

Metropolitan Setting¹

GENERAL CHARACTERISTICS

The downtowns of Minneapolis and St. Paul are located about 10 miles apart on opposite banks of the Mississippi River. St. Paul is Minnesota's capital city.

The metropolitan area, over 3,000 square miles, is a major industrial, financial, cultural, and service center for an area from Wisconsin to the Midwestern States of Iowa, Nebraska, and the Dakotas. It ranks among the five fastest-growing regions in the Nation, with a 1970 population of 1.8 million. Today its population is greater than 2 million with over 60 percent living outside the municipal boundaries of the two areas. As has been the case in many U.S. metropolitan areas, the population growth in the Twin Cities between 1960 and 1970 took place in the suburban ring; the center city population declined (see Figure 2). The population density is relatively low, and there are no major physical conditions shaping growth.

A 30 percent rise in total work trips occurred between 1960 and 1970. The pattern of increase within the region kept pace with the changing population distribution. The greatest increases occurred in trips from the center cities to the suburban ring, and within the suburban ring. Many of the new trips used the private automobile. The proportion of trips by automobile increased 52 percent between 1960 and 1970, while relative numbers of trips on transit declined (see Figure 3).

In 1968 Minneapolis reconstructed eight blocks of downtown Nicollet Avenue as a landscaped pedestrian mall with a 2-lane transitway. The mall is one of the first and most successful urban auto-free zones in the country. Both downtown areas are developing sophisticated pedestrian "skyways" connecting their major commercial establishments.

EXISTING PASSENGER TRANSPORTATION SYSTEM

The Twin Cities metropolitan area has an excellent highway system encircling and traversing the entire region (see Figure 4). Four interstate highways provide the major links: I-94, I-35W, and the circumferential routes I-494 and I-694. Highway systems represent the dominant transportation facility for metropolitan area travel. The streets and highways in the metropolitan area total about 11,100 miles of roads, of which about 6,800 are located within the urban service area and 4,300 in the rural area. z

The physical growth of the urban area was encouraged by the development of a horse-drawn streetcar system beginning in 1872. The Twin Cities Rapid Transit Company (TCRT) began electric streetcar operations in 1889. The TCRT replaced the horse-drawn streetcars and at its peak ran 444 route-miles with a 1,000-car fleet. It linked the Minneapolis and St. Paul central business districts with residential, employment, and recreational areas covering approximately 800 square miles. The company designed and built all but 141 of its streetcars.

After reaching its highest point during the 1920's, ridership on TCRT's streetcar and bus fleet slumped during the Depression but surged again during World War II, reaching 201 million by 1946. Thereafter patronage declined steadily, bottoming out at 50.5 million by 1970 (see Figure 5).

TCRT, locally owned from its inception, was bought by an outside investment firm in 1949. The new management immediately began to retire the streetcars and completely replaced them with buses by 1954. In that year the newly organized Twin City Lines had a ridership of 86.6 million and a total bus fleet of approximately 820.

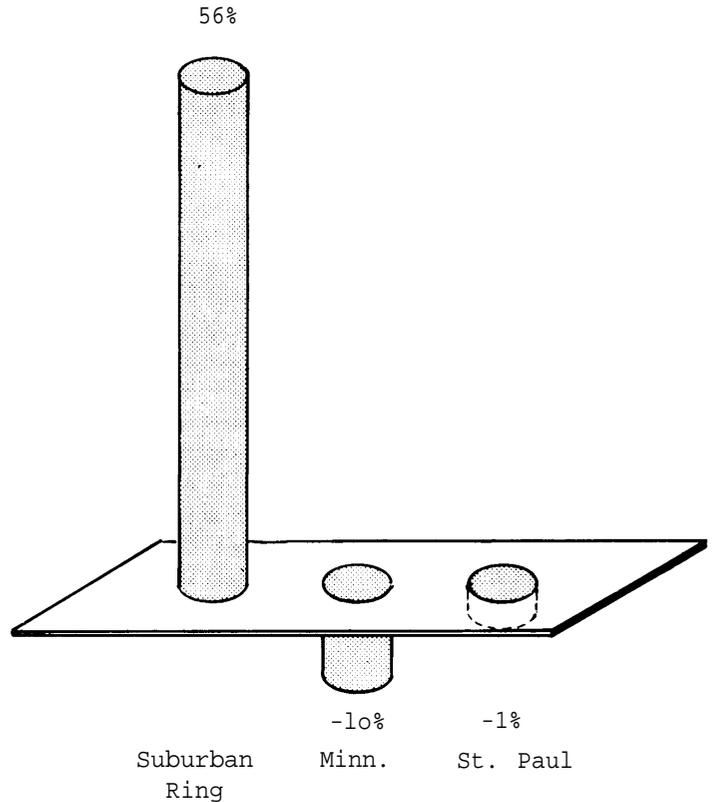
¹ See Figure 1, pages 8 and 9.

