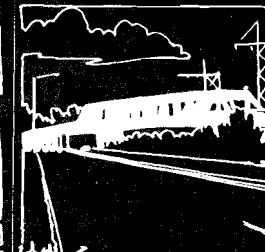
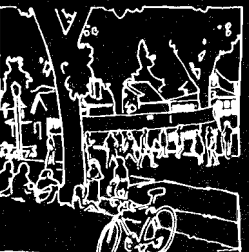
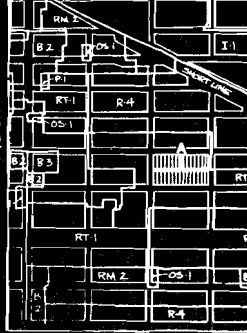
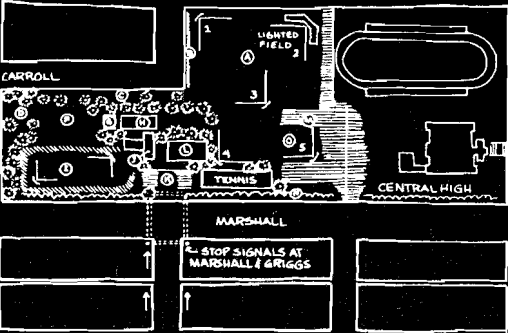
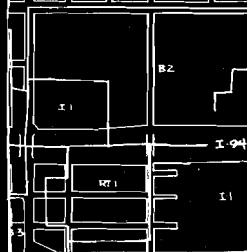
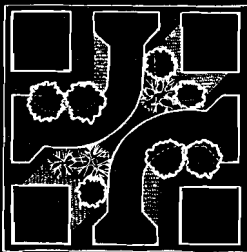
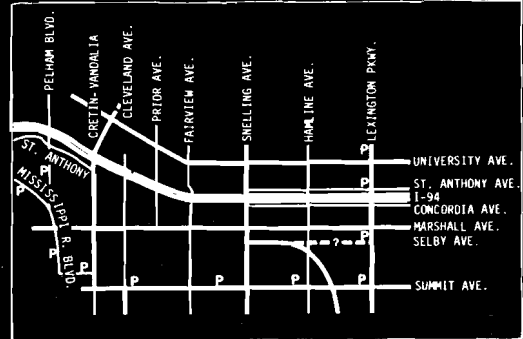
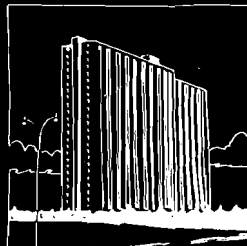
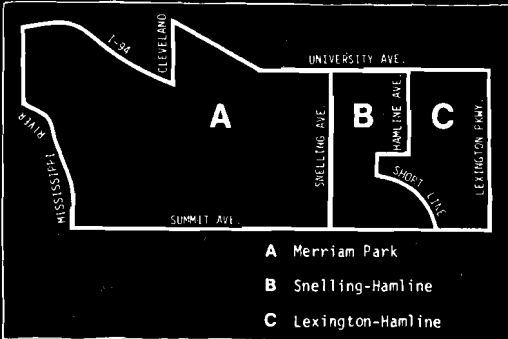


CITIZENS LEAGUE REPORT

Community Plans for City Decisions



CITIZENS LEAGUE REPORT

COMMUNITY PLANS FOR CITY DECISIONS

**Prepared by
Committee on Community Representation
W. Andrew Boss, Chairman**

**Approved by
Citizens League Board of Directors
June 8, 1978**

**Citizens League
84 South 6th Street
Minneapolis, Minnesota 55402
Telephone: 338-0791**

TABLE OF CONTENTS

INTRODUCTION	i
MAJOR IDEAS IN OUR REPORT	ii
MAJOR PRINCIPLES	1
SETTING AND BACKGROUND FOR THIS REPORT	5
THE METROPOLITAN SUBURBS	9
Findings	9
Conclusions	11
Recommendations	11
ST. PAUL	13
Findings	13
Conclusions	18
Recommendations	21
MINNEAPOLIS	23
Findings	23
Conclusions	29
Recommendations	35
DISCUSSION OF RECOMMENDATIONS	39
APPENDIX	43
Glossary	43
Population in Smallest Election District, Metropolitan Cities . .	46
St. Paul District Map	48
Minneapolis Planning Districts and Neighborhood Map	49
St. Paul Resolution Authorizing Creation of District Councils . .	50
St. Paul District Council 10-Step Recognition Process	51
Selection Process for St. Paul District Councils	54
Minneapolis 1978 Community Development Block Grant Citizen Participation Plan	56
COMMITTEE ACTIVITY	61

INTRODUCTION

The Citizens League last issued a report on community representation in 1970. That report, entitled "Sub-Urbs in the City", recommended that directly-elected community councils be established in the city of Minneapolis in order to help the city government and its residents come to agreement on local areas' needs and problems and what should be done about them.

Although the 1970 study did not make specific recommendations to the city of St. Paul, that city has used the community council concept substantially in the formation of seventeen District Councils. While these are still quite new, they promise to be an effective means of community representation in that city.

In Minneapolis the recommendation was not implemented, although it did establish the foundation for community representation selected at the grass roots level, rather than through appointment by elected officials. Minneapolis' Planning District Citizen Advisory Committees were organized for the special purpose of giving citizen advice on the allocation of federal funds. Their structure and legitimacy continue to be in controversy, with a new City Council resolu-

tion each year modifying the structure and tasks of the committees. The city of Minneapolis and its residents seem still to be dissatisfied with their many, sometimes overlapping forms of community representation.

The Citizens League, in the midst of the current controversy, had only its 1970 recommendation to offer. Because that was not accepted in the community, and because the community still is searching for a better means of local, sub-municipal representation, the League decided to review its 1970 recommendation in light of subsequent developments.

This report addresses itself to the issue of community representation in Minneapolis, St. Paul, and the metropolitan suburbs. It specifically reviews the 1970 League recommendation for community councils and modifies that position.

We have focused our attention on the representation of sub-municipal, geographically-based communities, rather than on those communities of interest which do not have a geographic basis. While these are important groups within the representation process, they are not the subject of this report.

MAJOR IDEAS

* Since 1970 both central cities have been moving--with some uncertainty and some controversy, but with deliberate, positive action--to shape the process by which the city works with its residents to get things done. In 1970 the Citizens League saw the need for such a process, given the city's major task of rebuilding in residential neighborhoods. Our recommendations were not implemented precisely in either central city. But both cities have made progress and are coming along fairly well in developing this process.

* In St. Paul the development of this process has moved with somewhat less difficulty. The at-large city government structure has meshed easily with the organization of citizens into formally recognized district councils. These are general purpose citizen bodies, organized at the initiative of local residents. They are engaged in comprehensive planning as well as in review and comment on city decisions which affect them. While the St. Paul process is still new, it has a strong foundation, and should continue to strengthen and improve as it settles into place.

* In Minneapolis the process has developed with more difficulty. The districted representation provided by elected city government has not lent itself easily to additional structures of community representation outside official government. In Minneapolis the situation has been viewed too much as an adversary process, both by residents and by city hall. Each has viewed the other with a good bit of suspicion, worrying that if someone wins, someone will lose. This is not so much the case in St. Paul and does not have to be in Minneapolis. Both

residents and elected officials need an adequate representation mechanism. No matter how many avenues we have for citizen input into government, we still rely fundamentally on a system of representation. And representatives need the consent of their constituents to get decisions made and implemented.

The system of citizen-based community representation in Minneapolis lacks stability, confidence in its representativeness, and early involvement in a broad range of issues. The voice of sub-municipal areas in Minneapolis is fragmented, the orientation of citizen input to government more single-issue, special purpose in nature. Citizens are still reacting much more than they are proposing. Their input comes too late to be a positive, helpful force in the decision process. The organization of citizen groups established by the city is not stable, with a new city resolution written each year changing the structure and process.

If the Minneapolis process is to move ahead with some success it must be modified to pick up the best features of the St. Paul system: stability, legitimacy, general purpose, at local initiative, and early in its input to the city. More specifically:

- . Citizens will have to take a new posture--to get out ahead of city decisions, making proposals and responding to the proposals of others.
- . There must be a move away from single issue decision making. A broader, more general purpose citizen concern with issues will help elected officials make decisions, and will strengthen the voice of citizens.

..... IN OUR REPORT

. Sub-municipal geographic areas must organize themselves in a way that will produce a citizen body that can, with legitimacy, say "we speak for this area". The competing and conflicting voices now presented to officials will have to become unified.

. Stability of these sub-municipal groups is needed. Their uncertain existence hurts their credibility with both residents and city officials.

* Our experience in the central cities during the last ten years--citizen demands for increased formal structures of citizen input, federal mandates for such organizations--have brought us to a new phase in central city governance. There is no longer a question of whether citizens will have formal means of organizing themselves for participating in the machinery of government. The question now is simply how best that can be done...to help elected officials do their difficult job...and to give citizens an effective means of participating in the system of representation and governance.

* A further reason for bringing central city representation down to a smaller scale is the simple fact that in the 3,000 square miles of the metropolitan area, this is how things are done. We are accustomed to small, close and responsive local governments. Our election campaigns are conducted face-to-face. For this reason there has been relatively strong confidence in local government here. Even the central cities, inordinately large compared with the rest of the metropolitan area, are relatively small

compared with other major cities. A Chicago neighborhood has 60,000 people; a Minneapolis or St. Paul neighborhood, 5,000. Our central city populations are 100-200,000 smaller than comparable cities such as Seattle and St. Louis.

But in our metropolitan area as a whole, the average municipal population is 10,500. Representation is found on an even smaller scale in those areas with districted elective offices. Central city populations are 20-40 times that in the average metropolitan municipality. It is therefore not surprising that there is a desire for even closer, smaller scale representation in Minneapolis and St. Paul. Populations are more diverse, problems more complex. Government is further away from the governed.

* Some metropolitan suburbs now are beginning to face problems commonly associated with central cities: declining population and school enrollment, aging physical plant, slow-growing tax base. Their populations are becoming more diverse also, in age and income. As the suburbs begin the process of redevelopment, they may experience the same demand for increased representation that the central cities experienced when they embarked on that task some 10-15 years ago. Should this happen, suburban governments and their citizens would do well to identify these concerns early, and to set up mechanisms that can respond. The earlier experiences of the central cities may provide valuable lessons to the suburbs as they near a similar phase of development.

(For a specific listing of recommendations see pages 11 and 12; 21 and 22; and 35-38.)

MAJOR PRINCIPLES

THE IMPORTANCE OF ADEQUATE REPRESENTATION

Adequate Representation Gives Citizens a Voice in Government

Adequate representation gives individuals a voice when they cannot be present in person. It assures citizens that their representatives understand their point of view and consider that view in their decisions. It keeps citizens informed of what policies, programs and projects are being considered for action.

Participation in government is the acceptance of the opportunity to speak for oneself. Representation is when someone else is authorized to speak for us. Increasingly, citizens are demanding the opportunity to speak for themselves. And public policy has responded with the creation of many avenues for citizens to participate. But we still rely fundamentally on a system of representation to get decisions made and implemented.

Given the size of areas governed and the complexity of decisions to be made, we are no longer able to conduct the public's business at town meetings. Even the most interested citizen cannot participate in all decisions all the time.

Adequate Representation Enables Elected Officials to Do Their Job

The fundamental job of elected officials is to make decisions. Adequate representation is essential for them. It helps build confidence in government. And confidence in government is fundamental to the ability to govern in the most basic sense: the ability to make decisions and get things done that need to be done. Distrust and dissatisfaction with public decisions as well as with the way in which decisions are made ultimately delays and sometimes prevents altogether solutions to problems being found, and action being taken.

Adequate representation--including the flow of information from representative to constituent and constituent to representative--may also turn up good ideas. And this certainly is a valuable element in the decision process.

Some elected officials and others who need decisions made make several arguments against the creation of representation and participation structures beyond the official government. They suggest that:

- The electoral process is the most valid form of representation--additional structures are not needed.

- . Additional structures create barriers between constituents and their elected representatives.
- . Additional structures relieve elected officials of their responsibility to make decisions, thus reducing their accountability to voters.
- . Additional structures slow down the decision-making process.

There is some validity to these arguments. But the question today is not whether these assertions are true or false. The increasing demand of citizens to have more of a role in government is a fact. The increasing number of federal mandates for citizen input on the expenditure of federal dollars must also be met. We see no indication that citizens' interest or mandates for citizen input will diminish in the future. The question now is what kind of citizen involvement will prove most useful to citizens in satisfying their desire to have an effective role in government, and to elected representatives in helping them do their job.

MAJOR CHARACTERISTICS OF ADEQUATE COMMUNITY REPRESENTATION

As we talked through the issues of community representation in the central cities and suburbs, we developed an understanding of what we think are basic ingredients for adequate representation. These basic elements can be applied in evaluating existing government units and community organizations, and should be used as building blocks in the creation of new entities.

We have understood the representative's role as two-fold:

1) in relation to those within the area he or she represents--the constituents; and

2) in relation to those outside the 'home' district: other public officials and private entities.

Effective representatives must be seen as legitimate by their constituents, and they must be recognized by those outside the district. These are two separate but equally necessary elements for adequate representation. Our listing of important elements for adequate representation reflects the two-fold nature of the representative's role.

We have briefly listed below our conclusions on the basic elements of adequate representation. Each element listed may be more or less important in different circumstances. All of the characteristics listed will not be needed at all times in equal degrees. However, we do think that this list includes major characteristics that contribute to the legitimacy and effectiveness of community representation.

Important Elements that Help to Establish the Legitimacy of Representatives with Their Constituents

Representatives should reflect the diversity of their constituents.

If a representation mechanism is to be truly reflective of its constituents, it must respond to the diverse interests within the represented area.

The diversity of interests might be evidenced by a variety of cultures or ethnic groups, variety in the age and income of the population, or a range of organized interests.

Constituents should have some recourse when they feel poorly represented.

An accountability mechanism is needed that functions after representatives have been selected. This requires that there be some consequence for persons who are seen as unrepresentative of or unresponsive to constituents' interests. Put another way, it requires that there be some way for constituents to discharge representatives they feel are doing an unsatisfactory job. This usually takes the form of the ballot box in the case of elected government officials. Other means may be used for non-elected bodies.

Citizens should have access to the selection process.

