INDICATORS

	1988	1989	1990	1991
1. Consistency of local plans to MDIF (1988 and 1990 data from November 1 through October 31; 1991 data from Nov. 1 1990 through December 31, 1991)				
Total Amendments Reviewed	109	128	171	110
a) Number Approved (percent)	97 (89%)	90 (70%)	115 (66%)	84 (76%)
b) Contingent approvals (added conditions/comments)	2	16	21	7
c) Required modification	1	6	2	0
d) Currently in process	7	12	29	17
e) Withdrawn by local government	0	1	4	2
2. Participation in Metropolitan Agricultural Preserves Program				
a) Acres Certified Eligible	610,186	611,234	611,468	592,958
b) Acres Covenanted	178,656	180,450	175,805	178,748

OTHER EVALUATION DATA

1. The Comprehensive Planning and Local Assistance Division works with staff in the Research Division and the Metropolitan Systems Department to evaluate the consistency between the Council's MDIF priorities and investment decisions on regional facilities. The first of these reports, titled *Metropolitan Investment Decisions*, was produced in 1988 using data for the years 1983 through 1987. The general conclusion of the study, which was that investments for sewer and highway facilities generally support Council funding priorities as stated in the MDIF. The study was repeated in late 1990 and completed in early 1991, with data for the years 1983 through 1989. It was expanded to include investments in transit, aviation facilities and regional parks.
2. The Council undertakes a large number of "referral" reviews each year, in which the Council reviews plans, projects or permits proposed by other governmental bodies and provides its advice and comments with respect to metropolitan plans and policies. In 1991, overall agency responsibility for management and record keeping for the referrals review process was assumed by the Comprehensive Planning and Local Assistance Division. A total of 406 referrals, including the 110 local plan amendments listed above, were reviewed by the Council in 1991.

IMPLICATIONS

The Council only infrequently must require modifications to local plans. This indicates that local governments are incorporating Council policies in their own plan development. The Council works to resolve issues that might result in plan modifications through negotiations with the local government whenever possible.

The Council closely monitors the Metropolitan Agricultural Preserves Program, and has become concerned about large reductions in tax credits paid to farmers in recent years that may discourage continued participation. The Council proposed changes to the program which were considered by the State Legislature in 1991, and will be considered again during the 1992 session.

METROPOLITAN COUNCIL 1991 PROGRAM EVALUATION

METRO GOVERNANCE

PURPOSE

The Metro Governance program is responsible for providing accountability to the legislature and the public for the regional service delivery system. It assists the Council in overseeing the performance and financing of regional services to ensure that they are cost-effective and responsive to both the immediate and long-term needs of the region. It accomplishes its responsibilities primarily through review of metropolitan operating agency financial plans, and through studies and reports on regional service delivery and financing. In 1991 the division was assigned a special project - to examine the feasibility of providing a regional trunked radio system to serve the communications needs of all public agencies operating in the metropolitan area.

1991 GOALS

- Goal 11: Metro Governance
 Goal 12: Regional Infrastructure

STAFFING AND BUDGET

	1989 Actual	1989 Budget	1990 Actual	1990 Budget	1991 Actual	1991 Budget
Staffing	3.0	3.0	7.0	3.0	6	6
Budget	\$165,516	\$215,691	\$286,783	\$142,227	\$357,748	\$425,919

STATE OF THE REGION INDICATORS

Revenues for Regional Services (Percent Distribution)

	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991 est.</u>
User Fees	58.0	57.5	57.9	58.9
Property Taxes	16.8	18.5	18.6	19.4
Federal/State Grants	17.7	16.7	17.8	16.6
Interest Income	4.9	5.8	4.5	3.6
Other	2.6	1.4	1.2	1.5

More than half the revenues for regional services come from user charges with airports, sewers and the Metrodome paying operating costs exclusively through user fees. Property taxes support a share of operating costs for regional transit service, most Council operating costs and debt service for parks, solid waste and transit bonds. The revenue mix for regional services has been relatively stable following a period in the early 1980s when the region was forced to rely more on local sources as federal and state funds were cut substantially.

STATE OF THE REGION INDICATORS

Net Regional Debt (in millions)

	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991 est.</u>
Metropolitan Council	26,499	26,264	50,323	52,027
Metropolitan Airports Commission	142,423	134,299	127,616	119,728
Metropolitan Parks and Open Space Commission	4,845	3,824	2,240	16,821
Metropolitan Sports Facilities Commission	31,680	29,829	28,163	27,464
Metropolitan Waste Control Commission	295,214	316,432	404,515	492,401
Regional Transit Board	0	0	-	-
Metropolitan Transit Commission	<u>7,725</u>	<u>5,585</u>	<u>5,703</u>	<u>4,350</u>
	508,386	511,233	618,560	712,791

Bonded debt for regional facilities increased \$204 million from 1988 to 1991 with sewer projects responsible for most of the increase. Bus replacement and park acquisition and development accounted for a small portion of the new debt issued during this period.

EFFECTIVENESS INDICATORS

Council Oversight of Regional Services: Metro governance staff review regional agencies' implementation plans and capital programs to assess whether available revenue sources are adequate to fund proposed services and whether the type and level of funding proposed is consistent with the Council's fiscal principles and economic criteria contained in the Metropolitan Development and Investment Framework.

800 Megahertz Regional Trunked Radio: At the request of many local governments, the Council began a study of the feasibility of a single regional trunked radio system to serve all government units in the metropolitan area. The 1991 legislature authorized the use of Right-of-Way Acquisition Loan Funds to support the study costs and directed the Council to report back to the legislature with its findings by December of 1992. The Council established a regional taskforce with geographic and functional representation that included policy-makers and users of two-way radio. The taskforce's work in 1991 was to explore governance and finance issues in addition to studying the technical feasibility and potential cost to the region of a trunked system. Based on the taskforce's analysis and recommendation, the Council has concluded that a regional system has sufficient potential to merit further technical study and that agreement on governance and finance can be achieved, clearing the way for further, more detailed study in 1992.

IMPLICATIONS

The current fiscal crisis facing the state and local governments makes it imperative that the Council address the fiscal implications of its regional plans and work to make the provision of government services more cost-effective.

State of the Region indicators reported above provide evidence of the effectiveness of past Council decisions in the economic provision of regional services. The Metro Governance division is systematically analyzing the future needs for each regional system. For the region to continue to provide effective service economically, the Council needs information on the extent of financing needs and the availability of existing and alternative financing sources.

The Council is also contributing to more cost-effective delivery of local services in its study of an innovative approach to providing for local government communications needs in the 800 megahertz trunked radio study. This project has the potential to greatly expand service capabilities for police, fire, emergency services, public works, airports, transit and a variety of other public uses.

METROPOLITAN COUNCIL 1991 PROGRAM EVALUATION

NATURAL RESOURCES

PURPOSE

The Natural Resources Division is responsible for policy planning for water resources management and regional sewer service. The division is also responsible for overseeing activities of the Metropolitan Waste Control Commission (MWCC) relating to capital improvement programs to meet regional sewer service needs.

The parks program is charged with meeting the regional recreation open space needs of the region. It assists the Council in planning for acquisition and development of recreation open space and in designing governance and financing strategies appropriate to a park system approaching full development and operation. The Council is advised in its parks planning and funding decisions by the Metropolitan Parks and Open Space Commission, a statutorily established body.

