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Working Memorandum Number 6

July 1968

TRANSPORTATION DEVELOPMENT

STATE OF MINNESOTA

Prepared for the  
Governor's Council on Executive Reorganization

by  
Public Administration Service

## INTRODUCTION

Two state agencies in Minnesota are concerned with transportation development. They are the Department of Highways and the Department of Aeronautics. In addition the Minneapolis-St. Paul Metropolitan Airports Commission and the Twin Cities Area Metropolitan Transit Commission have significant transportation responsibilities in the Minneapolis-St. Paul metropolitan area. Although created by state law neither of these commissions is a state agency. The former owns and operates six airports in the metropolitan area. The latter is directed by law to plan for a complete mass transit system for the Twin Cities Area and may purchase public transit systems and construct terminal facilities. Both must coordinate their activities with still another non-state agency, viz. the Metropolitan Council. Aeronautics also works closely with the Metropolitan Airports Commission, and Highways works closely with the Metropolitan Transit Commission.

As their names suggest, the two state departments concerned with transportation development concentrate upon problems and matters associated, respectively, with aeronautics and highways. For the state as a whole, there is no single organization which is equipped to consider, plan, and function comprehensively relative to the broad spectrum of transportation needs of the state. Aside from water transportation, where seemingly there is no state activity, the most seriously slighted transportation activity by the state is in transit by rail, bus, truck, and pipeline.

Of the two state transportation departments, one is extremely large and one is very small. The Department of Highways has some 7,200 employees, over 4,500 of whom work in nine field districts. Pursuant to a recent consultant study it has six major central divisions in St. Paul ranging in size from over 900 down to 21 employees. The Department of Aeronautics, on the other hand, has a total of only 26 full-time and 3 part-time employees. In these circumstances there must necessarily be much cross-utilization of staff among the Aeronautics Departments' six small divisions.

But size is not a full measure of an agency's importance, and the functions performed by both Highways and Aeronautics are of vital importance to the state's economy. The Department of Highways is responsible for planning, constructing, and maintaining the interstate and state highway systems and for dispensing and supervising the use of state aid for local roads and streets. It has extensive intergovernmental relationships with both federal highway and local public works authorities. In addition, as noted in Working Memorandum Number 4, it is also responsible for patrol and safety on trunk highways and for driver licensing and allied activities. Operations of the Department of Highways are financed entirely from dedicated state highway user funds and the proceeds of small highway related operations, plus federal aid funds appropriated to Minnesota and derived from federal highway user taxes.

The Department of Aeronautics is supported by certain specific dedicated state aviation taxes -- the aviation fuel tax, a flight property tax, and the aircraft registration tax. It assists localities in securing sub-

stantial amounts of federal funds for airport developmental purposes. In this, and in other ways, the department has considerable intergovernmental relationships with federal and local authorities. In broad compass the Department of Aeronautics provides and promotes, in conjunction with federal and local agencies, the development of aviation facilities and services to insure adequate levels of safety, utility, and availability of air transportation for all potential uses within Minnesota.