This has a two-fold purpose: producing a range of choice among candidates, and providing the opportunity for individuals to participate in the selection process.

Constituents should be able to identify and communicate with their representatives.

Constituents must know who their representatives are, and their positions on issues, if legitimacy is to be maintained. Representatives also need to know the concerns of their constituents.

Stable and continuous representative bodies enhance the visibility and legitimacy of individual representatives.

Organizations with a history of action and a stability in structure are strengthened by their experience. This is not to say that new organizations cannot form and become legitimate, respected representatives of their communities. But bodies which have persisted and have a stable

structure from year to year do enhance the legitimacy of new individual representatives as they come into the organizations.

The representative structure and process for decision-making should be clear.

Constituents should be able to clearly identify who is responsible to represent them in which kinds of decisions. The structure or mechanism of representation should be clear so that constituents can reach their representatives. And constituents must understand the process of decision-making if they are to effectively articulate their views to their representatives.

Important Elements that Help Make Representatives Effective Outside Their Districts

Recognition of representatives' legitimacy is needed from public and private bodies outside the district.

Recognition must not only be attained from within, but from outside the representative's district. Outside bodies will deal with those organizations and individuals they feel have a legitimate right to speak for particular interests or ideas.

Effective representatives make proposals, in addition to responding to the proposals of others.

Anticipating issues, and making proposals on policies and courses of action before the options are narrowed strengthens the representative. The ability to set the agenda rather than continually responding to agendas and proposals from

others allows the representative to take the initiative.

A clearly defined role for representatives and the body of which they are a part is needed.

In order to function effectively, representatives must be clear on what their individual responsibilities are, as well as the overall responsibilities of the body as a whole, and how those mesh with the roles and tasks of other individuals and groups.

Adequate communication is necessary for effective representation.

Timely, accurate and adequate information flowing between representatives and outside groups is necessary for an informed discussion of issues. This would include information on pending government and private actions, on issues which are just about to surface, or which may become key in the near future.

Representatives need resources and support staff to be effective in their job.

Donated or purchased resources are needed to enable representatives to perform the daily administrative tasks, to communicate with constituents and the outside, and to provide or develop adequate understanding of complex issues.

Stability of the representative body facilitates recognition by other groups and makes for effective internal operations.

Just as stability and continuity enhance the legitimacy of representatives with their constituents, they contribute to the recognition received from those outside the district.

A stable body with an organized structure will also operate more smoothly, allowing representatives to devote a good portion of their energies to considering issues, rather than to daily questions of internal organization and management.

SETTING AND BACKGROUND FOR THIS REPORT

SETTING OF THE CITIZENS LEAGUE 1970 REPORT ON COMMUNITY REPRESENTATION

In 1968 the Citizens League programmed a study on minority representation. This came after a period of civil unrest, the Plymouth Avenue riot, and the demands of the Black Coalition for minority representation on the Minneapolis City Council and on all appointed city boards and commissions. The 1968 study produced a report entitled "Sub-Urbs in the City" which, until the issuance of this report, was the Citizens League position on community representation.

The 1968 committee was charged to study *minority* representation. The recommendation of that committee was for *community* representation. It argued that a better reflection of diversity within the community would have as a natural result better representation for minorities.

And it recommended a system for formal representation through geographically-based formal elections, complete with filing, campaigning and balloting. The 1968 committee wanted to build upon the real basis of decision-making--geographically based representation. It viewed the community councils as avenues into the power of elected representatives in decision-making, rather than as vehicles of participation which do not have decision-making authority.

RESPONSE TO THE "SUB-URBS IN THE CITY" REPORT

Model Cities Elections

Shortly after the League report was released, the Director of the Minneapolis Model Cities Program asked the League for suggestions on how to restructure the large and unwieldy Model Cities Board of Directors, then composed of 106 persons selected mainly on an interest group, rather than geographic basis. A new structure was proposed and adopted by the Board and the City Council. As a result, the size of the Board was cut to 80 persons, with the majority chosen from 24 election precincts in the area. Some additional seats were still filled on the basis of interest groups.

The first election of the newly-structured Model Cities Board was held in 1971. 247 persons filed as candidates for 65 geographically-based seats. Elections were held over a four-day period with both stationary and mobile polling places. The voter turnout of 2,700 set a record for Model Cities elections.

The Berglin Bill

In 1973 State Representative Linda Berglin introduced a bill allowing for creation of "community councils"

(as they were then called) in any metropolitan area city or county, upon petition by 50% of the locality's residents. The bill stimulated a good deal of discussion in the community, but did not pass.

The St. Paul District Councils

In 1973 the St. Paul Mayor and City Council appointed a Committee on Citizen Participation to determine whether there was a "demonstrable need for a community council structure which would involve the creation of new community councils." Jim Weaver, chairman of the League's 1970 study, sat on the committee. The committee made its recommendations in September 1973 for the creation of community councils in St. Paul.

In 1975 the St. Paul City Council passed a resolution allowing for the creation of district councils in each of 17 districts. The councils were to function as general purpose bodies, and also as the advisory bodies for the federal community development block grant program. The task of the councils, as set out in the City Resolution, was in accord with the League's recommendations. However, their selection process was left to the discretion of each district, in contrast with the League's recommended formal election process.

Washington, DC Advisory Neighborhood Commissions

In 1973 the District of Columbia Home Rule Act was passed, and attached to it was provision for the creation of advisory neighborhood councils (later called commissions) upon petition of 5% of the registered qualified voters in the neighborhood council area. Congressman Don Fraser of Minneapolis authored the bill, and modelled the neighborhood council

structure on the League's 1970 recommendations, including the requirement of a formal election process for selecting council members. The Washington, DC neighborhood commissions today still represent the most exact enactment of the "Sub-Urbs in the City" recommendations. The advisory commissions took office in 1976. There are now 36 commissions operating, covering the entire District.

The Minneapolis Community Development Block Grant Advisory Process

In 1973/74 the Model Cities Program was coming to an end, as Congress folded it and several other categorical aid programs into a single block grant. Citizen participation was required for receipt of these funds. The new block grant program extended funding to the entire city, removing the exclusive funding of the "model city" area.

During that time of transition a series of meetings was held in the community concerning a desirable citizen participation process for the new federal program. In August 1974 a meeting was convened which proved to be a key factor in the structure of Minneapolis community representation today. The meeting was sponsored by the Urban Coalition, the Council of Community Councils, and the Citizens League. Out of it came a recommendation for geographically-based citizen advisory groups. The proposed system started with a neighborhood meeting which elected representatives to planning district advisory councils, which then federated at the city-wide level. The recommendation was adopted by the City Council and implemented almost immediately, for advice on the first year block grant funds. That process, with some changes, has been used for each of the five years in which the program has been in place.

Other Changes Since 1970

The growth in citizen advisory groups, both federally-mandated and voluntary, had already begun in the late 1960s. Citizen groups documented in the League's 1970 report include 40 voluntary neighborhood organizations; the Mobilization of Economic Resources Board (MOER) created as a result of federal mandates for "maximum feasible participation" of citizens in developing and operating poverty programs; Model Cities; plus a variety of city- and school-established advisory committees.

Since 1970 federal mandates have continued and increased. A book published by the Federal Community Services Administration in January 1978 describes citizen participation requirements for 300 federal programs. The book defines "citizens" as "those persons whose membership in a population served or affected by a specific Federal program entitles them to assist variously in designing, operating, and evaluating the program." The two key features of the federal mandates are (1) that they focus on the allocation of specific categorical or block grants; and (2) that they define "citizens" as the consumers or recipients of services rather than as the more general citizen/voter/taxpayer.

Growth in city and school-created advisory committees and voluntary organizations has also continued during the last ten years. After a decade of experience, it appears that official, formalized citizen involvement in government decisions is a fact of life, and likely to remain so in the foreseeable future.

Citizen Participation and Community Representation

We have briefly discussed the terms "participation" and "representation"

above. The charge to our committee was to look at the varieties of ways that communities are represented in metropolitan area local governments. Our inquiries discovered a variety of mechanisms designed to achieve citizen *participation*, but no specific mention of community *representation*.

After lengthy consideration of these two terms, we came to understand them as two very different things.

- . *Participation* is something that people do for themselves. In some forms, participation may lead to representation, as in the case of individuals participating in elections. People choose to participate or not.
- . *Representation* is something that people do for others in relation to other groups or bodies: representatives must be chosen by others. Representatives, by definition, must represent someone in addition to themselves, and in that act, they represent those others to a governmental body, for instance.

However, it must be noted that representatives must often do more than simply transmit the specific views of their constituents to government. In most cases, constituents are diverse enough so that they will not all agree. This requires representatives to use their judgment and sensibility to determine a course of action that will win the consent of constituents. Representatives must perform the delicate task of weighing the merits of issues in their own minds and finding a compromise which will satisfy constituents with differing views.

In our study we have considered both representation and participation. Our emphasis

has been on representation. But we also realize that participation is an essential element for adequate representation. Without various kinds of participation--voter turnout in elections, a choice of candidates for appointment, for example--the representation process is weakened. The level and quality of citizen participation, then, does have a direct impact on the quality of representation.

The Most Acute Problem

While inadequate representation is a broad-ranging, perhaps national problem, we are best able, from our research and our experience, to talk about representation within our own region. And, while a sense of inadequate representation may be a problem throughout our region, we seem to find it in its most acute form within the geographic area bounded by the city limits of Minneapolis and St. Paul.

Cities within the "fully developed area" which includes the two central cities and the inner ring suburbs, have many problems in common: they are losing population, and particularly middle-high income families, which affects school enrollments and tax base; they have a fairly static tax base and higher unemployment than the developing suburbs; and they have an aging housing stock, which, in the central cities, is now at the point where it must be rehabilitated or it will deteriorate to the point where it cannot be salvaged.

But the large central cities have something in common with each other that they do not share with the inner ring suburbs. Combined with the problems outlined above, it makes their representation problem most acute: they are large political jurisdictions with a diversity of population and physical and economic structures. The diversity and sheer

numbers of people that central city officials are elected to represent make the task of governance...of getting the consent of those governed...a particularly difficult one.

We have divided the main body of our report into three sections: on suburbs, St. Paul, and Minneapolis. Although we are less knowledgeable about the specific circumstances in each suburb than we are about St. Paul and Minneapolis, we wanted to include suburban government as a whole, both for its own sake, and as a contrast to the central cities.

The 1970 League report took its title from the suburbs, with the realization that the representation structure in the suburbs--smaller size, council-manager form of government, part-time elected officials--is the most common size and form of local representation in the metropolitan region. The question of size was particularly significant in that committee's considerations: most suburbs in the 7-county area have less population than does a single ward in Minneapolis. Of 86 metropolitan suburbs with populations over 2,500 in 1976, 47 had populations under 10,000; 18 had populations from 10-20,000; and 21 had populations over 20,000, according to Metropolitan Council estimates (see appendix, page 46.) In the same year the size of an average Minneapolis ward was 30,571. Minneapolis and St. Paul, with their larger populations and full-time city councils, are the exception, not the rule in local governance.

We also wanted to discuss the suburbs because on the whole they are in an earlier phase of development than are the central cities. The diversity of population, the aging physical plant now found in the central cities are just beginning to develop in the older suburbs. It may be that some of the problems confronting the central cities today will be the suburban problems of the next decade.

THE METROPOLITAN SUBURBS

Our discussion here will focus on the "inner-ring" suburbs--those older suburbs in the first ring around the central cities. We realize that we run a risk in trying to generalize about such vastly different cities as South St. Paul, Bloomington and Fridley, to name a few. There is a great diversity among suburbs, but we have not been able to devote enough time to examining the suburbs in order to describe that diversity. Instead, we must generalize about those things that seem to be true for many suburbs, acknowledging that no single statement will apply to all of the suburbs all the time.

While we realize the risk of generalizing about different cities, we still think it worthwhile to make some general comments about representation in the suburbs as a useful contrast to the central cities, and because suburbs may one day face some of the same problems now evident in the central cities.

FINDINGS

Bloomington, the largest metropolitan suburb, has a population less than one-third that of St. Paul.

Size is, we think, the most significant element of representation in the suburbs. First ring suburbs within the metropolitan fully developed area (those suburbs where there is very little vacant land) range in population from 994 in Hilltop to 78,648 in Bloomington (1976 Metropolitan Council estimates). Four first ring suburbs

have estimated 1976 populations from 30-50,000; three range from 20-30,000; and the remaining six have populations of 20,000 or less. These compare with 1976 city populations of 291,000 and 397,000 in St. Paul and Minneapolis, respectively. (Metropolitan Council estimates.)

Another way to gauge size is by the smallest municipal election district--that is, how many persons elect each city councilman. In the case of a combined ward and at-large system of election, the number of persons residing in a ward would be the size of the smallest election district. In a completely at-large system, the entire city population would be the size of the smallest district, as all residents may vote for all city council members.

In 1976 there were three 1st ring suburbs with populations in the smallest election districts exceeding the ward population in Minneapolis. These were Brooklyn Center, Edina and Richfield, all with completely at-large elections, and city populations ranging from 35-48,000. The cities of Columbia Heights and South St. Paul had populations in their smallest election districts from 20-25,000, while St. Louis Park, Hopkins and Bloomington had populations of 10-20,000 in their smallest election districts. The remaining six 1st ring suburbs had election district populations of under 10,000. (See appendix, page 46.) These compare with 1976 election district populations of 30,570 and 291,300 in Minneapolis and St. Paul, respectively. (Population figures from Metropolitan Council.)

Another element of representation is the diversity of population within an election district. Although the inner ring suburbs are experiencing diversification in their populations in terms of income, age, race and other factors, they still have, overall a less varied population than do the central cities. Public policy is also pushing towards diversity, as with the Metropolitan Council's policy of allocating a good portion of subsidized housing units to the suburbs.

The first ring suburbs are now beginning to lose population.

Together the first ring suburbs lost 6,775 in population between 1970 and 1976 or 1.8% of their 1970 population (Metropolitan Council figures). A side-effect of this loss is an increasingly severe decline in elementary-secondary school enrollments. The Metropolitan Educational Cooperative Service Unit estimates that ten inner-ring suburbs will lose 26,000 students between 1976/77 and 1981/82, or 29% of their 1976 enrollment.

Controversies in suburbs typically arise over land use and school issues.