² Metropolitan Council's report to the legislature, *The Automated Small Vehicle Guideway Study*, April, 1975.

LAND AREA (1970)
(square miles)

Minneapolis	53.4
St. Paul	52.2
Suburban Ring	2,002.4
<hr/>	
Entire SMSA	2,108

POPULATION
Percent Change 1960-1970



POPULATION

	<u>Suburban Ring</u>	<u>Minn.</u>	<u>St. Paul</u>
1960	685,747	482,872	313,411
1970	1,069,553	434,400	309,828

DENSITY

(population/square mile)

	<u>Suburban Ring</u>	<u>Minn.</u>	<u>St. Paul</u>
1960	342	9,043	6,004
1970	534	8,135	5,935

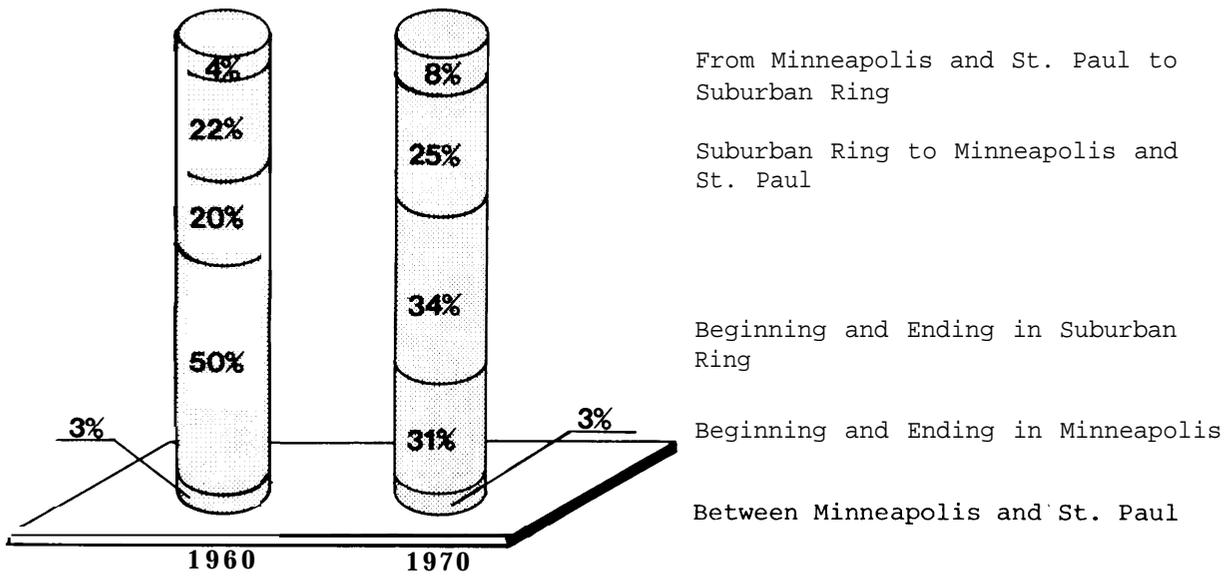
FIGURE 2:TWIN CITIES METROPOLITAN CHARACTERISTICS

Figures do not reflect the addition of five counties to the SMSA since 1970: Scott, Carver, Chisago, Wright, St. Croix.

Source: Urban Transportation Fact Book, American Institute of Planners, and the Motor Vehicle Manufacturers Association of the U.S., Inc., 1974.

A Standard Metropolitan Statistical Area (SMSA) includes a center city (or cities), usually with a population of at least 50,000, plus adjacent counties or other political divisions that are economically and socially integrated with the central area.