1991 GOALS

- Goal 1: Water Resources Management
 Goal 13: Regional Parks

STAFFING AND BUDGET

	1989 Actual	1989 Budget	1990 Actual	1990 Budget	1991 Actual	1991 Budget
Staffing	14	14	15	16	13.2	15
Budget	\$789,373	\$846,793	\$642,094	\$811,210	\$718,585	\$910,514

* Includes Natural Resources and Parks programs

STATE OF THE REGION INDICATORS (Natural Resources)

- Lakes with moderate or worse use impairment (17 lakes monitored in 1991): 66% (1989); 57% (1990); 41% (1991)
- Percentage of capacity remaining in regional wastewater treatment plants (see table below):

Wastewater Treatment Plant	% Remaining Capacity			Remarks
	1989	1990	1991	
Anoka	2%	2%	4%	To be phased out in 1993
Bayport	14%	14%	9%	To be phased out in 1993
Blue Lake	12%	6%	33%	Expansion completed
Chaska	20%	12%	2%	
Cottage Grove	17%	15%	11%	
Empire	14%	9%	5%	Expansion to be on line in 1992
Hastings	31%	27%	31%	
Metro	12%	9%	4%	
Rosemount	28%	21%	15%	
Seneca	15%	12%	33%	Expansion completed
Stillwater	17%	15%	13%	Expansion to be on line in 1993

STATE OF THE REGION INDICATORS (Parks)

Regional Park Capital Grants Acquisition and Development (in millions of \$)

	1987	1988	1989	1990	1991
Acquisition	2.980	3.780	7.791	5.843	8.070
Development	<u>.980</u>	<u>5.359</u>	<u>.871</u>	<u>1.639</u>	<u>4.081</u>
	3.960	9.139	8.662	7.482	12.151

O & M Costs Per Visit to Regional Parks (in millions)

	1987	1988	1989	1990	1991
Number visits	11.94	13.1	13.9	14.7	15.5
\$ O&M	<u>24.6</u>	<u>26.5</u>	<u>29.3</u>	<u>31.1</u>	<u>33.1</u>
\$ O&M/visit	2.06	2.03	2.11	2.12	2.14

Average operating costs per park visit increased by less than one percent in 1991.

Acquisition grants continue to dominate park fund distribution; however development grants accounted for over 33 percent of the total distribution in 1991. This compares with 32 percent for 1987, 60 percent of available funds in 1988, 10 percent in 1989 and 25 percent in 1990. Total dollars distributed for acquisition and development over the period 1987- 1991 average \$8.3 million per year, substantially below identified needs ranging from \$12 to \$20 million per year.

EFFECTIVENESS INDICATORS

	1987	1988	1989	1990	1991
Deviation of Sewer Availability Charge from rates proposed in joint Council/MWCC rate study.	0	0	0	0	0

Long-Term Water Supply Plan for the Metropolitan Area

The plan was debated at public meetings and a public hearing; bills reflecting the recommendations in the plan were drafted for the revisor's office. The plan was on schedule for submittal to the Minnesota Legislature by Feb. 1, 1992.

Federal Litigation Relating to Seneca & Blue Lake Wastewater Treatment Plants

A federal consent decree was negotiated and entered into by all parties to the federal litigation.

Seneca Wastewater Treatment Plant Air Quality Permit

Successful resolution of the air quality permit issues; an acceptable air quality permit was issued.

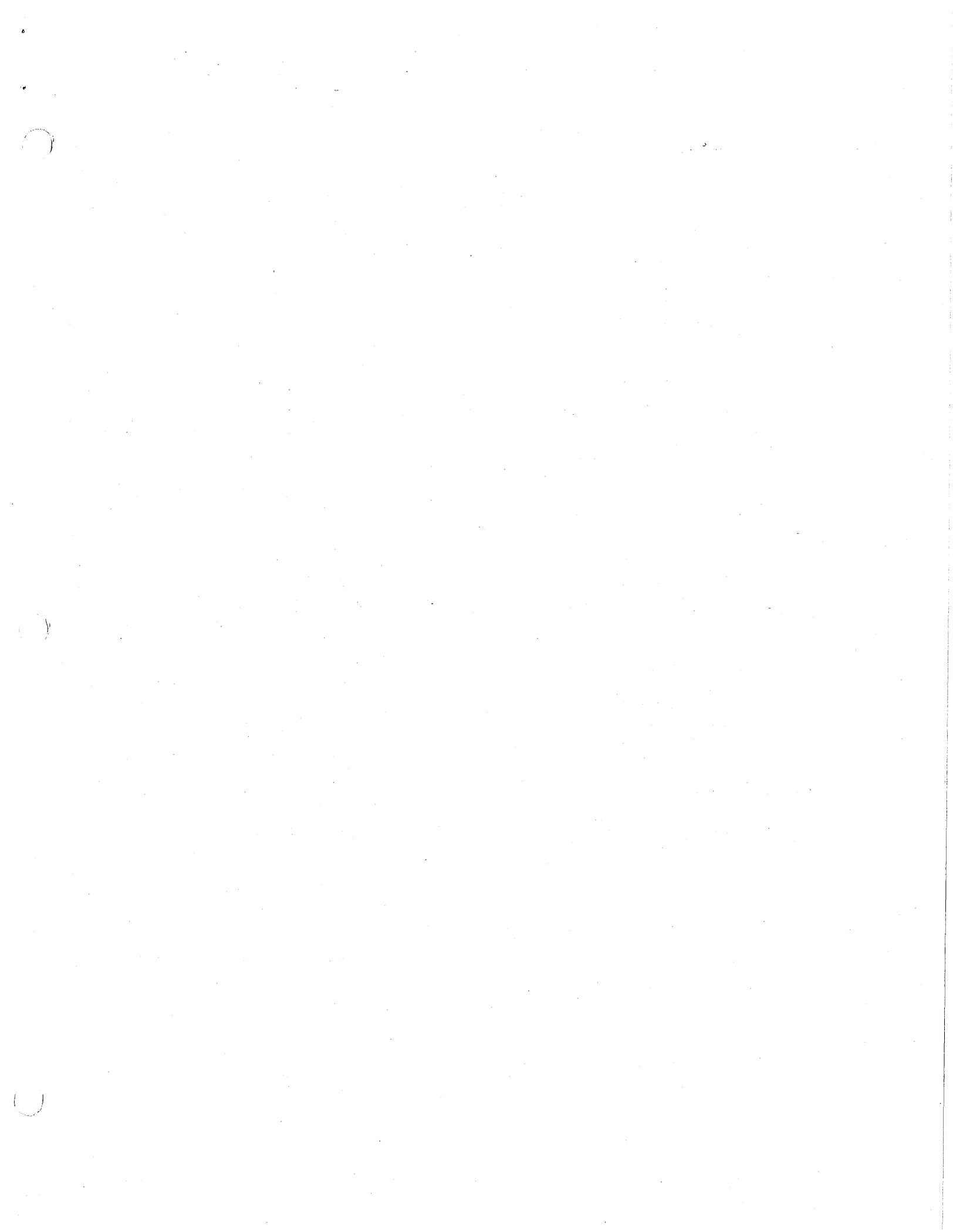
Regional Parks

In 1991 the Council adopted a new parks policy plan that reaffirms its strong support for a system based on high-quality natural resources, establishes a strong new focus for planning, acquiring and developing a cohesive regional trail network and identifies the urgent need to find a new major reliable long-term source of funding as a supplement to existing state aids and metropolitan area bonds for acquisition and development of the system. The bonding bill adopted in the 1991 session did not reflect the Council's position--the state provided \$6.25 million for park acquisition and development and encouraged the Council to fund additional needs by using its existing regional park bond authority.