Controversy typically arises over local decisions on land use, which may effect housing density, roads and highways, or population characteristics (e.g. subsidized housing units or social service agencies). School issues, particularly questions of closing schools, are also controversial. Generally it seems that the most controversial issues and decisions are those that affect or change people's physical, economic and social environment most directly.

Issues which do not seem to raise public controversy are such things as city employee salaries and benefits, or zoning and licenses that would not alter current land uses.

Suburban elected officials work part-time.

The typical government structure is a "council/manager" form of government: A city manager, hired by the city council, is the full-time administrative head of government. The city council works part-time, elected on a ward, at-large, or combined system. The council functions as the legislative and policy arm of government. The mayor also works part-time, functions as the ceremonial head of government, and sits on the city council.

Also typical in suburban governments are advisory commissions appointed by the city council. These are citizen advisory groups, established on a city-wide basis. They are often felt to be a necessary complement to the part-time elected government. Common commissions are parks and open space, human relations, public safety, charter, transportation, planning and civil service. Some suburbs have their own Housing and Redevelopment Authorities (HRAs), while others rely on a metropolitan HRA. Library services are typically provided by the county rather than municipal government.

School districts have their own set of advisory committees in addition to PTAs and the new Planning, Evaluating and Reporting Committees mandated by the Legislature.

Voluntary neighborhood organizations in the suburbs have not been systematically identified by city governments.

It would be impossible to guess how many voluntary organizations exist that are organized around particular interests such as athletics, social services or self-help. In a random call to five suburban governments, eleven voluntary, geographically-based neighborhood organizations were

identified: ten in St. Louis Park and one in South St. Paul. In larger cities of 60-70,000 population the city had no listing of community organizations.

While we do hear of neighborhood-based voluntary organizations in the suburbs, they seem to have less of an on-going relationship with their city governments than do similar organizations in the central cities.

Suburbs are served by a variety of local newspapers.

Local community newspapers in the suburbs provide extensive coverage of local news. Unlike community newspapers in the central cities, they tend to be for-profit, with paid staff rather than volunteers. Advertising provides a significant source of their revenue. Suburban community papers are now beginning to be distributed door-to-door, a common practice for central city community papers.

Some suburban governments publish newsletters covering city issues. An example is the St. Louis Park quarterly publication, "920-3000".

CONCLUSIONS

Suburban governments do face controversy, and difficult decisions. These often result in crowded, angry meetings of the City Council and School Board. But the suburban governments, as far as we could tell from our limited study, do seem able to secure enough consent from their constituents to make and implement decisions. The fundamental process of getting the consent of the governed does seem to be working.

However, the first ring suburbs may now be entering a phase of development which creates even more controversy.

In the central cities, the demand for additional or improved representation mechanisms seems to have grown up at about the time that the city's population had become quite diverse, and the city had embarked on the major task of rebuilding its older areas--a task which differs significantly from that of building new on open pieces of ground.

If the inner ring suburbs are entering a similar phase of development, they also may find discontent with current representation mechanisms. Discontent might arise from a feeling that current structures do not adequately reflect the growing diversity of the population...or simply because residents want to take a more active part in decisions affecting their local areas.

RECOMMENDATIONS

If in the future suburban residents and/or governments feel that there is a problem with community representation in their cities, they can take steps early to address the problem:

- . The first step should be to assure adequate and early communication from the city to interested local residents. This should include notices of proposals before the city, pending city actions, notices of meetings and full meeting agendas and background materials. A formal "early notification system" such as that in St. Paul might be considered. Adequate and early information will help get informed input from those actively interested in the issues.
- . Residents, or the city government, may feel that the formation of additional or consolidated community organizations will be helpful as a next step in improving community representation. Careful consideration should be given to the merits and shortcomings of special purpose vs. general purpose organizations. The natural tendency is to create

special purpose organizations around single issues. However, our conclusion is that, in the long run, general purpose organizations will prove more useful to both the city and local residents.

Improved community representation could come through a variety of forms:

- . Voluntary groups with a neighborhood base;

- . Geographic representation on the variety of appointed city commissions; or

- . City-created community groups in addition to the appointed commissions.

Each city and its residents will have to decide what kind of community representation will work for them, should it become needed.

ST. PAUL

FINDINGS

St. Paul has a Diverse and Slowly Declining Population

(Except where otherwise noted, the following figures are from the St. Paul Planning Department. 1975 Figures are estimates.)

St. Paul's 1975 population was estimated to be 295,104. This represents a 4.8% loss since 1970. It contrasts with the much greater population loss in Minneapolis of 12% during the same time period (Minneapolis figure from Minneapolis Planning Department). At the same time, the number of households in St. Paul increased by approximately 2,000, and the average household size decreased from 2.9 to 2.6.

Between 1970 and 1975 the population aged 35-49 dropped 15%, while the age 0-14 group declined 21%. The Planning Department concludes that this represents an out-migration of middle-aged families with children. In the same time period the population aged 20-29 is estimated to have increased 19%, representing a growth in the young, single population. The elderly population, aged 65+ seems to have levelled off at 13-14% of the city's population.

St. Paul's non-white population is estimated to have increased 40% between 1970 and 1975 (although the 1970 census figures are thought to be low). The minority population increased from 6.7% of the total population in 1970 to 9.8% in 1975.

In 1970, 9.5% of the population lived below poverty level (1975 estimates not available).

St. Paul is Experiencing Problems Common to Older Central Cities

The out-migration of families with children has exacerbated the St. Paul school system's problem with declining enrollments. The Metropolitan Educational Cooperative Service Unit estimates that St. Paul elementary-secondary schools will lose 10,800 students between 1976/77 and 1981/82, or 30% of their 1976/77 enrollment.

A slow-growing tax base has also been a problem: in 1977 St. Paul would have had almost no net growth in commercial/industrial tax base had it not been for the fiscal disparities law which shares tax base within the metropolitan area. However, downtown St. Paul is now undergoing major revitalization, with a record number of building starts this past year.

St. Paul has an aging housing stock in need of major repair. Thirty-two percent of its housing needs at least some rehabilitation, while an additional 19% needs substantial or major rehabilitation, according to a Metropolitan Council survey.

As in the suburbs, some of the most heated controversies arise over changes in neighborhoods' physical, economic and social environment. Examples are the move of Control Data to Selby Avenue, the proposed use of the Bethel campus for a Job Corps site, and the road questions--

Snelling Avenue, the Short Line, the High Bridge, I-35E. These contrast with the less controversial though equally significant tasks of setting the city budget or setting employee wage and benefit levels.

St. Paul has a Strong Mayor Form of Government

The full-time mayor is the administrative head of government, and makes the major policy proposals--it is a traditional expression of the executive branch of government. The City Council is also employed full-time, and functions as the legislative branch. The seven Council members are elected at-large in an "alley" system--each runs for a designated seat, and challengers choose a seat to run against, instead of a system whereby individuals do not run against one another, and the top vote-getters are the winners.

St. Paul has a number of appointed city-wide boards and commissions. These include the Planning Commission, Civil Service Commission, Port Authority, Human Rights Commission, and several other bodies.

The St. Paul City Council has as its responsibility the operation and funding of parks, libraries, and the Housing and Redevelopment Authority (HRA). This contrasts with Minneapolis, where the library and park boards are separately elected bodies, and the HRA is an independent body appointed by the Mayor.

The Long-Range Capital Improvements Budget Committee (CIB) was created by the Legislature in 1967. It was modelled after Minneapolis' Capital Long-Range Improvements Committee (CLIC), which was established by the City Council in 1953. CIB advises the city on expenditure of bond funds, Community Development Block Grant Funds, and Urban Development Action Grant Applications. The main body of CIB

consists of 18 persons, with three persons appointed from each of six legislative districts (beginning in November 1978).

CIB has four task forces formed around subject areas: community facilities, streets and utilities, human services, and residential and economic development. Each task force has 17 members selected by the 17 District Councils.

St. Paul has a Variety of Formal and Informal Mechanisms for Sub-Municipal and Community Representation

State legislators sometimes function as community representatives in St. Paul.

Because of the wholly at-large structure of St. Paul city government, some residents do not know who to call on matters of neighborhood concern. We are told that people at times turn to their state legislators on such local matters, because the legislators are identified with a small geographic area within the city.

Ad hoc voluntary groups form around particular issues.

Ad hoc voluntary groups are formed from time to time, generally around particular issues. An example is the creation of a group this past year concerned with the location of a Job Corps Center on the Bethel College site.

Voluntary neighborhood organizations are well-established in St. Paul.

St. Paul has roughly 20 voluntary neighborhood organizations that are members of the Association of St. Paul Communities, a federation of those groups. In many cases several neighborhood groups have federated into a District

Council. In other parts of the city neighborhood groups exist side-by-side with a District Council, and their roles are not yet clearly defined.

The Association of St. Paul Communities has dealt with a variety of local issues including sewage disposal, transportation, parks and recreation, and downtown development. Business associations are also formed on the neighborhood level, and may be part of the residential neighborhood groups, or separate associations.

Project Area Committees no longer exist in St. Paul.

At one time St. Paul had Project Area Committees (PACs), groups formed by the Housing and Redevelopment Authority to meet federal requirements for citizen participation in urban renewal areas. These groups have since disbanded and become part of the District Councils.

The St. Paul school system has close to 200 advisory committees.

We did not research the structure of citizen advisory committees for the St. Paul schools in depth. But we do have a list of 167 district and school building advisory committees. The addition of the committees created to meet the Planning, Evaluating and Reporting legislation brings that total up around 200.

The District Councils are general purpose citizen advisory bodies formally recognized by the city.

councils created by local initiative

The 1975 City Council resolution allowed for, but did not mandate the creation of 17 district councils. One of the reasons cited in the

resolution for authorizing the creation of formally recognized councils is that "the citizen participation component of the general district planning process may be found to be inadequate in some districts." There was at the time some frustration in city government with the process of formulating comprehensive plans on the district basis, when in some districts there was "no clear organization or combination of organizations that speak for residents of the area." (See the City Council Resolution, appendix, page 50.)

Before formation of the district councils, an ad hoc group was established to define the district boundaries. Membership in the group was open to St. Paul citizens. The group worked with the Planning Department and achieved consensus among affected community organizations regarding several disputed boundaries.

After the boundary disputes had been settled, the City Council passed the resolution providing for creation of district councils. It authorized the Mayor's Office to take steps to create the councils when (a) Planning Department staff recognized a need for improved citizen input in order to complete the district planning process; and/or (b) affected neighborhoods recognized the need for a broader based citizen organization.

In practice, each district council was formed as a result of citizen initiative. By May 1978 most districts had operating councils.

district councils are general purpose

The District Councils are general purpose bodies. Their first task is generally to work on comprehensive district plans with the assistance of staff assigned from the Planning

Department. These include specific proposals for the district with respect to physical, social, and economic development. At the front of each plan is an "action plan" which lays out the specific tasks to be done, whose responsibility they are, timing and coordination with other projects, and possible funding sources, should funding be necessary.

To date, one district plan has been reviewed and approved by the Planning Commission, and is waiting for approval from the City Council. Five additional plans have been approved by districts and are awaiting action by the Planning Commission.

The district councils have authority to appoint one member each to the four task forces of the city-wide Capital Improvements Budget Committee (CIB). Presently, membership on the main body of CIB is appointed at-large by the Mayor and City Council. In November this will change to appointments from each of six legislative districts. The city is now considering giving district councils authority to recommend one appointment each to the full body of CIB, beginning in November. Although the Legislature has mandated representation on the basis of the six legislative districts, the 17 district council boundaries could be used and still match the legislative districts.

Their appointment authority for CIB committees gives the districts representation in consideration of the major capital expenditures by the city, as well as expenditure of community development block grant funds. Individual districts may also comment on projects which are proposed within their boundaries.

The districts are kept informed of major proposals affecting their areas, whether those be zoning

changes, street improvements, park improvements or other land use proposals. They then function as the representative bodies to speak for local areas on what these areas want to see within their boundaries. The comprehensive plan is really the first phase in this process. The participation of local residents and business people in the planning process is an intense education including not only basic information about the district, but information about the city's needs as a whole. Most of the districts now spend most of their effort in the planning process. It is expected that once those plans are complete districts will use their energies to work for implementation of the plans, and for general comment on all kinds of projects proposed for their areas.

district council selection process varies

The city resolution requires that groups petitioning for recognition must prepare a set of by-laws which include the method of election or selection of officers. The resolution does not mandate a particular form of selection, but it requires that the structure be "broadly based, democratic, and nonexclusionary."

As a matter of practice, many of the district councils consist of federations of voluntary neighborhood groups. Selection methods vary from petition to town meetings to formal election (filing for office, campaign and balloting at polling places) to appointment by neighborhood organizations. Because of the variety of selection methods, "voter turnout" is not a significant measure of local interest and consent in all cases. The number of persons participating directly in selection of district council governing boards ranges from 30-200 (see appendix, page 54 for detailed description of selection processes).

A key feature of the councils is that they include district "citizens" who are not residents of the district--both local businesses and institutions such as churches and social service agencies.

district councils formally recognized

The city resolution provides for formal recognition of district councils once they have satisfied a ten step recognition process (see appendix, page 51). However, some areas have felt strongly that they do not want to become officially recognized extensions of the city--they prefer to remain wholly independent.

One such area is District 13, the Lexington-Hamline area. This district has chosen not to seek recognition. However, it is the first district to complete its comprehensive plan. The representatives of the district are three voluntary organizations: the Lexington-Hamline Community Council, Merriam Park Community Council (both well-established), and the Snelling-Hamline Community Council, which arose out of the district planning process.

district council size and boundaries flexible

With the exception of the downtown area, district populations range from 15,000 to 24,000. The Citizen Participation Committee appointed by the city in 1973 had recommended between 9 and 15 councils with a minimum population of 20,000 in each area. Their concern was that on the one hand, a large number of councils would strain funding and staff resources and might emphasize neighborhood parochialism, while on the other hand, too few a number would be unworkably large, would be cumbersome and slow to

action, and would not be responsive enough to local neighborhoods.