WORK TRIP DISTRIBUTION



WORK TRIP MODE

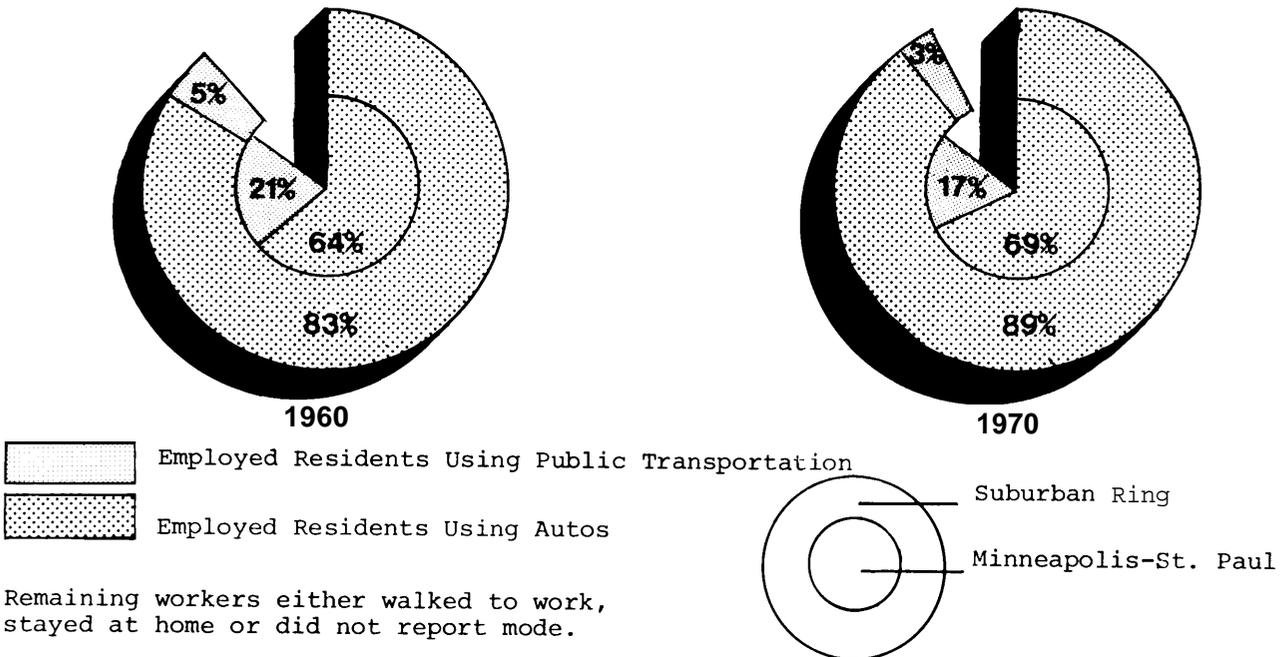


FIGURE 3: TWIN CITIES SMSA TRAVEL CHARACTERISTICS 1960-1970

Source: Urban Transportation Fact Book, American Institute of Planners, and the Motor Vehicle Manufacturers Association of the U.S., Inc., 1974. A Standard Metropolitan Statistical Area (SMSA) includes a center city (or cities), usually with a population of at least 50,000, plus adjacent counties or other political divisions that are economically and socially integrated with the central area.