IMPLICATIONS

In January 1990, the Council learned of a goal set jointly by Minnesota Pollution Control Agency and the U.S. Environmental Protection Agency for a 40 percent reduction in nonpoint source pollution in the Minnesota River at Shakopee by 1996. This has serious implications for the Region both in terms of work planning for the Council and water management organizations (in that studies must be developed and the results implemented) and in terms of increased future capital expenditures at Seneca and Blue Lake wastewater treatment plants to increase further the quality of the plant discharges should the region not meet the nonpoint source pollution reduction goal set by the regulatory agencies.

For the 14 years from 1975 through 1988, the legislature appropriated a total of \$2.4 million to cover the costs of research, planning and grant administration for the regional park system. Beginning in 1989 no line-item appropriation of state funds has been available for Council research costs. The cessation of state funding comes at a time when Council resources are seriously limited. This has serious implications for the ability of the Council to provide the necessary leadership to address such areas as general population, special populations and parks users need surveys, metro governance and parks financing.



METROPOLITAN COUNCIL 1991 PROGRAM EVALUATION

SOLID WASTE

PURPOSE

The Solid Waste Division provides leadership for regional solid waste system development through planning and coordinating development of an economically responsible and environmentally sound system.

1991 GOAL

Goal 4: Solid Waste Management

STAFFING AND BUDGET

	1989 Actual	1989 Budget	1990 Actual	1990 Budget	1991 Actual	1991 Budget
Staffing	15.0	15.0	14.0	14.0	10.8	11.0
Budget	\$1,201,449 ¹	\$871,009	\$1,290,732	\$1,333,402	\$1,001,219	\$1,519,875

STATE OF THE REGION INDICATORS

Waste Landfilled

- The region saw a significant decline in the waste sent to landfills in 1991 compared to the previous year. The region consumed approximately 1106 acre-feet of landfill space in 1991 compared to 1471 acre-feet of space consumed in 1990. The region was expected to landfill 1120 acre-feet of waste in 1990 according to the policy plan approved in 1991. The region is achieved the policy plan landfill abatement objectives in 1991.

<u>Landfill use:</u> *	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	*806.5 tons per acre foot conversion rate from 1991 policy plan used.
A.F. 1985 Est.	2,334	2,301	1,929	1,220	1,120	
A.F. Reported	2,589	2,383	1,971	1,474	1,106	
<u>Recycled Waste*</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	*Includes old and new recycling
Tons 1985 Proj.	446,260	528,790	642,090	732,960	700,000	
Tons Reported	401,556	566,901	678,920	728,946	1,056,000	

System Costs

- The estimated solid waste system cost, paid by waste generators for waste management services, in 1991 was \$370,000,000.
- Waste generators paid \$146,000,000 for waste management in 1986 and the 1991 costs were projected to be less than \$220,000,000.

¹ additional funds were received during 1990 for the development of EIS's for USPCI and the Dakota County mass burn facility.

EFFECTIVENESS INDICATORS

	1989	1990	1991
Passage of Council sponsored solid waste management legislation	yes	yes	N/A
Legislature responding to Council reports to block passage of solid waste legislation inconsistent with the policy plan approaches.	yes	yes	yes
Grant funds distributed to assist in the development of the regional solid waste management system	\$2,166,000	\$3,300,000	\$3,008,000

OTHER EVALUATION CRITERIA

Timely completion of reviews and environmental documents which foster understanding of projects and facilitate the development of necessary facilities in the solid waste management system. (Burnsville Landfill CON and Pine Bend Permit Reissuance were completed within the required time frames.)

Council forging a cooperative relationship with the varied actors in solid waste management to resolve regional solid waste management implementation issues. Regular meetings in the region attended by SW staff: 31 monthly, 11 quarterly, 5 yearly and 6 weekly. This is a significant increase from 1990 due to work on county master plan revisions.

Council recognition as the leading regional solid waste management information source for landfill capacity estimates, system costs, waste generation rates, and other associated reports data, and the use of the data by implementing agencies to formulate cost effective and environmentally sound programs. (Solid waste reports are distributed to 270 agencies/groups at their request.)

IMPLICATIONS

The regional solid waste management policy plan was completed in 1991. The revised policy plan requires counties to evaluate the development of the solid waste management system in a proactive manner. The goals in the revised plan are much more stringent than goals in the 1985 solid waste policy plan. The Council must work to assure that the system objectives are met through continued leadership in the development of the regional solid waste management system. The Council will work to improve the fiscal responsiveness of the system, enhance environmental protection, and reduce the need to landfill waste through cooperation among implementing agencies, private/public partnerships and private competition for delivery of waste management services. The Council was able to shift efforts from the development of the policy plan and environmental reviews to assistance in developing effective waste reduction and public education programs at the end of 1991. Staffing in the Solid Waste Division for 1991 and 1992 has remained virtually unchanged as a result of the Council operating waste reduction and public education activities. In future years the system implementors will be expected to assume responsibility for implementing effective regional programs to meet regional goals. The establishment of joint regional waste management programs will further diminish the Council's need to provide the staff and funds to foster cooperation and be directly involved in implementation activities. Programs for distribution of grant funds, public education, and environmental review will be reduced as the solid waste management systems mature into a stable and effective system that achieves Council objectives.

METROPOLITAN COUNCIL 1991 PROGRAM EVALUATION

TRANSPORTATION

PURPOSE

The Transportation Division plans and coordinates regional airports, metropolitan highways and transit system development cooperatively with the Metropolitan Airports Commission, the Minnesota Department of Transportation, the Regional Transit Board, regional railroad authorities, local units of government and citizens.

1991 GOALS

- Goal 2: Transportation System Development
 Goal 3: Long-term Aviation System Planning

STAFFING AND BUDGET

	1989 Actual	1989 Budget	1990 Actual	1990 Budget	1991 Actual	1991 Budget
Staffing	14.0	14.0	16.0	16.0	14	14
Budget	\$1,044,903	\$859,243	\$2,128,732	\$2,573,832	\$1,837,604	\$2,229,456

STATE OF THE REGION INDICATORS

	1988	1989	1990	1991
1. Vehicle Occupancy by Person (7-8 a.m. Peak) ¹				
Downtown	1.24	1.20	1.20	1.22
Suburban	1.13	1.13	1.12	1.12
2. Public Transit				
Total Transit Ridership ²	73,000,000	73,000,000	71,000,000	66,700,000
Metro Mobility Ridership ³	1,261,000	1,421,739	1,639,500	1,554,278
3. Total Passengers, MSP ⁴	18,592,400	19,421,600	20,397,000	20,590,200
4. Total Operations, MSP ⁵	373,900	364,000	379,785	382,017

¹Mn/DOT Vehicle Occupancy Summary, July 1991. In 1991 Mn/DOT changed its methodology so all numbers in this report are different from previous reports.

²RTB

³RTB

⁴MAC, as reported in 1991 Annual Contingency Assessment

⁵MAC, as reported in 1991 Annual Contingency Assessment

EFFECTIVENESS INDICATORS

- **Regional Transit Facilities Plan**

The Metropolitan Council adopted the Regional Transit Facilities Plan and submitted it to the Minnesota Legislature in February, 1992. The plan, prepared during 1991 in close cooperation with the Minnesota Department of Transportation and Regional Transit Board was the result of legislative discussions aimed at increasing the coordination among the proposers of major transit improvements (such as Mn/DOT, RTB, the Council and the county regional railroad authorities) as well as setting a direction for reversing the declining levels of transit and carpooling. The plan addressed light rail transit, high occupancy vehicle facilities, transit service improvements and low capital transit improvements -- all of which are elements in the Council's Transportation Development Guide/Policy Plan. While the plan included some additional technical work, most of the effort was obtaining and synthesizing work from existing studies by the Council and/or the other agencies. The plan required strong leadership by the Council in preparing the plan to ensure its support upon adoption.