The district boundaries were established before the resolution authorizing district councils. However, part of the recognition process provides for refinement of the boundaries should there be disputes (see appendix, page 51). If community groups are unable to agree on boundaries, the Planning Department is charged to make an analysis, and final decision rests with the City Council. The resolution also provides for the combination of districts. This has just occurred in Districts 14 and 15 which combined to form the Southwest Area District Council, newly recognized by the City Council. The population in this area is roughly 50,000 and includes the area covered by a voluntary neighborhood organization, Highland/Groveland/Macalester.

district councils provided resources and staff assistance

Each recognized district receives funds from the Community Development Block Grant program for staff. The block grant funds are intended to benefit low and moderate income persons, and therefore the less wealthy parts of the city receive funding for full-time staff, while the rest of the city receives funds for part-time staff. Staff is hired by and serves the district's board of directors, carrying out the basic tasks of operating and maintaining the council. These would include staffing an office and responding to calls, preparing meeting notices, minutes, and background preparation on issues.

During their comprehensive planning process councils receive additional staff assistance from planners assigned by the City Planning Department. One planner in the department

serves as coordinator of District Planning, supervising the staff assigned to the districts.

district councils not recognized by other government units

At this time only the city government has recognized the district councils through formal government action. In St. Paul, this means that the body in charge of general government functions, parks, libraries, and housing and redevelopment has recognized the councils. In addition, the councils are informed by the Metropolitan Council of projects affecting their areas which come under the Metropolitan Council's A-95 review process. And the councils are consulted on an informal basis by some county commissioners.

The districts have not been used by county or school government as a means for getting geographically-based citizen advice on county, social service or school issues. Ramsey County has 35 advisory committees, primarily concerned with various human services. Nineteen of these committees were mandated by the State Legislature. The St. Paul school system has some 200 advisory committees. In talking with local residents, they expressed most concern about the proliferation of school advisory committees, and a desire to see the district councils used as the citizen advisory bodies on issues of geographic concern.

St. Paul has Established an "Early Notification System" to Keep District Councils and Other Interested Groups Informed on City Issues

The city established an "early notification system" (ENS) along with its authorization for district councils. All city departments, the City Council and the Mayor's

Office send out mailings daily to district councils, neighborhood organizations, and other interested persons, to keep them informed of proposals and pending city actions affecting them. The Mayor's Office of Community Development maintains the mailing list, which is then used for independent mailings by the departments. Part of this process is the provision of information along with a request for review and comment by the districts. We have heard some comment that notification does not always go out early enough for considered review by voluntary organizations that meet once or twice per month.

Another important means of communication for the districts is the community newspaper. Community or neighborhood newspapers are blossoming, with some 13 now existing in St. Paul. Some of the papers devote a full page of each issue to news from the district council. The neighborhood papers are a major vehicle for publicizing neighborhood elections, and neighborhood comprehensive plans, which must be presented at public hearings in the district before they are reviewed by the City Planning Commission.

CONCLUSIONS

While the system of district representation is a new and still developing process, it has built into it important elements that promise a successful future. If we recall the major characteristics of adequate community representation discussed on pages 2-4, we can see that representation in the city of St. Paul has many of these elements:

- **diversity** -- The district councils have inclusive selection processes which help to pick up the diversity within their areas. And their size and boundaries are logical in terms of natural barriers and identified communities in the city.

- **communication** -- The early notification system and neighborhood newspapers are both vehicles for communication between the city and local districts and neighborhoods.
- **clarity** -- The system of representation is clearly defined: the City Council and Mayor speak for the city-wide interest, and the District Councils and voluntary neighborhood groups speak for the local interest. The city-wide body and the local organizations complement each other.
- **recognition** -- The formal recognition process established by City Council resolution satisfies this criterion.
- **proposals** -- By beginning with the comprehensive planning process, the districts are creating a firm base for making proposals on what they would like to see in their areas. This also establishes a basis for giving informed comment on the proposals of others. And the general purpose task of the councils has promise of creating stable, on-going organizations that will not die out when a single issue has been resolved.
- **staff support** -- The city has provided funds for staff, but retained the independence of districts in hiring and firing their staff persons.

The significant elements of community representation in St. Paul are discussed in more detail below.

Their General Purpose Nature has Strengthened District Councils

A key feature of the Councils is their general rather than special purpose nature. They have folded in special purpose groups such as the Project Area Committees, thus consolidating a number of smaller organizations

and making it clear who speaks for the district on a variety of issues. Having had to think through the variety of needs in their areas, they can give informed, responsible advice based on a sophisticated knowledge of the difficult trade-offs necessary in decision-making. The councils have made a wise choice in devoting their initial major efforts to understanding the broad range of needs in their areas, rather than on allocating funds of particular federal aid programs.

The Flexible Selection Process has Worked Well for Most District Councils

The selection processes chosen appear to be adequate for establishing the legitimacy of councils to speak for their areas and to reflect diversity within the districts.

The exception has been the Summit-University area, District 8. This is the former Model Cities neighborhood. In this area, five separate organizations have contested for recognition. The established, city-recognized council has not received recognition by a consensus of district residents and organizations. However, this spring the district has begun a comprehensive plan and has just completed the filing process for its June elections. By the close of the filing period, 34 people had filed for 17 seats on the council, and 11 organizations had filed for 5 seats. This is a good amount of competition and provides a real choice to district citizens on who will represent them. If voter turnout is ample, the newly-selected council might well be one that is recognized and accepted by the district.

If the election process does not establish legitimacy of the council, then some form of negotiation among competing groups might be desirable before another round of elections. In this way consent for the legitimacy of a formalized one-person-one-vote process might be secured.

Provision for Formal Recognition of District Councils is Essential for Their Success

Although some districts have chosen not to obtain formal recognition, the allowance for that recognition is essential. The city resolution binds the city to working with the recognized groups, assuring their rightful place in the decision process. The resolution maintains the legitimacy of the individual groups recognized, and of the process and concept as a whole. Formal government action gives better assurance that the process and organizations will be a stable part of St. Paul policy-making throughout the terms of different mayors and city council members who may be kindly or ill-disposed towards the councils and their role.

The Size and Boundaries of District Councils Work Well for Residents and for the City

The boundaries seem to work well both in terms of the size of districts and their borders. The boundaries seem to make sense to local residents. The allowance for further refinement of the boundaries is a good provision to assure their continuing responsiveness to local residents.

Staff Assistance is Essential for Effective District Councils

The provision of independent staff for the councils is an asset for the

councils and increases their effectiveness. It gives them additional ability to keep up with events and to communicate within the district and with the city. Staff assistance frees up volunteers to concentrate their efforts on policy questions and issues, rather than devoting all their energies to administrative tasks.

The planning staff play a valuable role in assisting with the comprehensive planning process, providing expertise and a working knowledge of city-wide needs and the city-wide comprehensive plan, with which the district plans must ultimately conform.

Use of the District Councils Would Enhance Citizen Input to Non-Municipal Government Bodies

Once the councils are well established and have completed their comprehensive planning process, we'd like to see them broaden their concerns still further to encompass other related actions within their boundaries, whether those be city, county, school, metropolitan or private decisions. Given the established legitimacy of councils to speak for their areas and the informed nature of councils that have gone through a planning process, we think they are logical and well qualified bodies to comment on the variety of projects proposed for their areas. Citizen input to government units and private entities would also be enhanced coming from an established, knowledgeable, general purpose body, rather than from a series of ad hoc special purpose groups with no established legitimacy in the community.

In particular, the existence of some 200 different advisory committees in the school system cannot help but reduce the energies of volunteer citizens into tiny and probably insignificant bits. If citizens are to have a significant and real voice, they must be given a significant task to do.

Vehicles for Communication Within Districts and Between Districts and the City Need Refinement and Improvement

Adequate communication is necessary if the process of government is to be accessible to citizens. For example, meetings open to attendance by the public are not effectively "open" unless citizens are provided sufficient information to understand the proceedings they are observing.

The use of neighborhood newspapers for communication within the district should be continued and expanded. These are a good, consistent means for the councils to communicate with their members and with those outsiders interested in activity within the community.

The early notification system needs continued refinement and improvement. It is a new system, and has the potential to be an effective means of communication from the city to local districts. Attention might be given to more timely notice to residents, recognizing that they work through voluntary organizations that meet once or twice per month. And care should be taken to try and weed out the unimportant information, lest volunteers be overburdened with insignificant material.

Neighborhood or district meetings on a regular or irregular basis might also be good forums for discussion among local residents, or between local residents and their elected officials. The use of district council meetings for this purpose should be continued and encouraged.

The Capital Improvements Budget Committee (CIB) Should Retain a Balance in District and At-Large Representation

Proposals come to the CIB Committee from the districts and from city departments. In order to get these proposals considered and ranked on their merits, it is necessary to balance the representation of the district and city-wide levels. If more representation is given to one of the levels, then the projects which reflect that interest will have an advantage in the review process. A combined system strengthens the priority-setting process by requiring both city-wide and local interests to make strong cases for their proposals.

Both the district and the city-wide represent legitimate interests, and we would not want to see either control the priority-setting process entirely. Exclusively district-oriented representation runs the danger of creating log-rolling. A purely city-wide structure could be unresponsive to local needs.

RECOMMENDATIONS

District Councils Should Take the Initiative to Give Non-Municipal Governments Advice on Projects Within District Boundaries

District Councils should take the initiative to keep informed, make proposals, and give comment on proposed actions of school, county

and metropolitan government. This might be accomplished through task forces of the councils.

Non-Municipal Local Governments Should Consult with District Councils on Proposed Actions with District Impact

Schools, Ramsey County, the Metropolitan Council, and private entities should consult with the district councils early on issues and proposed actions that would affect local districts. A first step would be for these government units to make use of the Mayor's early notification system mailing list, for purposes of communicating with the districts and neighborhood groups.

The districts might well replace some of the 200-odd advisory committees now used by the St. Paul school board. However, we also realize that some school issues will not have a sub-municipal geographic focus. For these, school-established advisory committees might be more appropriate

than district councils for citizen input.

The City Should Continue to Improve the Early Notification System

In particular, the timing of notification should be improved. District councils and other interested parties should receive at least 30 days notice, and preferably 45-60 days notice on pending actions which affect them. The consistency and reliability of the system should also be improved. There are still instances when important policy decisions are discussed without formal notice being sent to the affected areas.

Legislation Mandating Legislative District Representation on the Long-Range Capital Improvements Budget Committee Should be Repealed

The 1979 Legislature should repeal the law mandating that members of the full CIB committee be appointed by legislative district. At-large appointments by the Mayor and City Council should be retained.

MINNEAPOLIS

FINDINGS

Minneapolis Experienced a Significant Population Loss Between 1970 and 1975

(Unless otherwise noted the following estimates appear in the July 1977 State of the City Report prepared by the Minneapolis Planning Department.)

Minneapolis lost 53,000 persons between 1970 and 1975, or 12% of its 1970 population. Between 1970 and 1977 Minneapolis lost 2,000 households, while average household size decreased from 2.6 to 2.4. The city's 1975 population was estimated to be 380,867.

Those aged 65+ made up 11% of the city's population in 1975, a drop from 15% in 1970. The 25-44 age group grew from 21% of the population in 1970 to an estimated 31% in 1975. The population of single persons is estimated to have grown from 22% to 27% of the population between 1970 and 1975.

Figures on minority population are thought to be underestimated, but these are 6% of the city population in 1970 and 10% in 1975. Minneapolis elementary-secondary school minority enrollment as estimated by October 1977 sight counts represented 24.6% of all enrollment.

In 1975 12.6% of Minneapolis families had incomes below \$5,000. In the same year, Minneapolis average family size was three. The U.S. poverty level for a non-farm family of three in 1975 was \$4,230. We'd therefore estimate that roughly 12.6% of Minneapolis families lived below poverty level in 1975.

Minneapolis Too is Experiencing Problems Common to Older Central Cities

The Minneapolis Planning Department estimates that the city lost 12% of its family population between 1970 and 1975. This has contributed to the declining enrollment and desegregation problem in the Minneapolis public schools. The Metropolitan Educational Cooperative Service Unit estimates that Minneapolis schools will lose 11,823 students, or 24% of their enrollment between 1976/77 and 1981/82.

Minneapolis, like St. Paul, has had a slowly growing tax base, although it too has begun major development projects in its downtown business district.

The City Planning Department reports that 66% of Minneapolis' housing stock is 50 years old or more. In 1977 the Planning Department estimated that 72% of Minneapolis' housing structures needed some rehabilitation, while an additional 17% needed major rehabilitation, rebuilding, or replacement.

Minneapolis' controversies, like those in St. Paul and the suburbs, tend to focus on land use issues which affect the physical, social and economic environment of local residents. In particular, those policies and projects which affect local residents as well as a broader population seem most controversial.

General types of controversies would include questions of housing density, routing of major arteries, road

designs, commercial and industrial development in neighborhoods, and city funding of city-wide vs. neighborhood-based services and businesses.

Specific examples are the parkway designs around Lake Harriet and Lake of the Isles, the question of a new highrise near Lake Calhoun, the proposed relocation of the Durkee-Atwood plant, the controversies over federal community development block grant funding for physical improvements vs. social services, the protest against closing Nicollet Avenue for a new shopping center, the successful push for a city ordinance mandating a minimum distance between group homes, the limit on 2½ story apartment buildings, and the road questions-- the Hiawatha Avenue corridor, I-94, and the never-built "southwest diagonal".

Minneapolis Has a Strong City Council Form of Government

The Council is both the administrative head of government and the policy-maker. The 13 Aldermen also function as community representatives elected by ward. (This will be considered in more depth in the next section on sub-municipal representation.) The Mayor is elected at-large and, under the new charter change, proposes the city plan and budget. He also hires the Planning Department Director, a Budget Director, and the Police Chief. Both the Mayor and the Council serve full-time and are elected to two year terms.

Unlike St. Paul and the suburbs, Minneapolis has elected Park and Library Boards. These are independent from the City Council and have their own powers and taxing authority. The Park Board consists of 9 members, 6 elected by district, and 3 at-large. The Library Board consists of 8 members elected at-large.

Minneapolis has a number of appointed city-wide boards and commissions. These include the Planning Commission, Housing and Redevelopment Authority, Civil Service Commission, Committee on Urban Environment, the Charter Commission, and many other bodies.

The Capital Long-Range Improvements Committee (CLIC) was created by the City Council in 1953. It advises the city on expenditure of net debt and other bonds for capital improvements as well as the overall level of debt financing each year. The policy-making board consists of 27 members: 20 citizens appointed at-large by the City Council; 6 aldermen appointed by the City Council; and the Mayor or his designee.