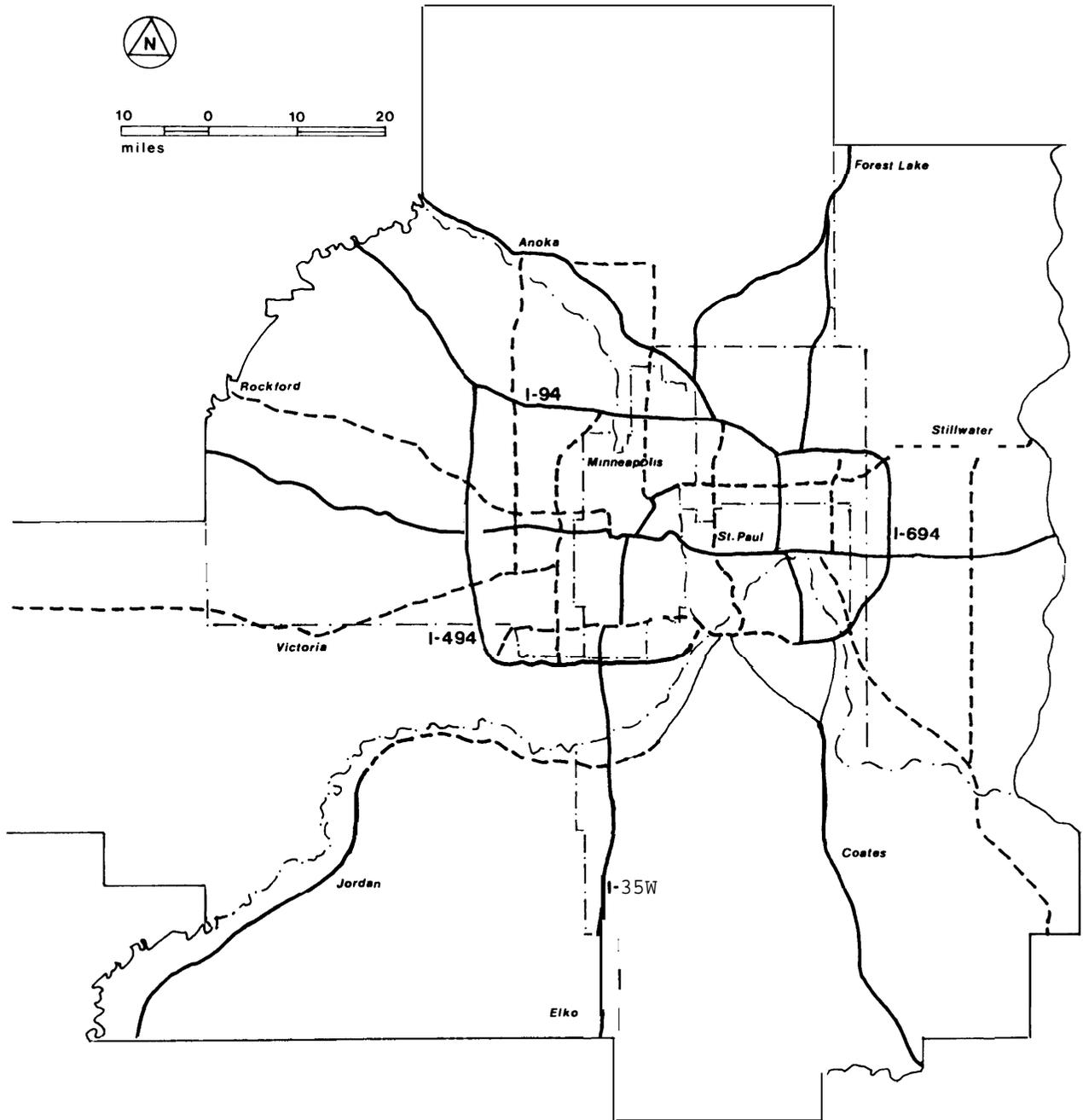


FIGURE 4: TWIN CITIES— EXISTING HIGHWAY SYSTEM

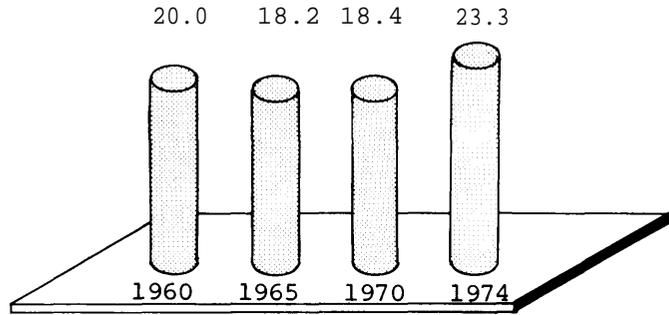
-  Principal Arterial
-  Intermediate Arterial
-  County Boundary

VEHICLE MILES OPERATED

(millions of miles)

Peak year = 1974 (23.3 million miles)

Low Year = 1967 (15.9 million miles)

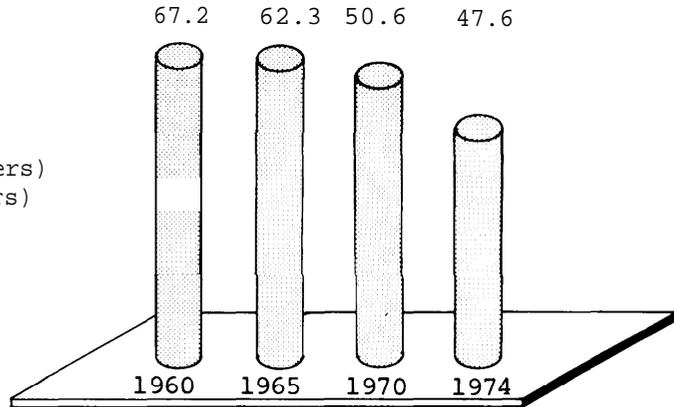


REVENUE PASSENGERS

(millions of passengers)