- **Downtown Minneapolis TMO**

The Metropolitan Council's 1989 Transportation Policy Plan encouraged Downtown Minneapolis to organize a private sector transportation management organization (TMO) to work toward further reducing single-occupant vehicle commuting to and from downtown Minneapolis during peak periods. The Downtown Minneapolis TMO was established in June of 1991 by the Minneapolis City Council with support from a grant from the Regional Transit Board. The TMO is a public/private partnership; its charter membership includes representatives of the retail, service and insurance industries, the Building Owners and Managers Association, parking owners and operators, developers, the Downtown Council, and the City of Minneapolis. Council staff has assisted in organizing the TMO since its creation. The TMO has added the private sector voice to transportation plans and proposals. The TMO plans to open a commuter service center on the downtown skyway system in May of 1992, where it will offer rideshare match lists, sell bus fares, and provide high-tech commuter information, as well as assist employers with preparing trip reduction plans.

- **Selection of Airport Search Area**

As the regional airports system planner for the Twin Cities Area, the Council has the responsibility under the dual-track major airport planning act of 1989 to identify a "search area" for a possible replacement airport. In December, the Council designated a large area in east-central Dakota County as the search area within which the Metropolitan Airports Commission will select a specific site and prepare an airport development plan for a potential new airport. The decision and set of recommendations were the culmination of two years of planning and are contained in the report, *Selecting a Search Area for a New Major Airport -- Part Four: Search Area Designation*. The Council and its advisory task force conducted an extensive public information and participation process.

IMPLICATIONS

In November, 1991 the Intermodal Surface Transportation Efficiency Act (ISTEA) was passed by the federal government. This act establishes a new vision for surface transportation in America and will have a direct impact on the Council's work program since the roles and responsibilities of metropolitan planning agencies such as the Council have changed. For instance the Council now has more direct responsibility for funding priorities in the area. The Council's transportation policy plan must be modified to meet the requirements of the act. The law also requires more coordination to assure that the federal Clean Air Act is implemented and that air quality in the area does not deteriorate.

METROPOLITAN COUNCIL 1991 PROGRAM EVALUATION

AGING PROGRAM

PURPOSE

The Aging Program carries out the Council's responsibilities as the federally funded and state-designated area agency on aging for the Twin Cities Metropolitan Area, including research and data collection, policy/planning, program development and coordination, advocacy and grants administration activities.

1991 GOAL

Goal 8: Service System for Older People

STAFFING AND BUDGET

	1989 Actual	1989 Budget	1990 Actual	1990 Budget	1991 Actual	1991 Budget
Staffing	8.0	8.0	8.0	8.0	9.0	9.0
Budget	\$367,852	\$400,177	\$473,279	\$426,564	\$495,650	\$488,312

STATE OF THE REGION INDICATORS

Status of Elderly

- Age specific mortality rate in metro area
 - This, when compared to historical data, will indicate whether the older population is living longer or not.
- Regional and County Profiles of senior needs and resources
 - To measure the needs of seniors throughout the metropolitan area and direct services to fill in gaps in the system
- Report on seniors of minority background
 - To measure the needs of minority elderly and examine policies to better target services to these populations.

Status of System

- Institutionalization rate for persons 65+ in the metro area
 - This will, over time, indicate the extent to which an older population must depend upon institutions for support (as opposed to alternatives to institutions).
- Number of volunteers and hours devoted to providing services to older people in the metro area
 - This will measure the extent to which the "informal support network" is involved in providing services to frail older people.
- Number of persons served through state, federal and local programs
 - This will measure the level of availability of in-home care for older, low-income elderly; waiting lists would indicate level of unmet need.

EFFECTIVENESS INDICATORS

	1989	1990	1991
1. Number of older persons served through federal grant programs	53,981	49,929	47,372
2. Number of volunteers providing services to older people	16,837	18,391	20,861*
3. Number of service units provided		1,782,656	1,736,899

*These volunteers provided a total of 422,000 hours of service.

OTHER EVALUATION DATA

1. Extent of services provided to targeted older people through Council-administered federal and state grant programs.

Twenty eight projects were funded including home delivered meals, congregate dining, transportation, chore, legal, special access and information and referral. The senior population in the region is 42.3 percent (304,358) of the 60+ population in the state and 14.3 percent of the region's population. Services provided by Title III funds served 15.5 percent of the seniors in the region.

Of the 49,929 people served: 22,796 (46%) were frail or disabled; 13,684 (27%) were over 80 years of age; 19,021 (38%) were below poverty; 30,369 (61%) lived alone and 5,818 (11.6%) were minority. While only 11.6 percent of the population served were minority, 48 percent of the elderly minority population (12,079 or 24% of the total elderly population are minority based on the 1990 census.)

1,736,899 units of service translates differently by service; for the nutrition programs units of service are meals, for the transportation program units of services are one way rides. For all other programs units of service are hours of service; with the exception of information and referral. (The numbers for information and referral are not included in the statistics because they are new projects, and statistics will begin to be collected in 1992.)

2. Evaluation of process used to develop Title III allocations for 1991.

The process to develop Title III allocations for 1991 was conducted through an examination of needs and resources in the metropolitan area based on a study conducted by staff in 1989 adding additional information about changes in needs that occurred between 1990 and 1991. A public meeting was held to obtain public comment on the allocations.

Three reports were published regarding changes that should be made to funding and other policies. The recommendations from these reports (nutrition, coordination and special access) will be incorporated into the next funding cycle.

3. Evaluation of the use made by policy makers of data and reports published.

Over 700 copies of our region's report on senior needs and resources were distributed and over 80 copies of each report for each of seven counties were distributed. Two forums were held in the region at the request of policy planners to relate the data.

A report on the needs of minority elders was completed during 1991 and significant policy recommendations are being forwarded to policy makers and incorporated into division funding policies.

IMPLICATIONS

1. The number of people served through federal grant programs indicates decreasing number of people being directly served by grants. This is a result of increasing costs of service delivery as well as administrative costs that come as a result of the need to be fiscally accountable.
2. The number of volunteers providing services to older people is significant because one of the Council's policies in Aging/LTC is better use of existing resources, particularly the "informal support network" made up of families, friends, volunteers, etc.
3. While Title III is a funder of services for older adults in the region, it is not the only or major resource in the region. There are numerous organizations that provide services to older adults. In order to increase the number of individuals served additional resources are necessary. To increase the number of elderly served, older adults and their families need access to services. As the 60+ population grows, so will the need for services. Minnesota's institutionalization rate of 7.8 percent exceeds the national average of 5.0 percent. Our population of persons 85+ is projected to increase by 113 percent by the 2010 which translates into 8,500 more nursing home beds, unless alternative continue to be developed. Regional resource planning efforts are critical to the success of the human service delivery system.
4. While Title III is increasing its effort to target funds to communities of color, other funders and policy makers need to address service delivery to populations where language is a barrier to service.