CLIC has four task forces. Three are organized around subject areas. These are human development, community development, and transportation/property services. The chairmen of these task forces are appointed from the main body of CLIC. In addition, 26 other members to each task force are appointed by CLIC, 2 per ward. These subject area task forces have been part of CLIC for many years. The fourth task force was created this past spring by the City Council. It is organized around a funding source, rather than a subject area. Its purpose is to give the city advice on the expenditure of federal community development block grant funds (CDBG) only. This task force replaced the city-wide citizens advisory committee which was part of the block grant advisory process in the last four years. The chairman of the new task force (two co-chairmen this year) are appointed by CLIC, but are not members of CLIC. Membership on the task force consists of 39 persons, 21 selected by Planning District Citizen Advisory Committees, 13 appointed by the aldermen and 5 appointed by the mayor. The number of persons appointed from each planning district reflects the relative

income and physical condition of the district, as compared with other parts of the city. These elements reflect the eligibility guidelines for use of the community development block grant funds. Those districts eligible for a higher portion of funds under the guidelines have more representatives on the CDBG task force.

Sub-Municipal and Community Representation in Minneapolis Range from Voluntary Ad Hoc Groups to Elected City Officials

Several ad hoc voluntary groups have formed in the past few years.

These groups form from time to time around specific issues. Examples are Save Our Unique Library, organized to prevent the closing of a library on the north side; Parks Not Pavement, formed around opposition to a plan for rerouting the Lake Harriet Parkway, and Keep Nicollet Open, which opposed the closing of Nicollet Avenue for a new shopping center.

Minneapolis has a long history of voluntary neighborhood associations.

The 1977 State of the City Report lists 56 voluntary neighborhood organizations in Minneapolis. These would not include organizations or committees formed to meet government regulations. The Council of Community Councils, formed in 1953, is a federation of 24 of the city's voluntary groups. In addition, some neighborhood groups have federated at the district level. Examples are groups in Calhoun-Isles and Southeast Minneapolis.

The voluntary neighborhood groups are general purpose organizations, typically involved with the controversial land use issues we described earlier. Particular issues in which

Minneapolis neighborhood groups have been involved include location of group homes, building of 2½ story walk-up apartments, parking, road closings and highrises.

These voluntary groups generally operate with no staff assistance and little funding, although some groups have received funds from private sources. An example is the Whittier neighborhood, which has just received a \$1 million grant from the Dayton-Hudson Foundation, for neighborhood revitalization.

The Minneapolis School Board and Park Board have established over 200 advisory committees.

A 1975 study by the Minneapolis Accountability Project on community participation in Minneapolis schools identified some 200 school advisory groups including parent, teacher and student committees and councils. Those groups other than the PTsAs and Student Councils were created around federal programs, school departments, school buildings, and the three areas: east, north and west.

The Minneapolis Park Board currently has some 60 advisory committees for its capital and operating programs.

The Minneapolis Library Board has not created special purpose advisory committees. Instead, it consults with established general purpose neighborhood organizations when library issues arise in their areas.

Nine Project Area Committees still function as advisors to the Minneapolis Housing and Redevelopment Authority (HRA).

Project Area Committees (PACs) were formed in the late 1960s to meet federal requirements for citizen participation in the design of urban renewal projects. They are elected bodies that advise the Minneapolis

Housing and Redevelopment Authority (HRA). The 1977 State of the City report lists 13 project area committees in the city, of which nine are still functioning. With the exception of the Powderhorn and Willard-Homewood PACs, most PACs cover areas smaller than the 84 neighborhoods identified by the Planning Department. Some PACs still operate in areas where the urban renewal projects are complete. Although the original purpose of PACs was to give advice on urban renewal projects, some PACs now give general advice on housing and other land use matters.

Each operating PAC has a part-time or full-time staff hired by the PAC and funded with federal community development block grant monies. The current HRA budget for PAC staff is approximately \$335,000.

Ten Planning District Citizen Advisory Committees were created in response to a federal mandate for citizen participation.

The PDCACs were created by City Council resolution in 1974 to give the city advice on expenditure of funds from the newly created federal Community Development Block Grant (CDBG) Program. The city mandated that each of the ten planning districts identified by the City Planning Department would have a Citizen Advisory Committee for the block grants. This was an expansion that followed the lines of the federal program, which expanded funding from the model city area (largely covered by one of the ten planning districts) to the entire city.

In each of the past four years of the program, the city has written a new resolution slightly modifying the schedule or structure of the advisory process.

PDCACs originally special purpose

The initial charge to the PDCACs was to select representatives to a city-wide committee that would make recommendations on the allocation of the block grant funds. The PDCACs were also charged to recommend a refined citizen participation process for future years of block grant funding. At the start, then, the PDCACs were essentially special purpose bodies, organized around a stream of federal funds totaling an average of \$15 million in each year of the program.

In subsequent years some PDCACs have taken on more general tasks. The southwest PDCAC, for example, has completed work on a comprehensive plan for its area. The Powderhorn PDCAC also considers a variety of issues in its area beyond the block grants. It serves as the Project Area Committee for the HRA and as the advisor to Hennepin County on social services, as does the Central Community Council.

The City Council has written a new resolution re-establishing the PDCACs each year. There have been some attempts to broaden their task. The 1975 resolution called for each PDCAC "in conjunction with existing community organizations, institutions, and businesses, (to) develop a process for making decisions on matters affecting that community." These plans were prepared by the PDCACs and submitted to the city in 1976. However, the City Council, to our knowledge, took no action on the plans. Additional language proposed for the 1975 resolution had been deleted: "Subsequent to March 1, 1976, the City Council shall adopt an ordinance establishing a coordinated process for citizens participation on a city-wide basis..."

The 1978 city resolution provides that the PDCACs will "review other matters forwarded to them by either the mayor or City Council." The Mayor's Planning Department is now consulting with PDCACs and other local groups as it develops the new city comprehensive plan, due for completion next spring. There are also plans to bring the PDCACs into the general city budgeting process, in addition to the allocation of CDBG funds.

selection process for PDCACs uniform

In the first year of the block grant program, the PDCACs were chosen by neighborhood organizations. In subsequent years they have been chosen by neighborhood residents--only residents may vote or be selected representatives. Persons who work in or own property in the area but are not residents are not eligible. The neighborhood meetings are held at various locations throughout the city on a morning or evening designated by the City Council in its resolution. They generally run for about two hours. This is not an "election" process in the true sense of the term--there is no filing or campaigning or balloting in polling booths. Rather, this is more accurately described as a town meeting where residents come together, and at the meeting decide who will be selected as representatives.

Once the neighborhood representatives are chosen, they later meet and choose representatives to sit on the city-wide task force of CLIC that makes recommendations to the city on expenditure of block grant funds. This, then, is an indirect selection process, much like the political party system.

The attendance at these neighborhood meetings has been low, leading to controversy over the legitimacy of representatives chosen at the

meetings. In its 1978 resolution, the city required that .5% of the population to be represented by each delegate (one representative is assigned for every 1,500 people) would have to be present to select each representative. This means that eight people had to be present to select each representative.

The attendance at the 1978 neighborhood meetings was 1,511. This enabled neighborhoods to select 147 or 45% of their delegates. The remaining 183 were appointed by the City Council.

city prohibits conflict of interest

The 1978 city resolution has a provision for conflict of interest among PDCAC and CLIC block grant task force members. Every member of the PDCACs and the block grant task force must file a conflict of interest statement with the city before serving on those committees. Employees of organizations seeking block grant or net debt funds, persons who in the past year have received a consulting contract by such an organization or are seeking such a contract, and spouses of such persons may not serve on either the PDCAC or the block grant task force. Members of governing boards of organizations seeking block grant or net debt funds may serve on a PDCAC but may not take part in ranking block grant projects and may not serve on the block grant task force of CLIC.

PDCACs remain separate from other community groups

As initially established by the City Council, the PDCACs were formally recognized as organizations to provide citizen participation in the allocation of block grant funds. They were clearly formally recognized,

as they were created by City Council resolution. But they were not recognized as the representative body for a specific geographic area to speak on all matters affecting their communities.

The selection process, which limits representation to individual residents, and the recognition given the PDCACs have not helped to clarify "who speaks" for a given area. Instead, the PDCACs are one more advisory group added to the number already existing. In St. Paul the trend has been for the district councils to fold in the variety of smaller interest groups within their boundaries, including voluntary resident and business associations, institutions and community service organizations, and Project Area Committees. In Minneapolis the trend has been more for the PDCACs to grow up separately from the other organizations in their areas, making for one more organization rather than a new coalition or federation.

size and boundaries established by Planning Department

The 1975 estimated population of Planning Districts ranges from 29,400 in Longfellow to 62,553 in Powderhorn, according to the City Planning Department. This compares with an average 1975 population per ward of 29,300. Even the smallest Planning District has a population slightly larger than a ward's population. It is also larger than the range of District Council populations in St. Paul, with the exception of the Southwest Area Council, a combination of two districts with a total population of roughly 50,000.

Planning District boundaries are built along the boundaries of some 84 neighborhoods identified by the Planning Department. These tend to follow natural boundaries such as railroad track and major arteries.

They are not based on a one-person-one-vote system as are the political boundaries.

Small changes in district boundaries have been made from time to time by the Planning Department. The Planning District boundaries are used as the base on which the Planning Department collects its extensive demographic data for the city, which is reported annually in the State of the City Report.

PDCACs assisted by Planning Department staff

The Planning Department has full-time staff assigned to work with the Planning Districts with each staff person serving two districts. The Powderhorn PDCAC has additional staff, by virtue of its status as a Project Area Committee for the HRA. The Planning Department has requested funding for additional staff so that each district can have full-time assistance. Staff now work with neighborhoods or whole Planning Districts on comprehensive plans; keep the community informed of city and community issues and policies; work with the volunteer chairmen on meetings, including agendas and minutes; and work through the community development block grant review process with the districts.

most PDCACs recognized by city government only

With two exceptions, only the city has recognized the PDCACs through formal government action. This means that they are recognized by the City Council, Mayor, and city departments, but not by the Park Board, Library Board or School Board.

The Powderhorn PDCAC is the recognized Project Area Committee for the HRA, and is recognized by the Hennepin County Board of Commissioners as the geographic representative for purposes of citizen advice on social services. The Central PDCAC is recognized

by the County for the same purpose. The PDCACs are kept informed by the Metropolitan Council of projects affecting their areas which come under the A-95 review process.

Minneapolis aldermen are elected to be community and city-wide representatives.

Individual aldermen represent their wards. The City Council of which they are members represents the city as a whole. This is a common structure for the legislative branch.

Minneapolis' strong council form of government is also common among council/manager governments, found in many metropolitan suburbs. A strong council/weak mayor form gives the legislative branch a dual role: rather than playing a passive role and acting on proposals from the executive branch, the council generates or carries proposals to the public, and takes action on those proposals. In addition, the council serves as the administrative head of government, with responsibility for supervising city departments and hiring department heads. This is not the conventional legislative/executive structure, although it is a common form of local government.

Minneapolis is not unique in its government structure. However, the combination of its size and structure does set it apart. Although they share similar government structures, Minneapolis' population is twenty times that of the average metropolitan suburb.

The complex role of the aldermen combined with the scale of the city gives us a system that works, but with difficulty. The alderman cannot advocate solely for the local community or for the city-wide view. The balance between local and city-wide, between proposing and deciding, is found within one person, rather than

through discussion among separate persons in different elective offices, each with a single task of representation.

Newsletters, Neighborhood Newspapers, and Electronic Media Are Major Communication Vehicles in the City

Minneapolis does not have a formal system such as the "early notification system" in St. Paul. However, neighborhoods are given notice of proposed zoning changes affecting them. The Planning Department has a new newsletter, "PLAN", with general news of the department and the comprehensive plan now in progress.

Neighborhoods and larger communities have some 22 community newspapers, as well as neighborhood radio stations including Fresh Air Radio (KFAI, 90.3 FM) on the southside and WMOJ (1200 AM) on the northside. From time to time the Minneapolis Communications Center publishes a newsletter with news from each of the 10 Planning Districts.

CONCLUSIONS

Community representation in Minneapolis is provided by a confusing mixture of city officials, city-established advisory bodies and voluntary associations. If we recall the major characteristics of adequate representation discussed on pages 2-4, we can spotlight several short-comings in the Minneapolis system, particularly in reference to the function of the PDCACs. Other factors are discussed in more detail in the next several pages.

- **selection process inadequate** -- The town meeting has proved an inadequate selection process for reflecting the diversity within communities. Its

limitation to residents has kept out important citizens of communities, including local businesses and service agencies.

- **lack of stability** -- The PDCACs lack stability, as they are re-created each year by a new city resolution. Members' terms are also limited to one year. No one knows what the PDCAC structure or task will be from year to year.
- **lack of clarity** -- The aldermen are not clearly community representatives, as they are also charged to be city-wide policy makers and administrators. Among the less formal community groups, there is confusion and competition, as several groups may exist side-by-side in a given area performing similar services or tasks. The confusion has led to questioning the legitimacy of some groups to speak as representatives of their areas.
- **powers unclear** -- The mistaken identification of the town meetings as "elections" has also led to confusion about the role and powers of PDCAC representatives. Technically their role is an advisory one. But this has been and continues to be a subject of controversy.
- **special purpose** -- For the most part, PDCACs have used their energies to react to proposals for expenditure of one source of city funds. The changes now beginning to take place broadening the role of PDCACs are a step in the right direction.

The significant elements of community representation in Minneapolis are discussed in more detail below.

The Size of the City and Complex Nature of the Aldermen's Role Make it Difficult for Them to Provide Adequate Community Representation

In some parts of the city there does seem to be general satisfaction with

the aldermen as community representatives. But in other parts of the city there is a demand, on the part of citizens, for better and more community representation.

If the aldermen's tasks were limited to the traditional legislative functions of representing their wards and acting on proposals from the mayor, it is likely that they would become more effective spokesmen for their communities, and would be viewed as such by those communities. The need for citizen advisory councils might well diminish. Such a change in the aldermen's role would require a charter amendment. Because we spent our time considering the community representation role, and not the other roles of the aldermen, and spent little time considering the operations of city government as a whole, we do not feel confident in recommending a change in the formal city government structure. Instead we have chosen to take the current structure as a "given".