Peak Year = 1960 (67.2 million passengers)

Low Year = 1974 (47.6 million passengers)



NET OPERATING REVENUE

(millions of dollars)

Peak Year = 1966 (\$2,517,233)

Low Year = 1974 (-\$11,493,181)

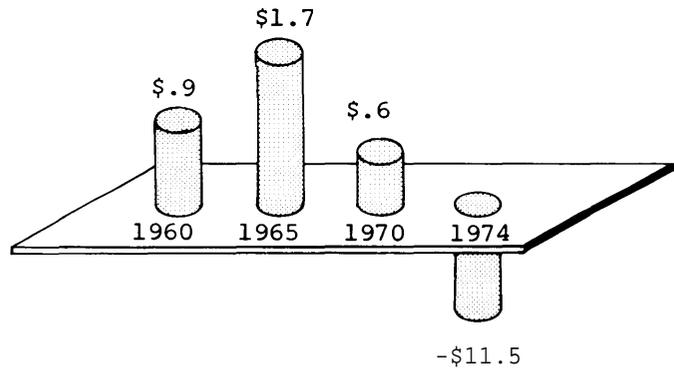


FIGURE5: TWIN CITIES TRANSIT OPERATIONS 1960-1974

Source: American Public Transit Association records for operations of the Twin City lines and the Metropolitan Transit Commission.

Data for 1972 not available.