METROPOLITAN COUNCIL 1991 PROGRAM EVALUATION

HOUSING, HEALTH AND HUMAN SERVICES

PURPOSE

The Housing, Health and Human Services Division's purpose is to develop a comprehensive and future-oriented strategy to assure a productive, healthy and secure population in a vital regional economy. The Division and the Human Services Department are developing a Human Investment Framework which will contain principles for future resource allocation and priorities in 11 different categories: Physical and Mental Health; Basic Needs - Food and Clothing; Income and Economic Opportunity; Housing; Transportation; Education; Support for Individuals and Families; Safety and Security; Environmental Quality; and Organized Action.

The Indicators described below are a small portion of the possible ways in which we can measure the region's growth and change.

STAFFING AND BUDGET

	1989 Actual	1989 Budget	1990 Actual	1990 Budget	1991 Actual	1991 Budget
Staffing	17	17	14	14	16.1	16.1
Budget	\$991,881	\$1,069,847	\$723,001	\$848,901	\$652,525	\$794,026

*During 1990, the Housing, Health and Human Services Division was formed which comprises the health and housing programs.

STATE OF THE REGION INDICATORS

EDUCATION:

Graduation Rate

1990:

- Twin City Metropolitan Area
- * Highest in United States

Minnesota *

United States

90.6%

71.1%

SAFETY AND SECURITY:

Child Maltreatment - Metro Area

Substantiated Reports

Year	N =	Rate =
1985	6189	10.2/1000
1990	8704	14.6/1000

Perception of Safety (Annual Housing Survey)

1989:

Neighborhood Problems

Crime

Twin Cities

United States

44.3%

37.5%

6.8%

6.2%

STATE OF THE REGION INDICATORS

HEALTH OF CHILDREN:

Infant Mortality - Twin Cities

	1985	1988
White	8.14%	6.62%
Black	16.38%	20.46%
Indian	8.29%	9.79%
Asian/Pacific	5.65%	8.54%

PHYSICAL AND MENTAL HEALTH:

Uninsured Persons

1991	Metro	Statewide	Income
	8.1%	8.5%	
		12.9%	< \$30,000
		3.2%	> \$30,000

Rental Housing

- Vacancy Rates
 - Will help monitor tightness or slack in market due to changing market forces.
- Number of subsidized housing by community (buildings, certificates and vouchers)
 - To measure availability and distribution of affordable housing in the region.

Privately Owned Housing

- Building permits/existing home sales
 - To measure market's response to such factors as interest rates, demographic changes, economy.

EFFECTIVENESS INDICATORS

<u>Housing</u>	1988	1989	1990	1991
1. Number of Housing units reviewed.	11,719	9,013	4,124	4,363
2. Number of proposals reviewed with potential negative effects.	1	5	11	9
3. Percent compliance of municipalities and funding agencies with Council recommendations.	100%	100%	100%	100%

IMPLICATIONS

- 1) The housing units reviewed in 1991 represent 36 percent of the total units permitted in 1991, a four percent increase from 1990.
- 2) Although not all new housing proposals were reviewed by the Council, the housing review process continued to accomplish its goal to foster the submittal of proposals that are consistent with regional housing and development policy. It allowed the Council to point out inconsistencies with regional policy.
- 3) HUD staff reported that all Council comments were acknowledged and an effort made by HUD subdivision appraisal staff to work with developers to resolve many of the concerns noted.

METROPOLITAN COUNCIL 1991 PROGRAM EVALUATION

METRO HRA

PURPOSE

The Council's Metropolitan Housing and Redevelopment Authority (Metro HRA) Division provides and enhances opportunities for decent, safe, sanitary and affordable housing for Metropolitan Area residents through administration of Section 8 Rent Assistance Payment Programs and state and local housing rehabilitation programs. It provides quality services to applicants, clients, and owners to ensure maximum utilization of program funds; communicates effectively and efficiently with internal and external stakeholders; and applies program regulations in a manner that ensures uniformity and consistency.

1991 GOAL

Goal 6: Metro HRA

STAFFING AND BUDGET

	1989 Actual	1989 Budget	1990 Actual	1990 Budget	1991 Actual	1991 Budget
Staffing	27.0	27.0	28.5	28.5	26.5	28.5
Budget	\$1,160,308	\$1,035,665	\$1,164,486	\$1,099,496	\$1,262,713	\$1,881,415

STATE OF THE REGION INDICATORS

Metro HRA operation of the Section 8 certificate and voucher programs contributes to the availability and distribution of affordable housing in the region and its operating results are included in the following Housing Planning State of the Region Indicator:

Number of subsidized housing units by community (buildings, certificates and vouchers) to measure availability and distribution of affordable housing in the region.

EFFECTIVENESS INDICATORS

	1988	1989	1990	1991
1. Number of households assisted.	4,252	4,301	4,377	4,201
2. Percent utilization of available units.	101.6	99.3	100.1	98.6
3. Percent minority households assisted.	18.3	20.1	22.4	23.6
4. Number of housing units rehabilitated.	26	22	21	10
5. Staff Productivity (Households Assisted per FTE)	157.2	159.6	153.6	158.5

OTHER EVALUATION DATA

Geographic distribution of assisted households:

Of the 4,201 households assisted by Metro HRA in 1991, 22.0 percent resided in Anoka County, 2.1 percent in Carver County, 45.1 percent in Hennepin County, 20.1 percent in Ramsey County and 8.6 percent in Washington County. 2.1% of the households assisted received their assistance outside of the five county metropolitan area served by Metro HRA.

IMPLICATIONS

Indicators 1 and 2 above show that Metro HRA experienced a slight decline in the utilization of funds in 1991 from 1990 levels. This is due primarily to the administrative complexities resulting from the implementation of portability.

Minority household participation in the program has shown a steady increase. Minority households receive housing assistance through Metro HRA in greater proportion than their representation in the population as a whole (8.4 percent in 1990), and also in greater proportion than their representation in the population in poverty (12.6 percent in 1980, 1990 figure not yet available).

Indicator number 4 shows a sharp decline in the level of rehabilitation activity at a time when such activity which is due largely to shifting in priority of funds away from rehab activities (Brooklyn Center) and the fact that most of the Minnesota Housing Finance Agency funds were committed in the first year of program, 1990. The average MHFA rehab loan was \$7,403. Statistics for Brooklyn Center loans are not kept as Metro HRA is involved only in determining owner and property eligibility for the program.

Indicator number 5 shows the number of households assisted per full time equivalent staff. This indicator shows a relative increase in staff productivity of 3.2% over 1990 levels and continues to surpass the goal of 150 households assisted per FTE under the current operating structure.

METROPOLITAN COUNCIL 1991 PROGRAM EVALUATION

PUBLICATIONS AND OUTREACH

PURPOSE

The division has two basic functions: producing publications (and related communications and public information) and coordinating the Council's citizen participation efforts. The division prepares the Council annual report, citizen's guide, *Metro Voice* newsletter and other information materials. It assists the news media in reporting on regional issues and Council actions. It also supports the Council's planning and policymaking functions with writing, editing and graphics services. The division helps the Council build participation and develop consensus among parties on ways to solve regional issues. To accomplish this, the staff helps the Council develop communications strategies to guide two-way communications with local officials and other constituencies. The division plans the annual state of the region event and the Council chair's regional breakfast meetings. The staff also plans public hearings and meetings, coordinates arrangements for public forums and special events, and places legal notices.

1991 GOALS

Goal 19: Consensus-Building
 Goal 21: Public Information

STAFFING AND BUDGET

	1989 Actual	1989 Budget	1990 Actual	1990 Budget	1991 Actual	1991 Budget
Staffing	14	14	14	14	8.5	8.5
Budget	\$865,347	\$839,203	\$826,350	\$888,396	\$619,998	\$727,963

STATE OF THE REGION INDICATORS

None for this program.