A Better Mechanism for Bringing Proposals into the City Government is Needed

The major improvement needed in representation to the city is an improved system for bringing in proposals to the city government. Today, most of the input comes after proposals have been made, when final decisions are being considered. This has proved a frustrating process for elected officials and community residents alike, and has not been productive for the city.

The City Council clearly has, and should have, the responsibility for making decisions. What is needed now is a good representative voice for the community that can be consulted by the city before decisions are made, before options are narrowed. This will give the city an opportunity to know what will or will not be acceptable to the community, well in advance of actual decisions.

For community residents, the ability to have an impact on the city relates directly to their credibility and legitimacy, as viewed from within the community, and as viewed by groups and individuals outside the community.

The city also has an interest in highly credible local groups, so that it can know with confidence who speaks for the community. Established, credible groups provide stability and strengthen the decision process, lessening the chance that an unknown ad hoc group will be able to claim that it represents a community.

The Tasks of Formally-Recognized District Representatives Should Continue to Broaden

The PDCACs are beginning to take on a more general purpose role, as the Planning Department begins to draw them into formulation of the city's comprehensive plan. This trend--the broadening of these organizations from special purpose to general purpose--is desirable and should be continued. But along with the broadened task should come a broader base of representation that involves the smaller groups within the districts.

A broader role for district representatives is essential if they are to perform a positive and useful function for the city and for the individuals involved. There are several key reasons why the role of district representatives must be expanded:

- **proposals are needed** -- Bringing the districts into the planning process will give them the opportunity to bring thoughtful proposals of their own to the city regarding what they would like to see in their areas, instead of continually responding and reacting to the proposals

of others. They will be enabled to play a more positive role in the city, making positive suggestions of what they would like to see, instead of the more common 'no' response to what others would like to see in the city.

Planning and policy formation give us the logical basis for deciding what projects should be funded, where, when, and finally, how well they worked. It therefore makes sense to us to bring the districts in on this first part of the process, rather than giving such emphasis to the budgeting process itself.

- **a viewpoint midway between the neighborhood and city-wide level is needed** -- Bringing the district into the realm of issues now chiefly dealt with by neighborhood groups will enhance discussion of those issues by bringing into the discussion a viewpoint that is midway between the most local or neighborhood level, and the broad city-wide level. The district level is, by its nature, a compromise--it tends to be a broader and less parochial interest than the neighborhood level, but a more local interest than that represented in the city-wide view. We suspect that there is a good deal of potential in the district level for bringing together the extreme views represented on the one end by the neighborhood, and the other end, the city-wide.
- **responsible representation from district groups is needed** -- The city and its residents are concerned, and have every right to demand that they get responsible representation through the districts. Bringing the districts into the mainstream of city issues and expanding their assignment from a single purpose will make them more responsible, by requiring them to expand their understanding of the city and its problems, and the hard choices which the city faces.

A Mechanism is Needed that Can Clearly Establish Who Speaks for the District

The community structures in Minneapolis are many and varied: 56 well-established neighborhood organizations, 9 Project Area Committees, 10 Planning District Citizen Advisory Committees, 60 park advisory committees, 200 school advisory committees.

We now have enough avenues for citizen participation...but we do not have a representative structure that can clearly speak for the district level. The organization of community representation in Minneapolis, like the city government itself, was complex even before the PDCACs were created. It is not helpful to have one more local organization created without moving towards some broader consolidation of active groups. The existence of many special purpose and competing groups hurts all of their credibility. It leaves the city and those groups wide open to challenge from local residents and outside interests alike about the legitimacy of any single group. This hurts the city when it wants to feel reasonably certain that it has an accurate reading on what local concerns and opinions are on given issues. And it hurts the local groups, some of which go through extensive study before making recommendations to the city on desirable alternatives.

A more certain, more dependable organization is needed that can with some confidence say 'we speak for this community'.

An Inclusive and Flexible Selection Process for District Representatives is Needed

District organizations should be structured so that membership is

open and not limited to district residents only.

District organizations will be more truly representative if they admit all those within the district who desire admission, be they business, community organization or individual. A consolidation or federation of the many groups now existing would also enhance the city's ability to communicate with the district.

A process for selecting district representatives would not necessarily have to include seats on the governing board for each organization or type of organization in the district. But it should allow district "citizens", including those who live in, work in, or have some other vested interest in the district to be eligible for service on the governing board, and to participate in the selection of governing board members.

In our view, an improved process for creating and selecting district representatives would be characterized by:

- . Local initiative for creating a District Council; and
- . Local decision on a selection process, provided that it is inclusive, and that some recourse is available for persons or groups who feel that the process has not produced a representative body. Such recourse might involve a petition from discontent parties, or perhaps a requirement for a formal election with filing, campaign and balloting.

Apart from the specific elements of the current selection process for PDCACs, it is important to note that this process is uniform throughout the city. This may be seen as desirable for the sake of consistency. In fact, the Citizens League report of 1970 also recommended a uniform selection

process (albeit different from the current process). However, knowing the great variety in the nature of the very different areas of the city--from southwest...to the near-downtown areas of Powderhorn and Central...to the north side--and having observed with some interest the St. Paul experience with district councils selected by a variety of processes, our conclusion is that we are making a mistake by imposing a single process on all parts of the city.

We would go even further to say that it is a mistake to mandate the existence of district organizations in parts of the city where they may not be desired. Our fundamental goal is the enhancement of community representation. It is possible that some parts of the city feel quite adequately represented through the official, elected city government. We see no reason to impose what for them would be an extraneous layer of government. On this point we would reaffirm the position of the Citizens League in 1970 that councils be created on the initiative of local residents, rather than through city mandate. However, we do feel that city action is necessary to make councils that are formed official, recognized bodies. This will enhance their legitimacy as representatives of their areas.

The implication of locally-initiated rather than city-mandated creation of district organizations is that the current PDCACs would not automatically be the recognized bodies for their areas. They, as well as any other community group or group of individuals could petition the city for recognition. Coalitions would have to be formed, and groups would have to demonstrate that they had the support of the community for creation of a recognized council.

Greater Flexibility in the Number of Districts and District Boundaries is Needed

We have emphasized above the importance of maintaining a level intermediate between the neighborhood and city-wide. The ten Planning Districts and the thirteen wards both qualify in this respect. The Planning District boundaries, built along neighborhood and natural boundaries to a greater extent than the wards, seem to make more sense to neighborhood residents. But the Planning Districts are quite large--larger than the wards, in fact.

In fairly homogeneous areas of the city such as southwest, the current boundaries may be quite satisfactory, and provide an adequate reflection of local interests. But there are other parts of the city which are more densely populated, have a wider diversity of population, and also more severe problems. In these areas it may be that adequate reflection of diverse interests in the area would require smaller units than defined by current district boundaries. If the average population of a district is 40,000, and the average neighborhood size is 5,000, this still leaves room for representation that is broader than the neighborhood level, but smaller than current district boundaries.

Understanding the virtues of the current ten Planning Districts--the mass of data collected using the district base, the simplicity of having ten, the relative responsiveness of the boundaries to real boundaries felt by residents--we would still like to briefly open up the boundary question to the community, and allow for the creation of more than ten districts, should that be desired by local residents. However, keeping with our

desire for district, rather than neighborhood representation, we would want to impose some minimum population requirement to assure that a boundary would not come down to the neighborhood level.

Community Representatives Should Play Some Role in the Provision of Staff Services

Voluntary organizations serving populations on the scale of the district level need staff support to be effective. This includes staff help for administrative and clerical tasks, as well as professional staff that can offer volunteers expertise and information.

Local organizations tend to prefer independent staff, hired by them and not the city. They feel that if staff are to be accountable to them, they must have the power to hire and fire. The city often feels that this creates an adversary relationship, and prefers that city staff be hired and assigned to local groups. City officials feel it is important that staff be well informed on city issues and city priorities, even as they go to work for community organizations.

We can find merit in both sides of the argument. Local groups do need some recourse if they feel they are not being served well by staff. And the city does need to maintain its interest, as it supports community organizations.

There are some procedures which might satisfy the needs of both the city and the community groups, and still be acceptable to both. For example, the city might have ultimate authority to hire and fire, but community representatives could be part of the interview process when staff are hired, and submit performance evaluations to be used in considering salary raises for staff. A procedure

could also be established so that community groups would have some recourse if they felt inadequately served by staff.

Continued Improvement of Communication from City to District and from District to Local Residents is Needed

a) From City to District

Communication is a necessary ingredient of adequate representation. Too often community groups are invited to public hearings and not provided adequate information until they stand at the microphone ready to testify. Meetings open to the public cannot accomplish their purpose--of informing the public and elected officials of each other's views--unless citizens are provided adequate information ahead of the meeting. The inadequacy of communication from city to community identified in "Sub-Urbs in the City" remains today.

b) From District to Local Residents

Communication back to the constituents served by a district body is a key part of the legitimacy achieved by the organization. One of the more difficult tasks for a voluntary group is achieving visibility in the community. This task is easier for city officials, who get covered in the daily press. The community newspapers serve a similar function for local groups.

With an expanded task for districts, regular neighborhood community press coverage of their activities will become even more important for maintaining their legitimacy within the community.

Community bulletin boards in recreation centers, shopping areas and other centers of neighborhood activity can also serve as communication vehicles.

The Structure and Membership of the Capital Long-Range Improvements Committee's (CLIC) Task Forces Need Modification

CLIC has been a strong citizen advisory body for the city for the past 25 years. It now needs some modification. The creation of a new task force this year, based solely on a funding source, rather than on an issue area, and not subject to the ordinary procedures governing other CLIC task forces has not strengthened the city's citizen advisory process. A stronger structure would be similar to that of the CIB committee in St. Paul, which through its subject area task forces and its full body, gives the city advice on the expenditure of several funding sources, prioritizing its recommendations by project rather than by funding source. Consolidating the citizen advisory process for separate funds will strengthen the recommendations by creating more competition among projects.

If such a consolidation is to occur, then some modification in CLIC task force membership is also needed. Up until now local residents have had the opportunity to directly appoint representatives to the block grant task force only. If this task force is combined with the traditional CLIC task forces, then the opportunity for direct community representation should also be expanded, rather than eliminated. Up until now neighborhood interest has been focused chiefly on the block grant funds. This has created divisiveness in the city regarding expenditure of those funds. Local residents should now be challenged to take a more comprehensive view of the city's needs and resources. This will be accomplished if they are part of the CLIC review process for expenditure of net debt funds as well as community development block grants.

RECOMMENDATIONS

The Minneapolis City Council should act quickly to consolidate community representation mechanisms in the city. The City Council should now pass an ordinance authorizing the creation of general purpose advisory bodies on a district basis, at the initiative of district residents. The ordinance should be enabling rather than prescribing, and it should remain stable, rather than being rewritten every year. By next spring the newly formed general purpose bodies should replace Planning District Citizen Advisory Committees, Project Area Committees, and Park Board Advisory Committees in their current form.

More specifically:

Newly Formed Councils Should Make Planning Their First Priority

The city ordinance should charge the new councils to take as their first and top priority task, the initiation of comprehensive development plans for their own areas. Staff from the Planning Department should be provided to assist with this task. These plans should include land use, economic and social issues, including those which come under the jurisdiction of the Park, Library and School Boards. The plans should be made in full conformance with metropolitan development plans and the new city-wide comprehensive plan. Completed plans should be submitted to the Planning Commission and be reviewed, modified and approved by the Commission.

The Planning Commission proposal to use the districts for routine review and comment on matters affecting their areas should be implemented. This would include such things as spot

zoning changes, variances, permits, licenses and public improvements.

Upon completion of district comprehensive plans, the districts should be used by the city, schools, park and library boards, and other government bodies, for review and comment on public improvements and other changes proposed for their areas. In cases where specific decisions have no broader than a district impact, we think the preference of the district organization should be given considerable weight. In cases where decisions have a city-wide or broader impact, district preferences should be considered but should not outweigh the broader interests.

Size and Boundaries of Districts Should be Flexible

Local neighborhood organizations, PDCACs, Project Area Committees and other active organizations and individuals should be permitted to petition the city for creation of district boundaries they find desirable. Districts should be built from combinations of the 84 neighborhood units in the city. The current boundaries of the 10 Planning Districts may be used as a starting point, but they should not necessarily determine the boundaries of newly-formed districts. The city should require that district boundaries be formed so that small areas of the city are not left outside the boundaries of any district. A *minimum* district population of roughly 15-20,000 should be required, with the exception of the downtown area.

Should disagreements arise over proposed boundaries, the Planning Commission should make the final decision. Once the boundaries are agreed on, some flexibility should remain, such as the possibility of a neighborhood moving from one

district to another, or two districts combining if they so desire. However, there needs to be some stability in boundaries also. There should therefore be some limit on the frequency with which boundary changes will be considered, once the initial boundaries are agreed on.

Formation of District Organizations Should be a Local Option

While district boundaries should cover the entire city, the creation of district organizations within those boundaries should be optional.

The city ordinance should provide for, but not mandate the creation of district organizations. The current mandate for PDCACs should be abolished. In this way local residents who feel no need for a district organization will not be burdened by a new government-related body they do not want.

Project Area Committees and Park Board Advisory Committees should be phased out as separate special purpose bodies, and should become part of the district organizations.

The Selection Process for District Organizations Should be a Local Option, Providing it is Inclusive

The city ordinance should provide for formal city recognition of district organizations, providing the following requirements are met:

- **open membership** -- Membership in the organizations must be open to all those within the district boundaries who desire membership. This would include unaffiliated individual residents of the district; unaffiliated businesses and institutions; organizations of residents and

businesses including well-established voluntary neighborhood organizations and business associations; and elected officials from the district.

- **public hearings and consensus** -- Any group of individuals or organizations should be permitted to petition for recognition as a district organization. This would include the current PDCACs, Project Area Committees (although most now cover too small a geographic area to fulfill the size requirements), voluntary neighborhood organizations and federations of those organizations, and other institutions and organizations in the district.

Groups requesting recognition must demonstrate that they have held public hearings in the district, and that they have the support of the major organizations and residents active in the district.

- **by-laws** -- Those groups requesting recognition must present a proposed set of by-laws which would cover the method of selection for the district board of directors and officers; the purpose of the organization; a process for establishing the organization's position on controversial issues; membership qualifications; the manner of conducting meetings; duties of officers; boundaries, and a regular meeting schedule. (See St. Paul "ten step recognition process", page 51.)