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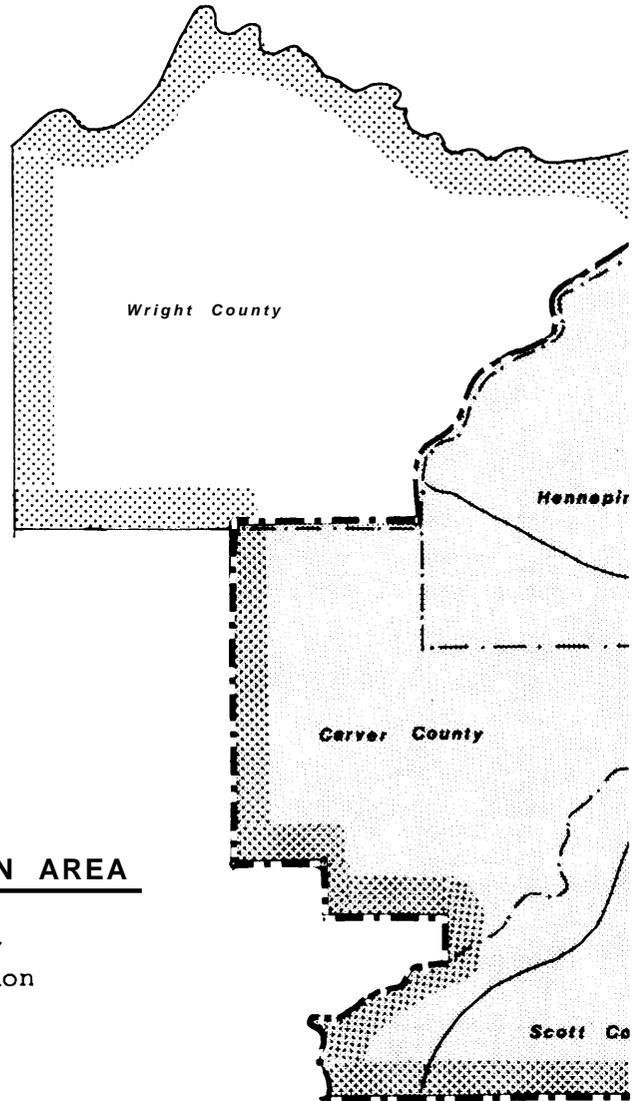
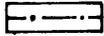
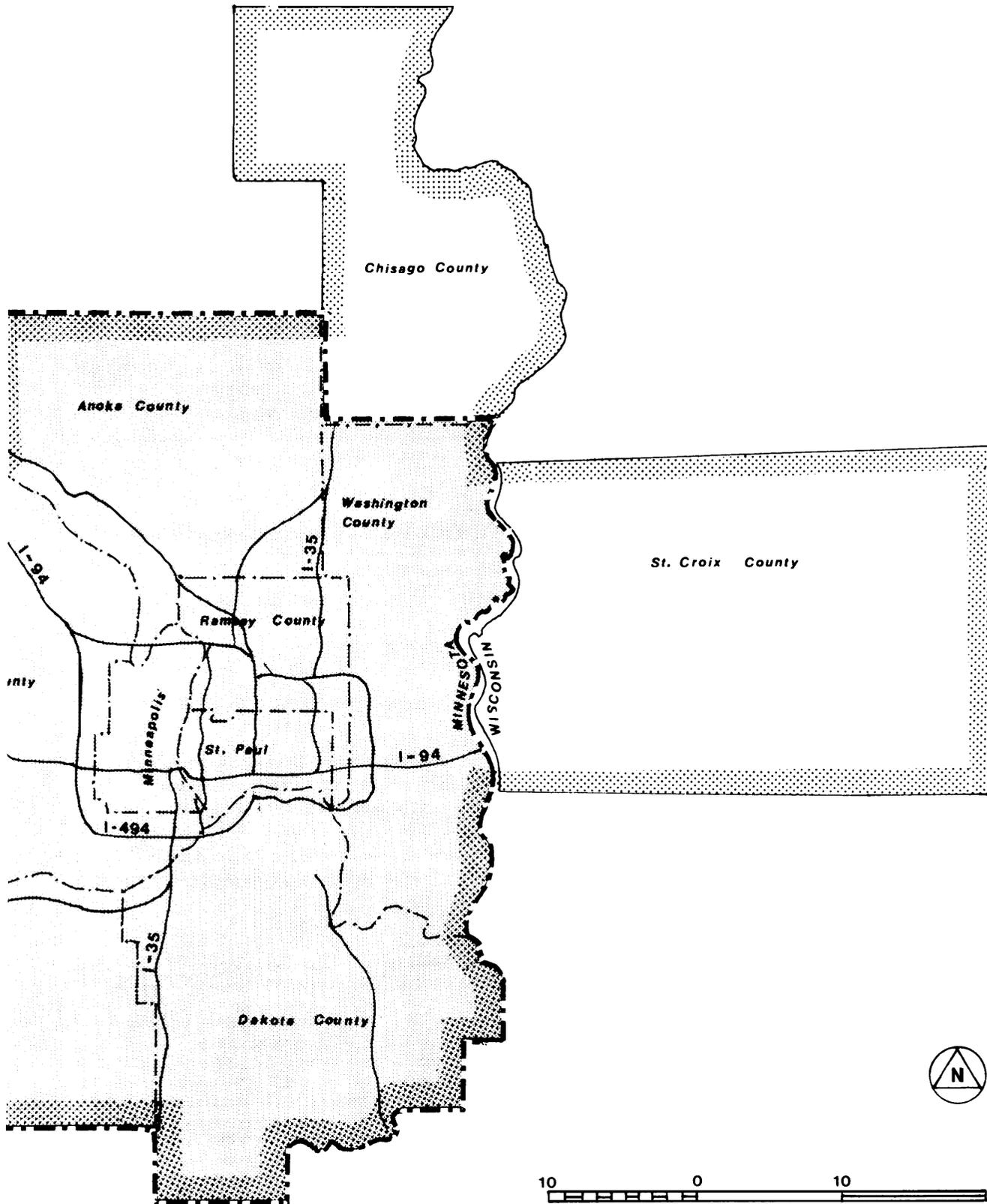


FIGURE 1: TWIN CITIES METROPOLITAN AREA

-  Metropolitan Council Boundary
-  Metropolitan Transit Commission District
-  SMSA Boundary
-  County Boundary

A Standard Metropolitan Statistical Area (SMSA) includes a center city (or cities) , usually with a population of at least 50,000, plus adjacent counties or other political divisions that are economically and socially integrated with the central area.