EFFECTIVENESS INDICATORS

	1988	1989	1990	1991
1. Number of Council-sponsored public meetings, hearings, forums, events	52	53	46	69
2. Attendance at Council public meetings, hearings, forums, events	4,110	2,604	3,304	5,072
3. Major mentions in news media, selected regional issues	1,825	672	1,543	964
4. Quantity and distribution of mailed portion of <i>Metro Monitor</i> circulation to elected officials and people interested in regional issues	22,750	22,750	22,800	23,000
5. Distribution of nonmailed portion of Monitor circulation:				
Inserted in <i>Skyway/Freeway News</i>	80,000	80,000	60,000	40,000
Distributed via 89 racks in government buildings, skyways, etc.	19,000	19,000	19,500	18,600

Notes: In 1991, there were many more public meetings because of the Council's airport search area project. Media coverage appears to be down, but this is because clips were counted differently (clips from radio and TV were no longer included, and articles that appeared in a number of suburban newspapers were counted only as one story).

OTHER EVALUATION DATA

Public Participation Process - Airport Search Area Designation

The final report on the Council's airport search area siting project includes a description and evaluation of the extensive public outreach process that was used. The Council selected the search area on schedule in December, 1991, indicating that the process worked. Although many citizens did not agree with the Council's decision, they did not seek to delay the decision because they weren't aware of the process. Nor did they argue about whether the search area selected was the best one.

The public outreach process was built on traditional outreach activities, and concepts and approaches suggested by the Project Public Life of the Humphrey Institute. Activities were tied to key decision points. The goal was to provide information that the community needed to be aware of, and participate in, the siting process. Also, to help develop a consensus on a search area and the dual-track planning process.

Key elements included:

- A 37-member task force, with membership reflecting diverse interests and viewpoints, to guide the project.
- 18 public meetings and 2 public hearings, most held in affected communities, which attracted over 2,000 participants.
- Use of small-group discussions and other special techniques to encourage dialogue and participation at these meetings.
- A special newsletter to keep citizens up to date.
- A network of community contact people to encourage ongoing communications with residents.
- Four reports at stages of the process.
- A live cablecast and videotaped programming on the Metro Cable Network, Channel 6.
- Over 100 speaking engagements with community and civic groups.

Department Strategic Planning

In 1991, the Community Services Department completed a strategic planning process that evaluated our approach to the Council's communications. As a result, the department has changed some of its work program thrusts in 1992 in order to capitalize on three communications trends:

1. *The governor has urged the Council to be bold and take risks to bring about change in the region.* We are targeting a larger portion of our communications resources to help the Council carry out its most important initiatives, such as the Council visioning project and the New Ventures in Delivering Government Services project. To do this with fewer staff in 1992, we are putting fewer resources into general communications about the Council.
2. *People want brief communications and want them now.* We are preparing "talking points" for Council members and staff on all major issues. At our recommendation, the Council replaced the widely distributed *Metro Monitor* with a shorter quarterly newsletter that is targeted to key constituencies.
3. *People are watching television more, reading less.* We are programming our weekly time slot on Metro Cable Channel 6 more frequently by videotaping more public meetings and forums. We are identifying stories that will attract more coverage of regional issues on commercial television, public television and public radio. We also are writing shorter publications and using more graphics in our publications to communicate.

IMPLICATIONS

Elements of the airport communications project are transferrable, and will be used for other Council programs. The Council's visioning effort this year will be based in part on these concepts. Division staff intend to investigate the possibilities further.

The changes in division activities brought about by the strategic planning process will need to be evaluated. The *Metro Voice* newsletter evaluation will begin after several issues have been published.

METROPOLITAN COUNCIL 1991 PROGRAM EVALUATION

DATA CENTER

PURPOSE

The Metropolitan Council Data Center is the primary distribution and referral point for information about the Twin Cities Metropolitan Area. It develops accurate, timely, useful information products and distribution systems cooperatively, working within the Council, and with government and other organizations. The Data Center promotes and distributes Council and other information needed by government agencies, nonprofit organizations, businesses and citizens, and by Council members and staff, for use in making decisions that affect the region. It responds to data and information requests, using technology for the most effective and efficient management, analysis, distribution, and presentation of Council information. The Data Center also provides reference library services to the Council and is a conduit for obtaining outside information used in regional planning and decision-making. As a coordinating affiliate of the Minnesota State Data Center, it cooperates with U.S. Bureau of the Census in planning for and disseminating census information to users in the Twin Cities Metropolitan Area.

1991 GOAL

Goal 20: Information for Decision-Making

STAFFING AND BUDGET

	1989 Actual	1989 Budget	1990 Actual	1990 Budget	1991 Actual	1991 Budget
Staffing	9.0	9.0	9.0	9.0	9.5	9.5
Budget	\$582,467	\$570,744	\$619,754	\$593,727	\$624,477	\$627,473

STATE OF THE REGION INDICATORS

None for this program.

EFFECTIVENESS INDICATORS

	1989	1990	1991
1. Publications and data provided in response to requests.	30,465	34,877	34,478
2. Total number of clients served (by type below).	14,604	15,924	19,490
- Government	2,050	1,970	1,728
- Business	2,824	4,253	6,536
- Non-profit	816	813	981
- Individuals	8,278	7,053	7,894
- Other	636	1,835	2,351
3. Number of library MINITEX (academic, public and state agency library) orders filled for Council staff.	256	603	523
4. Other Council staff library walk-in requests filled.	2,962	3,551	4,420
5. Data Center revenues.	\$26,296	\$29,566	\$33,831

Release of 1990 census information acted as a catalyst to increase data requests and the overall number of Data Center customers. The economic downturn reduced the demand for certain kinds of information used by businesses. Data Center revenues were up in 1991 due to continued strong sales of air photos and 1990 census information.

OTHER EVALUATION DATA

The Twin Cities Economy in Profile. The August 1991 version of this report resulted from joint evaluation by Research and Data Center staffs. Based on their critical review, this simplified version of an earlier report was developed, which cost much less to publish. The staff found that business accounted for over 50 percent of requests for the new publication during 1991. Comparing this publication to other similar Council publications (e.g. Economic Indicators), staff found that its demand was relatively high. Conclusions are: that we are serving a group of business and policymakers who seek economic data in a less technical format; that they are requesting the report at about the level we expected; and that the volume of requests is comparable to other Council publications that serve the same market.

Subsidized Housing Information. Data Center staff cooperated with Metro HRA staff to evaluate well how the Council responds to requests for information on subsidized housing vacancies. The project included a review of information provided, and a determination of which office best provides it. From this work, decisions were made that cut the number of referrals within the Council and simplified the tracking of requests. This information was useful in the development of the "Housing Hot-line" proposal.

Metro Monitor. Data Center staff used a key informant meeting attended by influential users of regional information to evaluate the Metro Monitor and gain insights on certain other Council information products. The group responded to the following questions.

- **What sources of information do you use besides Council information?** Major daily newspapers were their key source.
- **How do you feel about the media and its role in informing regional decision-makers?** Important sources included major newspapers, public radio/TV, newsletters and alternative newspapers.
- **How do you use the information in these sources? How is it useful?** Answers ranged from gaining alternative views to obtaining a summary of important news.
- **What makes the source good or bad?** Reputation of columnist, accuracy of reporting were two mentioned.
- **What is your reaction to and how would you improve the Metro Monitor ?**
 - Do a story every year on the Council itself because people do not understand the Council .
 - Retain the new publications order section.
 - Do not address current issues; timeliness is a problem.
 - Do stories on how other regions, cities, governments have coped with the types of issues our region is facing.
 - Do stories on Council people, so readers get to know them.
 - Include "opinion" on issues of regional interest.