## Proposed Organization

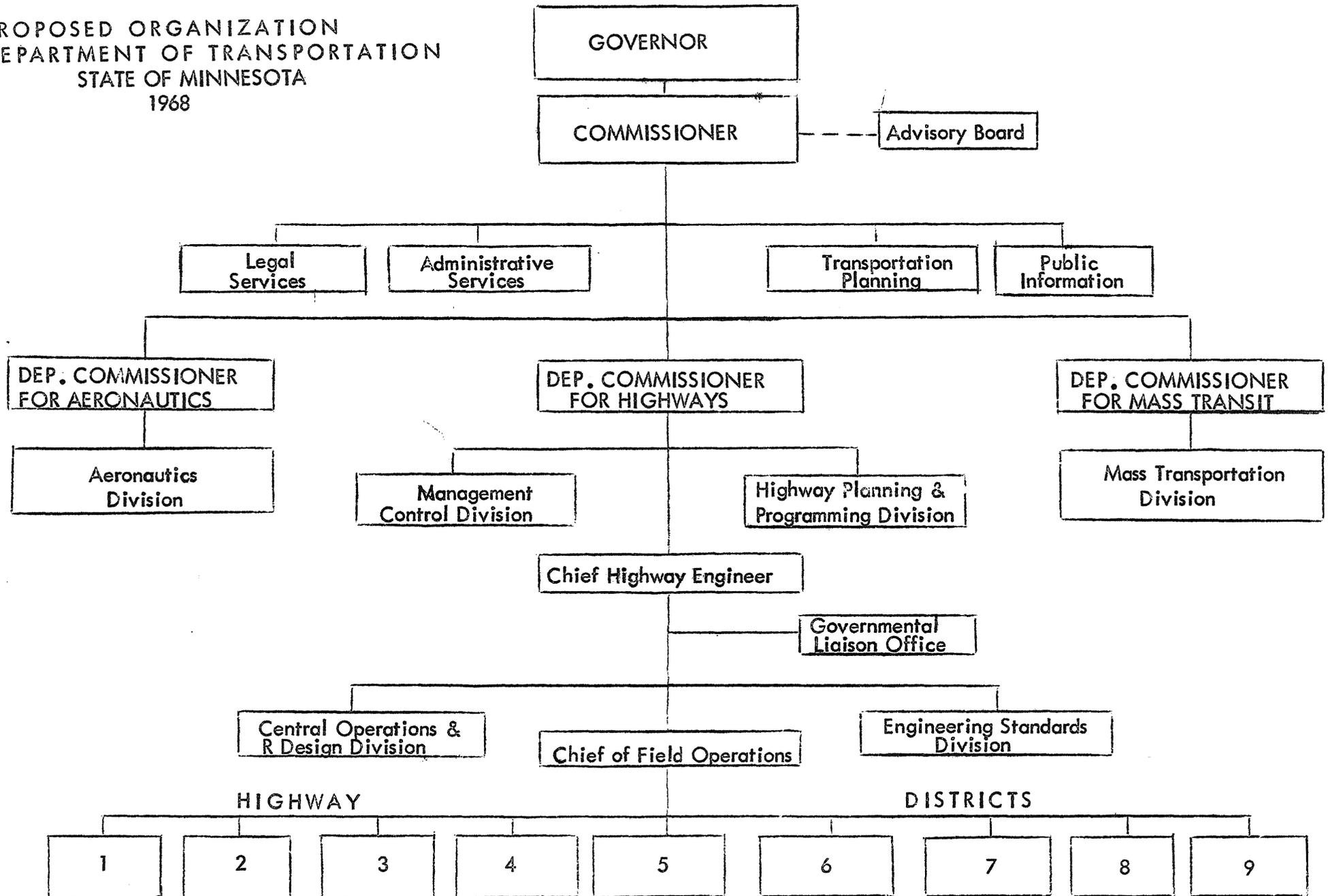
To achieve a closely coordinated and integrated approach to transportation problems of the state and to transportation development generally, it is recommended that there be created a Department of Transportation. This department should be headed by a Commissioner of Transportation appointed by the Governor. It should be formed through the amalgamation of the only two state agencies now concerned with transportation development and administration, viz. the Department of Highways and the Department of Aeronautics.

The suggested outline structure of the proposed Department of Transportation is shown in the accompanying chart. As can be seen, the department would consist of major elements of Aeronautics, Highways, and Mass Transit. The latter should include water transportation and pipelines as well as rail, truck and bus mass transportation media.

The Commissioner of Transportation should appoint a board to advise him on transportation needs and problems of the state. A similar board was proposed as advisor to the Commissioner of Highways in the recent consultant study of that department. That recommendation has not been implemented. If a Transportation Advisory Board were established, as proposed here, it could fulfill the citizens' advisory role relative to highways, plus aeronautics and mass transit.

The proposed organization of the Transportation Department, as shown, has been drawn in such a way as to disrupt as little as possible the existing internal structures of existing departments. As noted, Highways has just undergone a reorganization.

PROPOSED ORGANIZATION  
DEPARTMENT OF TRANSPORTATION  
STATE OF MINNESOTA  
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In working Memorandum Number 5, it was proposed that Highway's Safety Division be transferred in its entirety to a proposed new Department of Public Safety. Thus this division is not shown on the accompanying chart.