In 1970 the Metropolitan Transit Commission took over the private transit operations. Since then hundreds of new buses have been purchased and a minibus line installed in the two central business districts. Additional improvements have increased the mileage of routes by 50 percent and have eliminated fares for elderly passengers during nonpeak hours. The bus patronage has steadily grown—by a total of about 22 percent—since the public takeover in 1970. The existing transit system includes 834 buses covering 85,752 miles of daily scheduled bus miles operating over 1,303 miles of routes (see Figure 6). Table 1 shows a breakdown of Federal transit support to Twin Cities since the early 1960's.

TRANSPORTATION PLANNING INSTITUTIONS

The major institutions involved with transportation planning in the metropolitan area include the Metropolitan Council, the Metropolitan Transit Commission, the Minnesota Highway Department, and the State legislature.

Metropolitan Council (MC)

The Metropolitan Council was created by State legislation in 1967 to establish a framework to coordinate regional development in the Minneapolis-St. Paul metropolitan area. Sixteen members of the Metropolitan Council are appointed by the Governor on a nonpartisan basis, after consulting with members of the legislature from the candidate's Council district. The chairman of the Metropolitan Council is appointed by the Governor as the seventeenth voting member of the Council and must be experienced in the field of municipal and urban affairs.

As the regional A-95 agency, the Metropolitan Council has power to review all proposals from the area organizations for Federal funds.³ It also is

³ Before 1974 Metropolitan Council districts corresponded to legislative districts; Minnesota's Metropolitan Reorganization Act of that year reorganized them on the one-man, one-vote principle.

⁴ The Office of Management and Budget Circular A-95 requires one agency in each region to be empowered to review all proposals for Federal funds from agencies in that region. Circular A-95 replaced Circular A-82, which was created to implement Section 204 of the Demonstration Cities and Metropolitan Development Act of 1966 (42 U.S.C. 3301).

responsible for the 3-C functions for the metropolitan areas. The Council measures plans of other area bodies against its *Metropolitan Development Guide*. Minnesota's Metropolitan Reorganization Act of 1974 designated the Metropolitan Council as the policymaking body with final approval power for transportation development in the metropolitan area.

TABLE 1.—Federal Assistance to Twin Cities Transit Programs From F.Y. 1962 to May 31, 1975

Type of Assistance	Federal Share	Total Costs
Capital Grants	\$30,647,000	\$45,682,000
Technical Studies	2,666,000	6,512,000
TOTAL	\$33,313,000	\$52,194,000

Source: Urban Mass Transportation Administration

TABLE 2.—Federally Recognized Regional Agencies

Designation	Agency
A-95	Metropolitan Council
MPO	Metropolitan Council

Metropolitan Transit Commission (MTC)

The Metropolitan Transit Commission was established by the State legislature early in 1967 and covers the same seven-county area. The recent Metropolitan Reorganization Act now provides for the Commission members to be selected by the Metropolitan Council as terms of present members

⁵ The Urban Mass Transportation Administration and the Federal Highway Administration require Governors to designate a Metropolitan Planning Organization (MPO) in each area to carry out the "continuing, comprehensive transportation planning process . . . carried out cooperatively . . ." (the "3-C" process) mandated by the Federal-Aid Highway Act of 1962 and the Urban Mass Transportation Assistance Act of 1974. According to joint UMTA-FHWA regulations published in September 1975, MPO'S must prepare or endorse (1) a long-range general transportation plan, including a separate plan for improvements in management of the existing transportation system; (2) an annually updated list of specific projects, called the transportation improvement program (TIP), to implement portions of the long-range plan; and (3) a multiyear planning prospectus supplemented by annual unified planning work programs.