The ordinance should permit districts to determine their own selection process. However, in the event of a challenge to the legitimacy of district officers chosen by a specific selection method, the ordinance should provide some recourse for those who do not feel they have attained adequate representation. For example, one possible safeguard would be to provide that, on petition of half the number of persons who participated in the selection process, the officers shall be recalled, and a formal

election shall be held within two months of the time the petition is filed with the city. The formal election process would require that candidates file for office, that seats on the governing body be established by sub-district and for institutions, and that formal balloting at polling places take place, with polls open for at least two full days, at convenient locations throughout the district.

Districts Should be Provided Staff Assistance

The city should provide staff assistance to recognized districts for daily administrative tasks and for detailed background on issues. Consolidating the nine Project Area Committees into the district representative process (as has been done in St. Paul) will make more efficient use of the city funds now devoted to staffing citizen voluntary organizations.

Recognized districts should be part of the hiring process even if the city retains final authority to hire and fire staff. In addition, there should be an established procedure for airing complaints when staff assistance is not felt to be adequate.

District Representation Should be Included in the Capital Long-Range Improvements Committee (CLIC) Task Forces

The CLIC task forces should be restructured so that they are all designated by issue area, and they each consider and make recommendations on projects within their issue areas, regardless of funding source.

Each recognized district should be given the opportunity to appoint

one representative to each of the task forces. At-large appointments by the City Council and Mayor should be retained for the main body.

The City Council Should Establish a Formal Communication Mechanism for Contacting Districts and Other Local Organizations

Minneapolis should implement an "early notification system" for district organizations and other individuals

and organizations requesting it. This could be modelled on the St. Paul system, whereby city departments, the City Council and Mayor's Office mail information on city business to district councils and interested groups and individuals on a daily basis, including notices of meetings, and notices of issues coming before the city. However, care should be taken to avoid overwhelming citizens with unimportant information--adequate and effective communication is a difficult task, and will require continued review and modification.

DISCUSSION OF RECOMMENDATIONS

Because of the relative complexity of the recommendations concerning Minneapolis, the sections below are devoted wholly to discussion of those recommendations, and do not include discussion of the St. Paul or suburban recommendations.

1. How do the recommendations of this report differ from those in the 1970 Citizens League report "Sub-Urbs in the City"...does this report recommend the creation of "little city halls"?

Selection Method for District Organizations

The 1970 League report recommended the creation of community councils that would build on the structure of the formal, decision-making government, by using formal election and balloting for selecting council members. It specifically recommended the formal election method in order to enhance the legitimacy of the councils. It also recommended that the elections be held along with the city elections, in order to achieve maximum voter turn-out, and because city issues would then be a major items of discussion.

Our recommendation is not for any one type of selection method. We do not see the district organizations as "little city halls," and therefore do not think they need a formal elective system. Instead, any selection method that produces a representative body which has the consent of the district's residents would be adequate. In this light, we think of formal election more as a possible last resort for districts

where there is a good deal of competition among different groups. If there is controversy over who can legitimately speak for the district, then it seems to us that formal election is the logical way to settle the dispute. In the absence of such controversy, the town meeting or other less formal selection processes may be considered adequate.

Staff Assistance

The other major difference between our recommendations and those in the 1970 report concerns staffing for the districts. The 1970 report recommended a full-time "executive secretary" for each council, to be hired by each council. The executive secretary would work under direction of the community council to "represent it at public hearings, committee meetings of legislative bodies and act as the advocate for citizens of the community. He (would) consider citizen complaints and seek their resolution with appropriate public officials and agencies." It was recommended that the secretary be exempt from civil service and be paid a salary not less than assistants to the City Council.

Our recommendation calls for staff assistance for districts but it differs from the 1970 report. Recognizing both the community's need to have some say over who works for it, and the city's need to maintain a good working relationship with staff and keep a city-wide view in the process, we have recommended that districts participate in the hiring process, although the city might retain authority to hire and fire. In addition, we have recom-

mended that a procedure be established for communities dissatisfied with their staff assistance.

The staff question has potential to be an irreconcilable issue that could deadlock the discussion on district organizations--on the one hand, it seems clear to us that a community organization serving 15-50,000 persons cannot operate effectively without staff. On the other hand, providing staff to such organizations signals to city officials the creation of "little city halls." We hope that our recommendation will provide a workable compromise between those two views.

We do not view these organizations as vehicles to challenge the city--we do not envision an adversary relationship. Rather, we see the district organizations as vehicles bringing ideas and proposals to the city, in a helpful role.

2. Will the committee's recommendations increase government spending?

Maybe. City funds, mostly obtained through the federal community development block grant program, are already devoted to staffing and operating PDCACs and the HRA's Project Area Committees. These could be used to fund the new more general purpose district organizations. In addition, private monies have been made available to neighborhoods such as Whittier and Stevens Square. Foundations and corporations may continue to be a source of funds in the future.

Even if public funds are used, the incremental cost over today's expenditures would not be great, and the level would be fully controlled by city action.

3. What are the recommendations' implications for the future of currently existing citizen organizations?

Planning District Citizen Advisory Committees (PDCACs)

PDCACs, as well as other district "citizens" would have the opportunity to petition for recognition as the general purpose district organization. However, in order to be recognized, PDCACs would have to federate with other organizations in the district, thus becoming more inclusive and representative of the district as a whole. PDCACs would not receive automatic recognition as district representatives--they would have to demonstrate their legitimacy just as other groups would. If a PDCAC did not choose to petition for recognition, or a different group won the community's support, then the PDCAC would go out of existence. If no organization in a community petitioned for recognition, then there would be no PDCAC next year.

Project Area Committees (PACs)

Their function as advisors to the Minneapolis HRA on redevelopment projects would be continued, but as part of a larger more general purpose district organization. The PACs as small, special purpose organizations with their own staff would be abolished. Some PACs might wish to petition for recognition as general purpose district organizations, particularly the Powderhorn Community Council and Willard-Homewood Organization, which function on fairly large geographic areas. The smaller PACs most likely would become part of larger district organizations, and PAC members might want to form

housing task forces within the larger bodies.

Community Action Agencies (CAAs)

These are operating social service agencies--The Minneapolis Community Action Agency serves that city, while Ramsey Action Program serves the city of St. Paul. The CAAs are operating, not representative bodies--their purpose is to do things, not to represent constituents' interests to government. However, their governing boards are selected by election, with greater representation provided to poverty areas. We envision these organizations remaining intact, although we'd like to see them have a formal relationship with the district organizations in their emphasis areas.

Voluntary Neighborhood Organizations

We imagine that these groups would remain active. In some instances federations of neighborhoods groups might petition for recognition as the district representative, as they have in St. Paul and some parts of Minneapolis such as Southeast. We do see a key difference in their role as envisioned by our recommendations, compared with their role today--our recommendations call for the existing neighborhood groups to be allowed membership in the districts, if they so desire. This contrasts with today's procedures whereby only individuals may choose representatives to the PDCACs.

4. The League's 1970 recommendations called for three types of appointment authority for community councils:

- . nomination of persons to statutory boards;
- . appointment of at least one person to all city-wide advisory committees

established by ordinance or resolution of local governing bodies; and
appointment of all members of committees requested by agencies or governing bodies for programs or projects limited to local areas within the boundaries of their city councils.

How do this report's recommendations compare?

We have recommended specifically that district organizations be given the opportunity to appoint members of CLIC task forces. Neighborhood organizations today are routinely notified of vacancies on citizen advisory boards, and are asked for recommendations on nominees. We'd hope that district organizations would be consulted in a similar manner.

Once the district organizations are established and functioning smoothly we'd also like to see them take on the other appointment responsibilities outlined in the 1970 report. As a start, though, we have confined our recommendations to CLIC because that body is now concerned with the allocation of community development block grant funds, which have been the primary focus of Minneapolis' current district organizations, the PDCACs.

5. Will the enhancement of district-based representation result in too much emphasis on parochial views toward city issues?

We hope not. District organizations should have as their primary task the consideration of sub-municipal issues. But we'd hope that they would, in the course of a comprehensive planning process, become well-versed in the needs and desires of other districts, as well as in the needs of the city as a whole. Tying the districts into the Capital Long-Range Improvements Committee (CLIC) should also help give

district representatives a strong foundation in city-wide issues. This can be seen in the CIB committee in St. Paul, where task force members appointed from each of the 17 districts are taken on tours of the city, visiting the sites of proposed projects which they must review.

6. Who would be eligible to serve on the governing boards of district organizations?

This would be left up to district citizens to decide, providing that some form of membership were made available to district residents, persons with businesses in the district, and institutions or their representatives. We realize that this kind of broad representation could result in one person having representation in more than one district. For example, an individual who lived in one district and owned a business in another might

have representation in both. We would leave it up to the districts to decide if this kind of multiple representation would be permitted, or if an individual would be asked to choose representation in one district only.

There is also a possibility that an institution in a district might get representation in several ways. For example, there might be a "seat" on the district board for the institution, filled by a staff or board member of the agency; and individual residents of the district who also were members or staff persons for the agency might sit on the district board by virtue of their residence. We are told that these multiple possibilities for representation have caused some problems in the past, with a single institution or agency having an inordinate amount of representation on a board. Again, we'd leave it to the districts themselves to watch for this and to make appropriate regulations on district board membership.

APPENDIX

GLOSSARY

1. Association of St. Paul Communities -- An association of voluntary neighborhood improvement associations.
2. Capital Long-Range Improvements Committee (CLIC) -- CLIC was created by the Minneapolis City Council in 1953. It makes recommendations to the City Council on the level of bonded indebtedness each year and on projects to be funded with city bonds. In 1978 it was given the additional responsibility of making recommendations on expenditure of community development block grant funds.
3. City-Wide Citizens Advisory Committee (CWCAC) -- Until 1978, it served as the city-wide citizens body that gave the Minneapolis City Council advice on expenditure of community development block grant funds. In 1978 it was replaced with the community development block grant task force of CLIC.
4. Community -- As we have used the term in this report, "community" refers to a sub-municipal geographic area and the people who live in, work in or have a vested interest in that area. "Community" may at times refer to communities of interest with no geographic basis, but we have not used that sense in this report.
5. Community Action Programs or Community Action Agencies (CAPs or CAAs) -- These agencies provide social services for the poor. In the metropolitan area there are four agencies: Ramsey Action Program, Minneapolis Community Action Agency, Anoka County Community Action Program and the Scott-Carver Economic Council, Inc. Enabling legislation for these agencies is contained in the United States Economic Opportunity Act of 1964.
6. Community Development Block Grant (CDBG) -- A consolidation of federal categorical aid programs to cities, administered by the US Department of Housing and Urban Development. Funds are awarded to cities based on a formula including population, income, and age of housing stock. Funds are also awarded to some counties, including Hennepin County. It then distributes money to municipal governments other than Minneapolis and St. Paul, which receive their funds directly from the federal government.
7. Community Development Block Grant Task Force -- This is a new, fourth task force of CLIC, created by the City Council in 1978. It replaces the CWCAC.
8. District -- As used in this report, the term "district" refers to a geographic unit whose population is midway between that of the neighborhood and the

city-wide levels. A common range of population sizes for districts in Minneapolis and St. Paul is 15-60,000.

9. District Councils -- General purpose citizen advisory bodies operating in 17 St. Paul districts.
10. Early Notification System (ENS) -- A system used by the city of St. Paul to notify District Councils and other interested groups and individuals of city issues and pending city actions affecting them. The Mayor's Community Development office keeps a list of all persons to be notified. City departments, the City Council and Mayor then use that list for daily mailings.
11. Housing and Redevelopment Authority (HRA) -- Minneapolis has a separate HRA, while HRA functions in St. Paul are performed by the City Council and Mayor. Some suburbs have separate HRAs also. Their general function is to administer housing programs, including public housing projects, urban homestead, and loans and grants for home rehabilitation.
12. Long-Range Capital Improvements Budget Committee (CIB) -- The CIB committee was created by the St. Paul City Council in 1967 and was modelled after Minneapolis' CLIC. It gives the city advice on expenditure of bond funds and community development block grants, and on urban development action grant proposals.
13. Minneapolis Council of Community Councils -- This is an association of voluntary neighborhood organizations.
14. Model Cities -- This was a national program, now defunct. Model cities in the metropolitan area included the southside of Minneapolis and the Summit-University area of St. Paul. The program gave federal funds to cities and allowed them, through cooperation of city council and citizen bodies, to decide what their problems were and how to solve them using those funds.
15. Neighborhood -- As used in this report, "neighborhood" refers to a geographic unit whose population is roughly equal to that of an elementary school area -- approximately 5,000 people. In Minneapolis the term refers specifically to the 84 neighborhoods identified by the Planning Department.
16. Participation -- This refers to the participation of individuals in government-created or voluntary organizations, or in the process of selection for those organizations. Participants are those persons who are acting for themselves, rather than for others. Participation may lead to representation, as in the case of voting in elections.
17. Planning District Citizen Advisory Committees (PDCACs) -- These are formal citizen bodies established by the Minneapolis City Council to give advice on expenditure of community development block grant funds. PDCACs federate at the city-wide level into the CDBG task force of the Capital Long-Range Improvements Committee.
18. Project Area Committees (PACs) -- These are citizen advisory committees established by the Housing and Redevelopment Authority to advise it on urban renewal projects.

19. Representation -- This term refers to the process of representing other persons or groups to bodies, such as government, outside the "home" district. It is distinguished from participation in that representatives must be chosen by others, and must serve others in addition to themselves.
20. "Sub-Urbs in the City" -- The 1970 Citizens League report recommending the establishment of community councils in Minneapolis.
21. Voluntary Neighborhood Associations -- General purpose voluntary groups with a geographic basis, and primary concern with issues affecting that geographic area. These groups are not created by any governmental unit. Rather, they arise spontaneously.

POPULATION IN SMALLEST ELECTION DISTRICT, METROPOLITAN CITIES
WITH POPULATION OVER 2,500 IN 1976* (METROPOLITAN COUNCIL ESTIMATES)

Cities where the population in the smallest election district equals the city population are those in which the city council is elected completely at-large.