In summary, the group was skeptical of the *Metro Monitor* as a newspaper and thought of it as a "house organ". Because information about public issues changes rapidly, as a bimonthly publication it is not timely. It does not cover controversy associated with important issues. This evaluation influenced our decision to recommend that the Monitor be discontinued and provided information to plan the new quarterly publication, *Metro Voice*.

IMPLICATIONS

While the combined number of publications and data requests stayed about the same from 1990 to 1991, the number of customers again rose sharply, up 22 percent, from 15,924 to 19,490. The marketing of 1990 census information was the key reason for this increase. A major challenge for 1992 and beyond will be communication of Council information to communities of interest in light of the elimination of the *Metro Monitor* with its circulation of 86,000 now replaced by the *Metro Voice*, a quarterly publication with a circulation of 4,000.

METROPOLITAN COUNCIL 1991 PROGRAM EVALUATION

FINANCE

PURPOSE

The Finance Division operates the Council's financial systems. The main goals of the unit are to manage the Council's financial resources; ensure adherence to Council procedures, statutes and applicable regulations; and accurately record and report all financial transactions.

1991 GOALS

Goal 23: Financial Management
 Goal 25: Regional Capital Financing

STAFFING AND BUDGET

	1989 Actual*	1989 Budget*	1990 Actual	1990 Budget	1991 Actual	1991 Budget
Staffing	11.8	21.5	11.25	11.25	12	12
Budget	\$549,425	\$920,052	\$629,193	\$548,847	\$595,635	\$627,586

*1989 Budget includes the Facilities staff; 1989 Actual reflects a separate division for Facilities.

STATE OF THE REGION INDICATORS

Bond Ratings for Long Term Debt Issued by Regional Agencies
 (AAA and Aaa are the highest credit ratings given by Standard and Poor's and Moody's, respectively.)

	1986	1987	1988	1989	1990	1991
Metropolitan Council						
Moody's	Aa	Aa	Aa	Aaa	Aaa	Aaa
Standard & Poor's	AAA	AAA	AAA	AAA	AAA	AAA
Metropolitan Airports Commission						
Moody's	Aaa	Aaa	Aaa	Aaa	Aaa	Aaa
Standard & Poor's	AAA	AAA	AAA	AAA	AAA	AAA

Under State statutes, the Council issues debt for the Metropolitan Parks and Open Space Commission, Metropolitan Waste Control Commission, Metropolitan Sports Facilities Commission, Regional Transit Board, the Metropolitan Transit Commission and the solid waste landfill siting process.

EFFECTIVENESS INDICATORS

	1988	1989	1990	1991
1. Payment of undisputed invoices within 30 days.	95%	97%	95%	97%
2. Return on Council investments exceeding average 90-day Treasury Bill rate for year.	114%	105%	104%*	114.74%
3. Improvements recommended by the State Auditor.	8	12	16	Not Available

*The lower return on investment rate is a product of a stable market.

OTHER EVALUATION DATA

- Received certification of Annual Financial Report by the Government Finance Officers' Association (GFOA) from 1983 through 1990. The 1991 report will be submitted also.
- The 1990 and 1991 budgets received the GFOA Distinguished Budget Presentation Award. The 1992 budget has been submitted to the GFOA for the same award.

IMPLICATIONS

The bond ratings are a primary indicator of the region and the Council's financial soundness as measured by the private sector. These indicate that the economic base, the statutory financing structures, and the capital management practices are sound.

The Council's finances must be recorded and reported in accordance with generally accepted accounting principles and meet the requirements and standards for financial and compliance audits contained in the U.S. General Accounting Office's Standards for Audit of Governmental Organizations, Programs, Activities and Functions and the provision of the Minnesota Legal Compliance Audit Guide for Local Government. Failure to do so can result in loss of federal and state revenue and citations of non-compliance.

Excess funds of the Council are invested to gain additional revenue. Effective investment practices enhance the financial condition of the Council.

The State Auditor reviews all the Council's financial management practices for compliance with regulatory and professional standards. The 1990 report indicated compliance with legal requirements, and recommended some improvement to operating practices.

METROPOLITAN COUNCIL 1991 PROGRAM EVALUATION

INFORMATION SYSTEMS

PURPOSE

The Information Systems division provides computer systems and ongoing support for managing Council information and data.

1991 GOAL

Goal 26: Information Systems

STAFFING AND BUDGET

	1989 Actual	1989 Budget	1990 Actual	1990 Budget	1991 Actual	1991 Budget
Staffing	16.0	16.0	14.0	17.0	17	17
Budget	\$866,483	\$770,892	\$897,844	\$897,556	\$1,026,228	\$1,020,451

STATE OF THE REGION INDICATORS

None for this program.

EFFECTIVENESS INDICATORS

	1988	1989	1990	1991
Number of staff with access to terminals	170	210	210	186
Response time on mainframe computer for financial transactions (in seconds)	1	1	1	1
Response time on mainframe computer for HRA transactions (in seconds)	1	1	1	1
Percent of system up-time for PS/2 network	99%	99.9	99.9%	99.8%

OTHER EVALUATION DATA

- User groups on major application packages are on-going and used to identify problem issues, areas for improvements, and productivity methods.

As a result of these user groups, major improvements continue to be made to improve productivity and ease of use.
- "Up-time" on the PS/2 network is a major performance factor. A national study showed that networks average downtime of 110 hours per year, or are up 94.7 percent of the time. The unscheduled downtime during normal working hours for the Council's network for 1991 was 4 hours, or 99.98 percent up-time. The initial decisions made to assure system hardware compatibility, high standards for premise wiring, installation of proven software during off-hours and change management practices continue to keep the network available for staff use at a very high rate of up-time.
- Computer training needs continued to be addressed in 1991. There were ninety four training classes held in 1991 and 431 students attending. Responses to training programs continue to be positive. Tutorials continue to be available for ORACLE, WordPerfect and PlanPerfect. One-on-one training continues to be available from Application Support staff.
- An evaluation of information systems services has been made through contacts with users on a regular basis. In response, Information Systems continues to adapt services to meet specific needs and issues.

IMPLICATIONS

All staff have access to office automation functions through individual or shared work stations to increase staff productivity. Additionally, a high response time on the mainframe maintains productivity rates for staff doing transactions into the database.

All staff have access to word processing, spreadsheets, computer graphics and central database query as appropriate to their job. This capability raises the productivity across the entire organization and enhances the ability to make changes organization-wide more quickly. Total number of staff with access to computers is current Council staffing level.

METROPOLITAN COUNCIL 1991 PROGRAM EVALUATION

HUMAN RESOURCES

PURPOSE

The purpose of the Employee Relations division is to operate the Council's personnel systems in such a way as to recruit and retain high quality staff who are able to meet the goals and objectives of the organization.

1991 GOAL

Goal 22: Employee Relations

STAFFING AND BUDGET

	1989 Actual	1989 Budget	1990 Actual	1990 Budget	1991 Actual	1991 Budget
Staffing	6.0	6.0	6.0	6.0	5	5
Budget	\$374,076	\$323,126	\$272,331	\$348,666	\$266,528	\$318,647

STATE OF THE REGION INDICATORS

None for this program.