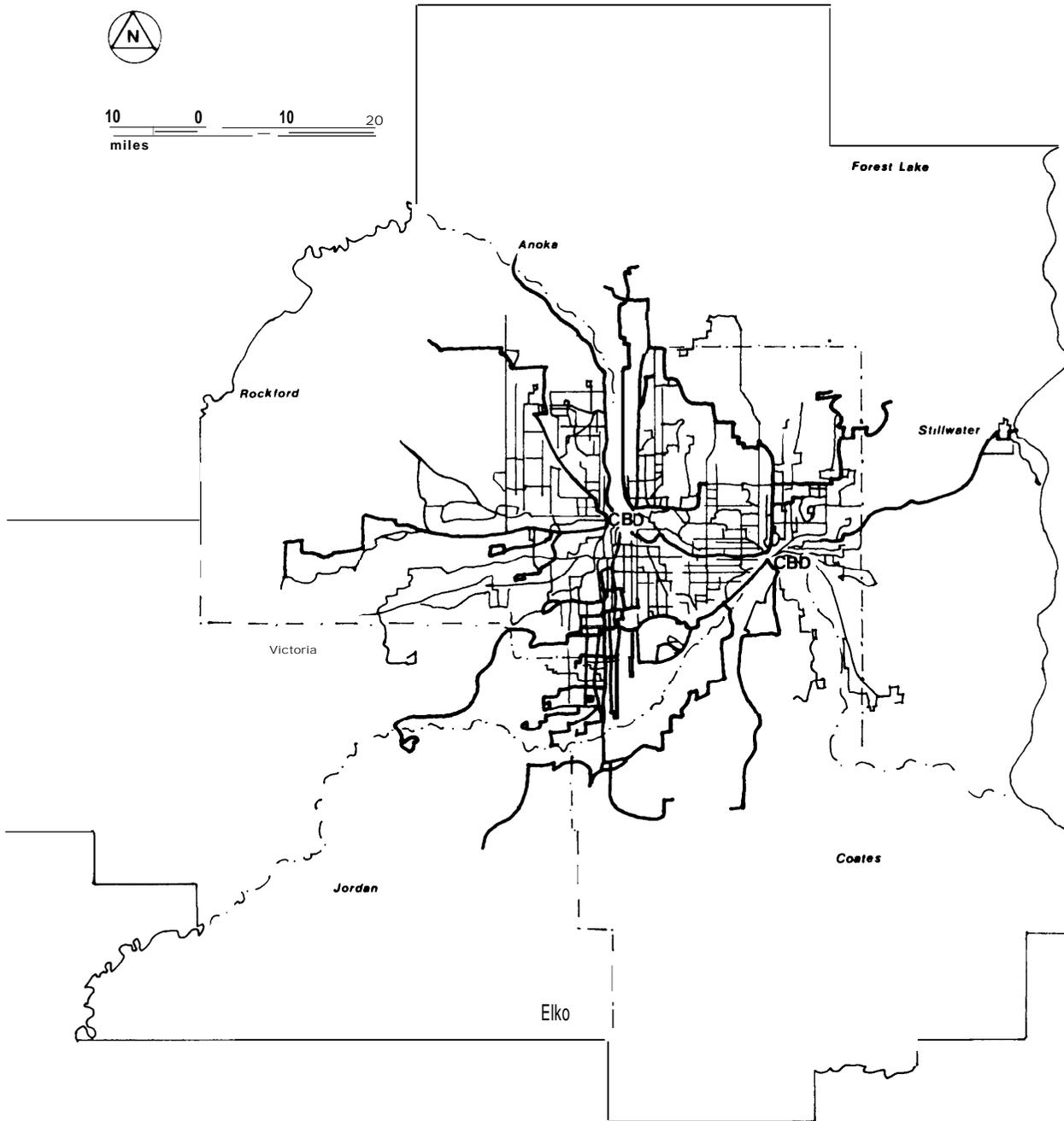


FIGURE 6: TWIN CITIES—EXISTING BUS TRANSIT SYSTEM

-  MTC Express or limited stop routes
-  MTC local service and private operator routes
-  County Boundary

expire. The Governor still appoints the chairman of the Commission.

The Metropolitan Transit Commission is empowered to plan, construct, equip, and operate a transit system in accordance with the Council's policy plans. It was directed by the reorganization act to design a transit development program that fits within the policy plans specified by the Metropolitan Council. The original enacting legislation provided for a wheelage tax to finance operations. This tax subsequently was ruled unconstitutional, and the 1975 legislature provided about \$22 million of nonproperty revenues for MTC operations, a part of which will be used to make up for a reduction of about one mill in MTC'S areawide" property tax.

Minnesota State Highway Department

The Minnesota State Highway Department participates as a member of the Transportation Advisory Board of the Metropolitan Council. The Highway Department also provides transit assistance in rural areas. It has provided continuing technical assistance to the Metropolitan Council's planning efforts in both highway and transit.

Minnesota State Legislature

Finally, the Minnesota State Legislature has also played a role in the urban transportation planning process by overseeing the development of metropolitan government in the Twin Cities and by taking an active part in the planning of a public transportation system.