It seems desirable that the Commissioner of Transportation have reporting to him certain central elements in such a way that they could serve the entire new department. None of these need be large, for most staff and auxiliary service work of the new department should (at least during a formative period) continue to be done in its major operating elements. However, it would make sense, even initially, that all legal service and public information work be done for the entire department centrally. Therefore, the Attorney General's staff assigned to Highways, with its clerical support, should be moved to a location under the Commissioner of Transportation. The same should occur with respect to Highway's Office of Public Information. The Commissioner of Transportation would also need small staffs for budget review and coordination purposes and for similar activities related to aeronautical, highway, and mass transit program plans correlation. Initially a few people for these purposes should be drawn from the existing departments -- probably mostly from Highways. The number of personnel needed and the number that could be spared initially for service to the new Commissioner in "administrative services" and "transportation planning" will not be predicted in this memorandum.

#### Aeronautics

Under a Deputy Commissioner for Aeronautics a proposed Aeronautics Division would perform functions identical to those of the present Depart-

ment of Aeronautics. These have been alluded to heretofore, and will be listed in the next section of this memorandum.

### Highways

Under a Deputy Commissioner for Highways, highway organizational elements would consist of a Management Control Division, a Planning and Programming Division, a Central Operations and Design Division, and an Engineering Standards Division. The last two named would function subordinate to a Chief Highway Engineer. In addition, and similarly subordinate to the Chief Highway Engineer, would be a Governmental Liaison Office and a Chief of Field Operations. The latter would be in charge of the highway field program, and the nine highway district engineers and organizations would report to him.

With the exception of either the Chief Highway Engineer or the Chief of Field Operations, all of the positions and units named above for Highways have their approximate counterparts in the existing highway organization. The Deputy Commissioner for Highways would correspond to the present Commissioner of Highways. Management Control, and Planning and Programming divisions now exist and are headed by Assistant Commissioners. The proposed Central Operations and Design Division now exists as a group of "offices" subordinate to an Assistant Commissioner who reports to the present Deputy Commissioner (for operations). The proposed Governmental Liaison Office now has its counterpart in a Governmental Relations Division headed by an Assistant Commissioner. Nine highway districts now exist, each headed by a District Engineer.

With respect to the proposed positions of Chief Highway Engineer and Chief of Field Operations, one or the other could be considered roughly equivalent to the existing deputy commissioner position in charge of the present Operations Division. One difference is that the present Deputy Commissioner is in charge both of central and field operations. Another difference is that the present Deputy Commissioner is not in charge of "Engineering Standards" or "Governmental Liaison" (or relations). Thus, for the proposed organization plan for Highways to be implemented a Chief Highway Engineer or a Chief of Field Operations would have to be designated, and, contingent upon this decision, the other position would have to be filled.

#### Mass Transit

Under a Deputy Commissioner for Mass Transit a proposed Mass Transportation Division should be organized and with increasing intensity, address itself to the manifold problems implicit in mass transportation development within the state. This would include interurban as well as intraurban and metropolitan mass and rapid transit. As noted earlier it should encompass water, rail, truck, pipeline, bus and other modes of mass transportation required for the effective, efficient, and expeditious transportation of goods and people.

Only a small staff (four people, including three professionals) on assignment from the Department of Highways to the Twin Cities Metropolitan Transit Commission, now devotes its undivided time to mass transit problems. However, an indeterminate amount of resources and staff time is drawn from the Highways Department on an ad hoc and "as needed" basis. Highways is

required by law to furnish such help to the Metropolitan Transit Commission. If resources and staff of the Department of Highways were analyzed with the purpose of ascertaining what could be spared for exclusive attention to mass transit, perhaps more people and some facilities and equipment could be discovered to form a larger initial nucleus for the proposed new Mass Transportation Division.

It should be noted that no state resources are being directed toward interurban mass transit problems (except as they relate to highway construction and maintenance), nor are any state resources being directed toward intraurban rapid transit except in the Twin Cities Area. Locally, in the Duluth-Superior Area, the council of governments is undertaking some preliminary study of rapid transit needs without state guidance or assistance.