EFFECTIVENESS INDICATORS

	1988	1989	1990	1991
1. Individual outside training activities	350	312	327	293
2. Number of staff participating in outside training activities		137	138	128
3. Number of applications recruited for externally recruited positions		1229	961	575
4. Number of employee status changes		2100	2136	2200
5. Requests for information, service or response		1284	1000	1180

METROPOLITAN COUNCIL 1991 PROGRAM EVALUATION

FACILITIES

PURPOSE

The unit plans for and manages the Council's facilities and the areas shared with the other metropolitan agencies. Its other activities include procurement, records management, fixed assets, and general office administration. Its services focus on effectively supporting the productivity of all Council staff.

1991 GOAL

Goal 24: Facilities Management

STAFFING AND BUDGET

	1989 Actual	1989 Budget*	1990 Actual	1990 Budget	1991 Actual	1991 Budget
Staffing	10.20		10.25	10.25	8	8
Budget	\$363,249		\$505,511	\$652,348	\$459,790	\$477,594

*Staffing and budget for 1989 Budget are included with the Finance Division.

STATE OF THE REGION INDICATORS

None for this program.

IMPLICATIONS

1. Prompt delivery of product provides staff with necessary tools to perform their jobs.
2. Prompt modification and repair to telephone system ensures communication vehicle and prevents loss of productivity.
3. Accessibility and security are critical for occupants of the building.

METROPOLITAN COUNCIL 1991 PROGRAM EVALUATION

EQUAL OPPORTUNITY AND AFFIRMATIVE ACTION

PURPOSE

The mission of the Equal Opportunity and Affirmative Action unit is to develop, implement, and monitor the effectiveness of the Council's affirmative action and equal opportunity activities.

STAFFING AND BUDGET

	1989 Actual	1989 Budget	1990 Actual	1990 Budget	1991 Actual	1991 Budget
Staffing	1.6	1.6	1.6	1.6	1.6	1.6

EFFECTIVENESS INDICATORS

PROTECTED GROUP COMPOSITION OF METROPOLITAN COUNCIL STAFF

Job Group/Protected Group	Labor Market Availability	Actual Staff Composition
		1991 (%)
Directors/Managers/Supervisors		
Women	44.8%	43.8%
People of color	4.8	6.3
People with disabilities	8.0	0.0
Planning Professionals		
Women	44.8	45.5
People of color	8.8	4.5
People with disabilities	8.0	9.1
Administrative Professionals		
Women	44.8	39.3
People of color	4.8	17.9
People with disabilities	8.0	10.7
Paraprofessionals/Technicians		
Women	44.8	75.6
People of color	5.2	19.5
People with disabilities	8.0	12.2
Office/Clerical		
Women	44.8	90.9
People of color	4.8	18.2
People with disabilities	8.0	12.1

IMPLICATIONS

People of color are under-represented among planning professionals. People with disabilities are under-represented among directors/managers/supervisors. The Council anticipates little hiring over the next year. It may take up to three years to correct these deficits, depending on the amount of hiring done.

**CONTRACT AND PURCHASE AWARDS TO TARGETED
GROUP BUSINESSES (TGBs)*
JAN. 1 - DEC. 31, 1991**

Standard Industrial Group	Total \$s to all Vendors	Total \$s to TGBs	Total % to TGBs
15 - Building construction	340.00	0	0
27 - Printing and publishing	129,114.60	24,186.85	18.7
30 - Rubber and plastic products	4,122.11	0	0
34 - Metal products	55.00	0	0
35 - Industrial and commercial machinery; computer equipment	465.75	0	0
36 - Electronic equipment	310.50	0	0
39 - Miscellaneous manufactured goods	128.85	39.30	30.5
41 - Passenger transportation	1,291.54	0	0
42 - Trucking; courier services; warehousing	7,933.59	4,391.05	55.3
44 - Water transportation	165.00	0	0
48 - Communications	2,745.25	0	0
50 - Wholesale durable goods	235,549.38	3,462.26	1.5
51 - Wholesale nondurable goods	91,934.69	26,142.31	28.4
52 - Building materials and hardware (retail)	166.48	0	0
55 - Automotive dealers (retail)	79.98	0	0
57 - Furniture and equipment (retail)	200.50	0	0
58 - Eating establishments	3,653.58	0	0
59 - Miscellaneous retail	1,784.74	0	0
62 - Security and commodity services	23,750.00	0	0
65 - Real estate services	70.00	0	0
70 - Hotels	10,110.53	0	0
72 - Personal services	243.33	0	0
73 - Business services	225,897.28	16,368.15	7.2
75 - Automotive repair	74.90	0	0
76 - Miscellaneous repair	38,359.22	1,117.03	2.9
78 - Motion pictures	2,788.02	0	0
81 - Legal services	13,000.00	0	0
83 - Social services	14,150.00	0	0
87 - Engineering, accounting, research, management services	107,857.42	36,937.00	34.2
89 - Miscellaneous services	338,904.48	81,440.00	24.0
TOTAL	\$1,255,246.72	\$194,083.95	15.5

*Does not include federally funded programs.

IMPLICATIONS

The Minnesota Department of Administration has not yet developed TGB availability data for all of the standard industrial groups. This availability data is needed in order to assess the success of the Council's TGB program. For those standard industrial groups where no dollars were awarded to available TGBs, more aggressive bid-taking from TGBs, or preference or set-aside awards, may be needed.

METROPOLITAN COUNCIL 1991 PROGRAM EVALUATION

INTERNAL AUDIT

PURPOSE

The mission of the Internal Audit unit is to conduct a coordinated program of assessment and evaluation of the effectiveness of Council work programs, including systems for administrative and financial control and accountability.

STAFFING

	1989 Actual	1989 Budget	1990 Actual	1990 Budget	1991 Actual	1991 Budget
Staffing	1.6	1.6	1.6	1.6	1.6	1.6

STATE OF THE REGION INDICATORS

None for this program.

EFFECTIVENESS INDICATORS

	1989	1990	1991
1. Council programs/functions reviewed	7	9	9
2. Recommendations made/accepted by programs and/or functions	67%	77%	81%
3. Internal consultations	n/a	10	20

OTHER EVALUATION DATA

- **Project:** Structuring and timing Council Audit Committee meetings in order to get most effective use of committee members' expertise.
- **Service:** Identifying for senior management potential problems in proposed/current internal policies and procedures.

IMPLICATIONS

Reviewed programs and functions appear to be improving . However, additional administrative and financial control systems improvement is both possible and necessary to best use and monitor the limited available human, electronic and monetary resources.

METROPOLITAN COUNCIL 1991 PROGRAM EVALUATION

LEGAL DEPARTMENT

PURPOSE

The mission of the Legal Department is to provide legal services to the Council, its Chair and members, the Metropolitan Parks and Open Space Commission, the Council advisory committees, and the Council staff on all legal matters that arise through the development and implementation of Council policies and programs.

Strategy:

- Provide legal advice, consultation and support services on policy and administrative matters to the Council, management, and staff (27E).

STAFFING AND BUDGET

	1989 Actual	1989 Budget	1990 Actual	1990 Budget	1991 Actual	1991 Budget
Staffing	4.0	4.0	5.5	5.5	5	5
Budget	\$394,898	\$310,512	\$360,054	\$376,329	\$337,037	\$338,430

EFFECTIVENESS INDICATORS

	1989	1990	1991
Number of lawsuits involving the Metropolitan Council throughout the year	12	12	12
Actions pending at beginning of year	5	10	9
Actions filed during year	7	2	3
Actions resolved during year	3	3	5

IMPLICATIONS

Litigation involving the Council remains substantial and constant.