## Proposed Functions and their Derivations

The central legal, staff, and administrative services of the Department of Transportation, and their derivation, have been described in sufficient detail above. This section will be devoted to an enumeration of the specific functions of the major operating divisions of the department. The source of the functions from existing units will also be noted.

### Aeronautics Division

This division would be responsible for all functions of the present Department of Aeronautics as follows:

1. Construction of airports and navigational aids, including key and secondary airports, landing strips, heliports, administration of the hangar construction revolving fund, and construction of navigational aids and paint striping.
2. Maintenance of aviation facilities at safe levels, including reimbursements for snow removal expenses, seal coating of runways, maintenance of the state-owned airport, and maintenance of state aviation navigational aids.
3. Regulation and inspection of airports and surrounding areas, including assistance with airport zoning problems, provision of direct aviation services and supervision of others providing such services.
4. Promotion of aviation safety and education by means of aviation seminars for mechanics, instructors, and pilots, aviation education promotion, licensing of commercial aviation operators, and inspection and reporting of aircraft accidents.
5. Provision of services to Minnesota pilots through distribution of current aeronautical charts and directories and information on navigational and communications facilities and regulations.
6. Representation of Minnesota communities and individuals to insure proper levels of airline service and promotion of commuter airlines systems in the state.

### Management Control Division (Highways)

This division would perform essentially the same functions as the division of the same name in the present Department of Highways. However, gradually there would be an upward shifting of management control activities within the Department of Transportation so that modern management techniques, controls, services, and equipment would be available to all elements of the new department and not just to Highways. The functions of this division would be as follows:

1. Budgeting and financial planning and control for highway programs and activities, including administration of a management information system.
2. Procedural systems analysis, organizational and work improvement studies, forms design, and records management.
3. Accounting systems development and operation and internal auditing of highway accounts and funds.
4. Provision of computer and data processing services.
5. Conduct of personnel activities and administration of personnel procedures.
6. Provision of miscellaneous auxiliary services for highway elements of the Department of Transportation.

### Planning and Programming Division (Highways)

This division would perform functions similar to those of its parent division in the present Department of Highways except that its activities would be directed toward highway planning and programming rather than, as at present, to the broader spectrum of transportation planning. Highway plans would be correlated with aeronautical and mass transit plans and programs at a high eschelon within the Department of Transportation. This division would:

1. Conduct research and surveys relative to highway needs of the state.
2. Evaluate highway operational, surface, and structural rating reports as a basis for planning and programming highway improvements.
3. Prepare plans for and program highway construction, betterment, maintenance, and facility development operations.
4. Prepare and publish reports relating to highway use, anticipated traffic volumes, and future highway needs.
5. Furnish information to federal, state, and local officials on past, current, and expected future construction, and maintenance operational programs, and costs associated with highway, road and street development in the state.

#### Central Operations and Design Division (Highways)

This division would perform all central functions of the present Operations Division of the Department of Highways, as follows:

1. Design roads, bridges, and appurtenant structures and improvements.
2. Conduct the highway right-of-way acquisition program.
3. Administer construction and other highway contracts.
4. Coordinate the construction, maintenance, and operation of tourist information centers and safety rest areas and generally oversee roadside beautification.
5. Assign and coordinate central crews and emergency operations dealing with bridge maintenance and inspection, centerline and edge striping, and mudjacking.
6. Coordinate and administer the oversize and overweight vehicle and hauling permit program.

#### Governmental Liaison Office (Highways)

This office would perform all functions of the present Governmental Relations Division of the Department of Highways. Its responsibilities would include:

1. Administration of the state-aid program in behalf of local governments for street and road purposes.
2. Review and assist in the design and construction of county state-aid roads, municipal state-aid streets, and non-trunk federal-aid secondary highways.

#### Engineering Standards Division (Highways)

This division would perform all functions of the present Engineering Standards Division of the Department of Highways, as follows:

1. Conduct physical tests to insure construction contract specifications are met and to provide research information.
2. Conduct special research projects involving materials use, construction and installation techniques, and maintenance and vegetation control practices.
3. Develop highway maintenance standards and conduct studies to improve and insure adherence to such standards; and develop and review equipment maintenance standards and practices.
4. Develop design standards and conduct studies to improve and insure adherence to such standards.
5. Develop construction standards and conduct studies to improve and insure adherence to such standards.
6. Develop traffic engineering standards and conduct studies to improve and insure adherence to such standards.
7. Review right-of-way operations with a view to improving acquisition practices and techniques; conduct land economic's studies; and develop policies and procedures relative to highway and roadside environment and beautification.
8. Consult with highway construction, maintenance, design, traffic engineering, right-of-way acquisition, and equipment maintenance operational personnel relative to the solution of problems and the application of new standards and techniques in their fields of activity.

#### Mass Transportation Division

This division would assume the duties of the Transit Planning Section of the present Planning and Programming Division, Department of Highways,

and would perform the following functions:

1. Conduct studies, make analysis, and prepare reports in all matters concerning mass transit planning, design, and operation.
2. Develop new methods involving transit planning, forecasting, and operation through comprehensive research.
3. Conduct research relative to mass transportation needs of the state and prepare generalized plans for the future development of water, rail, and pipeline transportation of goods and for interurban corridors for rapid and mass surface transit of people by bus, rail, or other means.
4. Provide technical assistance to local and regional organizations of mass transportation problems and in the development of plans for transit routes, equipment, facilities, and terminals.
5. Cooperate with federal authorities in the conduct of mass transportation studies and enlist federal technical and financial assistance for pilot projects and for on-going studies of state and local mass transit requirements.
6. Obtain, evaluate, and coordinate mass transit research efforts with similar activities being conducted elsewhere which are applicable to conditions in Minnesota.

Staffing

If existing staffing patterns for the activities enumerated above were maintained, the personnel complement of the proposed Department of Transportation would total approximately 6,332 employees. Personnel for the several organizational units of the proposed department would be drawn through transfer from the following existing agencies.

Central Legal, Administrative, and Staff Services

From the Office of the Deputy Attorney General assigned to the Department of Highways, including supporting clerical-secretarial staff	40
From the Office of Public Information, Department of Highways	<u>13</u>
Transportation Central Services Sub-total	53

Aeronautics Division

From the Department of Aeronautics	<u>29</u>
Aeronautics Sub-total	29

Management Control Division (Highways)

From the Management Control Division, Department of Highways	287
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Planning and Programming Division (Highways)

From the Planning and Programming Division, Department of Highways	218
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Governmental Liaison Office (Highways)

From the Governmental Relations Division, Department of Highways	21
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Central Operations and Design Division (Highways)

From the Central Office's subordinate to the Assistant Director of Operations, Department of Highways	919
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Engineering Standards Division (Highways)

From the Engineering Standards Division, Department of Highways	238
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Field Operations (Highway Districts)

From Highway Districts, Department of Highways	4,563
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Highways Sub-total	6,246
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Mass Transportation Division

From the Mass Transit Section, Office of Trans- portation System Planning, Planning and Program- ming Division, Department of Highways	4
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Mass Transit Sub-total	4
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Approximate Grand total	6,332
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ADDENDUM

Working Memorandum Number 6

TRANSPORTATION DEVELOPMENT

(Steering Committee Meeting, July 17, 1968)

The concept of a proposed Department of Transportation was generally endorsed and few exceptions were raised relative to the contents of the working memorandum.

It was suggested that on the proposed organization chart for the department the position of Chief of Field Operations be eliminated, and there was general consensus that this position was unnecessary. It was also suggested, with similar general consensus, that the proposed position of Chief Highway Engineer (see chart, and discussion on pages 6 and 7) be considered analogous or equivalent to the present position of Deputy Commissioner -- who is now in charge of both central office and field highway operations.

A question was raised as to why the proposed Governmental Liaison Office should be subordinate to the Chief Highway Engineer instead of being placed in a staff situation subordinate to the proposed Commissioner of Transportation (see chart and proposed functions on pages 11 and 12). It was pointed out that this unit is now named the "Governmental Relations Division" and that it administers the state-aid highway program in behalf of local governments in the state. Its functions are directed toward highway operations in that the unit reviews and assists in the design and construction of county state-aid roads, municipal state-aid streets, and non-trunk