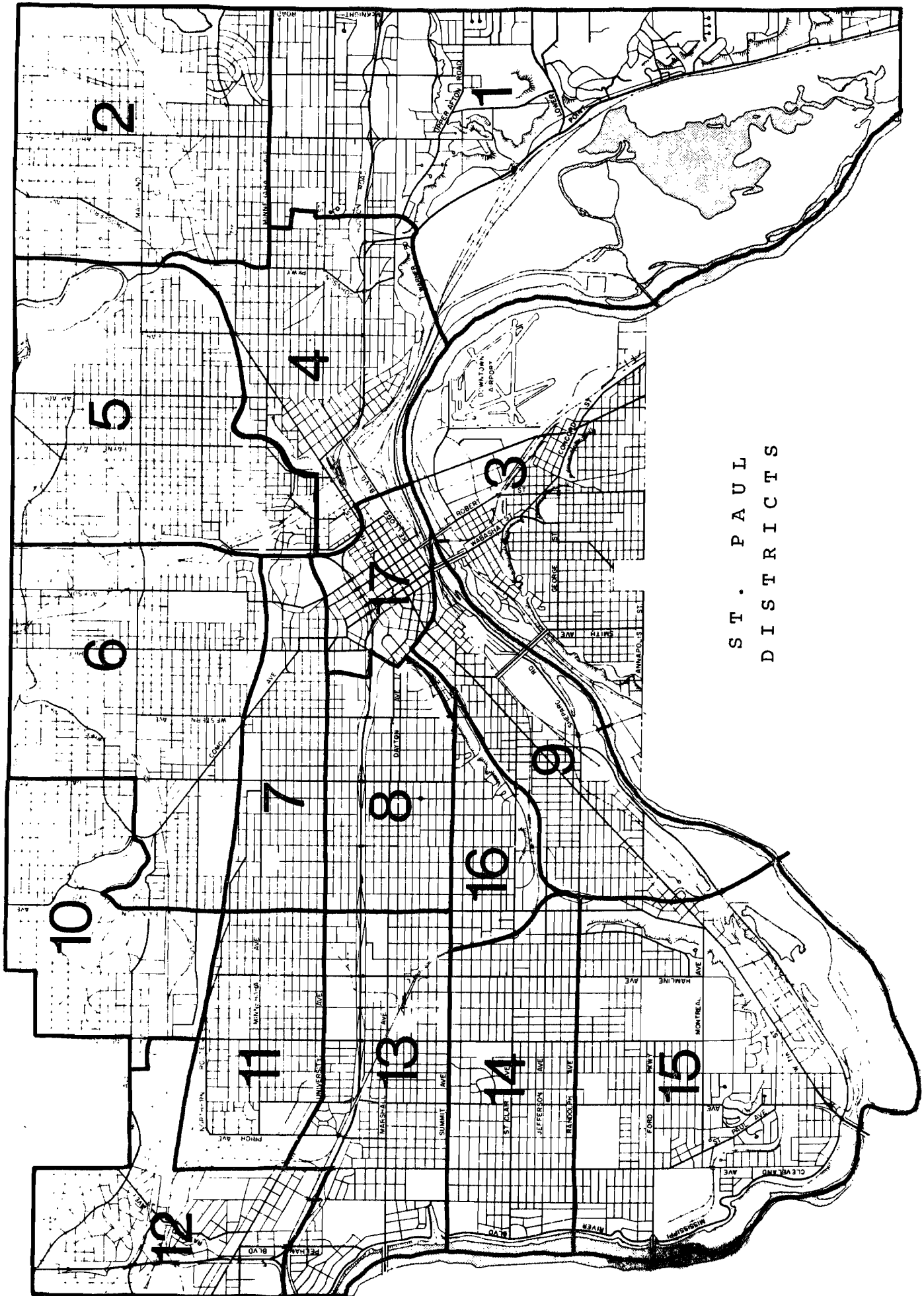
Cities where the population in the smallest election district is less than the city population are those with a ward or combined ward/at-large system of election for city council. In these cities, the population of the smallest election district was obtained by dividing the number of ward-elected city council seats into the estimated city population.

Cities are listed in order, from largest to smallest size population in the election districts.

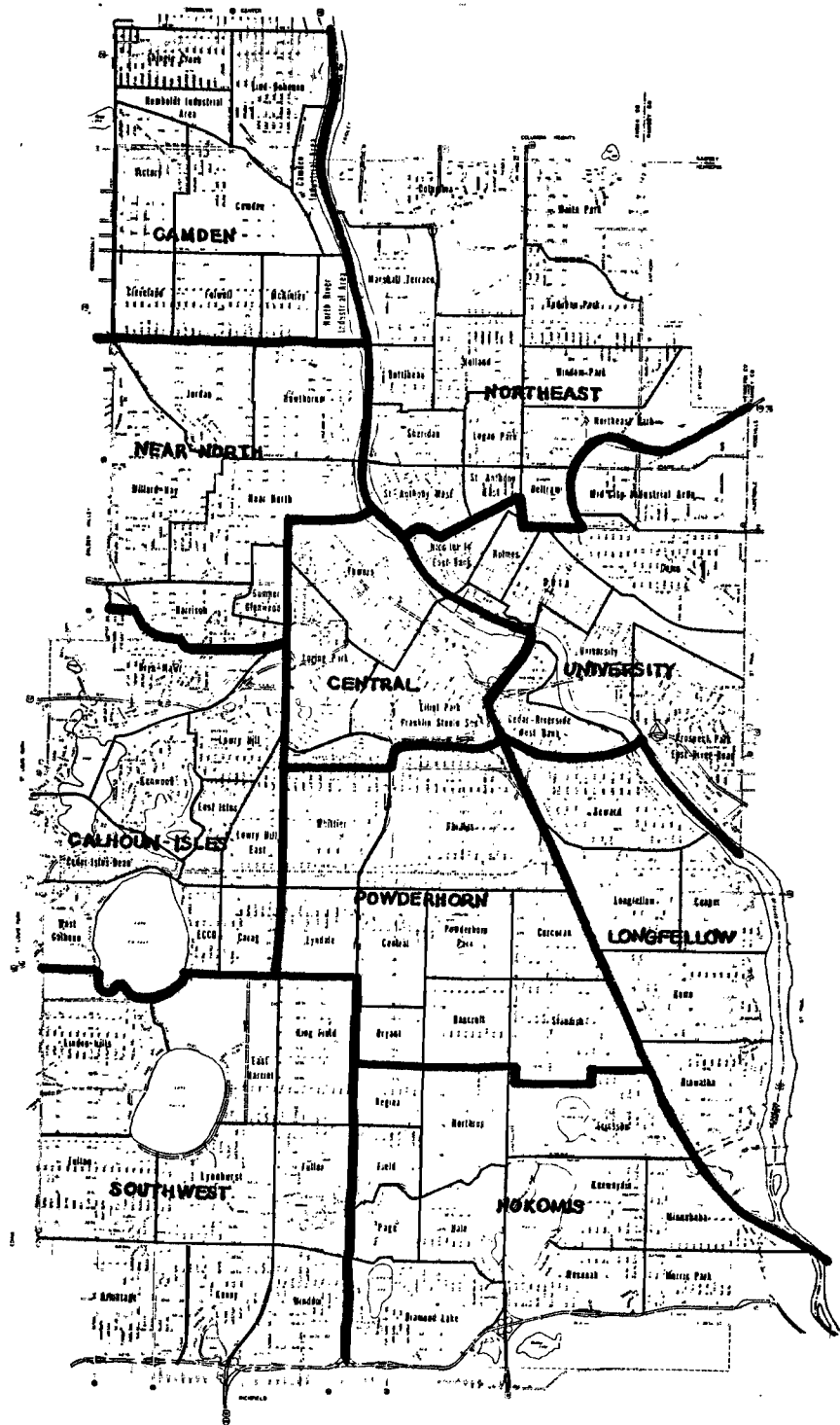
City	1976 Population in Smallest Election District	1976 Est. City Pop.
1. St. Paul	291,304	same as smallest elec. dist.
2. Edina	48,325	"
3. Richfield	43,137	"
4. Roseville	36,362	"
5. Brooklyn Center	35,278	"
6. Burnsville	32,582	"
7. Minneapolis	30,571	397,421
8. Maplewood	27,774	same as smallest elec. dist.
9. Plymouth	25,594	"
10. Golden Valley	24,548	"
11. South St. Paul	24,303	"
12. New Hope	24,236	"
13. New Brighton	23,118	"
14. Columbia Heights	22,324	"
15. Bloomington	19,780	79,119
16. Eagan	18,855	same as smallest elec. dist.
17. Cottage Grove	17,056	"
18. Inver Grove Heights	16,523	"
19. Hopkins	16,492	"
20. Apple Valley	15,744	same as smallest elec. dist.
21. Shoreview	14,839	"
22. Anoka	13,643	"
23. Mounds View	13,193	"
24. North St. Paul	12,751	"
25. Lakeville	12,015	"
26. Stillwater	12,000	"
27. Coon Rapids	11,945	35,836
28. St. Louis Park	11,857	47,429
29. Maple Grove	11,853	same as smallest elec. dist.
30. Brooklyn Park	11,657	34,971
31. Oakdale	11,226	same as smallest elec. dist.

*This table was originally prepared using 1970 population figures. By 1976, ten additional cities in the metropolitan area had populations over 2,500. These have not been included in the table.

City	1976 Population in Smallest Election District	1976 Est. City Pop.
32. Fridley	10,523	31,570
33. Shakopee	10,065	same as smallest elec. dist.
34. Eden Prairie	10,012	"
35. St. Anthony	9,582	"
36. Minnetonka	9,462	37,846
37. Mound	8,967	same as smallest elec. dist.
38. Blaine	8,671	26,014
39. Woodbury	8,637	same as smallest elec. dist.
40. Andover	8,295	"
41. Ramsey	7,620	"
42. Mendota Heights	7,391	"
43. Crystal	7,356	29,423
44. Orono	7,235	same as smallest elec. dist.
45. Spring Lake Park	6,929	"
46. Little Canada	6,877	"
47. West St. Paul	6,598	19,793
48. Arden Hills	6,155	same as smallest elec. dist.
49. Ham Lake	5,930	same as smallest elec. dist.
50. Chanhassen	5,926	"
51. St. Paul Park	5,633	"
52. Falcon Heights	5,575	"
53. White Bear Lake	4,988	24,941
54. Rosemount	4,860	same as smallest elec. dist.
55. Lake Elmo	4,843	"
56. East Bethel	4,720	"
57. Shorewood	4,471	"
58. Farmington	4,306	"
59. Vadnais Heights	4,216	"
60. Forest Lake	4,146	"
61. Mahtomedi	4,130	"
62. Lino Lakes	4,109	"
63. Circle Pines	4,078	"
64. Wayzata	3,964	"
65. Deephaven	3,934	"
66. Robbinsdale	3,903	15,610
67. Savage	3,715	same as smallest elec. dist.
68. Minnetrista	3,580	"
69. Newport	3,552	"
70. Hastings	3,360	13,440
71. Osseo	3,068	same as smallest elec. dist.
72. Bayport	3,018	"
73. Excelsior	2,971	"
74. Champlin	1,937	7,749
75. Chaska	1,771	7,082
76. Hugo	928	3,712



MINNEAPOLIS PLANNING DISTRICTS
AND NEIGHBORHOODS



JULY 1975 ST. PAUL CITY COUNCIL RESOLUTION
AUTHORIZING CREATION OF DISTRICT COUNCILS

WHEREAS, the City Council fully supports the goal of ~~impr~~ improved citizen participation in the City of St. Paul, and

WHEREAS, the City Council adopted the boundaries of July 22 as amended delineating seventeen neighborhoods in the city, and

WHEREAS, the City of St. Paul has directed the Office ~~of~~ the Mayor to use these districts singularly or in combination as a basis for ~~citizen~~ citizen input for community development programs, and

WHEREAS, the City Council has requested the Office of ~~the~~ Mayor to initiate an early warning communications system between the city ~~and~~ the neighborhoods, and

WHEREAS, the citizen participation component of the ~~general~~ district planning process may be found to be inadequate in some districts,

THEREFORE BE IT RESOLVED, that the Office of the Mayor ~~is~~ authorized to take steps to create or improve the citizen participation process ~~when~~ one or both of the following circumstances exist:

1. The district planning teams recognize the ~~need~~ for increased citizen participation in order to expeditiously bring about the completion of the general district planning process. In this case the Office of the Mayor would begin ~~the~~ citizen participation process by initiating whatever ~~steps~~ necessary to make the planning process viable.
2. The neighborhood itself may recognize the ~~need~~ for a broader based citizen component and request that the Office of the Mayor implement the necessary steps to strengthen the citizen participation process.

The guidelines and steps for this process are attached ~~to~~ this resolution and shall be considered a part thereof.

OCTOBER 1975 ST. PAUL CITY COUNCIL RESOLUTION:
TEN-STEP RECOGNITION PROCESS

There are some areas where difficulties are arising with the general planning process because there is no clear organization or combination of organizations that speak for residents of the area. Since planning can not take place in a vacuum this not only hampers the plans to be developed but will probably make the legitimacy of these plans open to question when the implementation phase begins.

In these cases it would seem more logical to emphasize the development of a citizen participation process prior to the completion of the district planning process. Unfortunately, the action of the City Council of July 22, 1975, which delineated seventeen neighborhood districts, directed to [sic] the Office of the Mayor to use these districts singularly or in combination as a basis for citizen input for community development programs, allowed the initiation of an early warning communication system, and the initiation of a general district planning process, did not give the administration the authority to proceed on the development of citizen participation components where necessary. Therefore, it is necessary to provide the administration with the authority and guidelines for this process.

The citizen participation process outlined in these guidelines may be activated in one of two ways:

- (1) The city planning team may recognize the need for increased citizen participation in order to promptly bring about the completion of the general district planning process. In this case the administration shall begin the citizen participation process using whatever steps necessary to make the planning process viable.
- (2) The neighborhood itself may recognize the need for a broader based citizen component and request that the administration implement the necessary steps to bolster the citizen participation process.

The steps and guidelines are as follows:

- Step 1. The city shall develop an inventory of community groups and organizations. This inventory shall identify all existing groups, institutions, organizations, clubs, individuals, social service agencies, churches, labor unions, fraternal organizations, and business associations.
- Step 2. The city shall initiate contact with groups and individuals within the district and describe to them the citizen participation process and its relationship to community development activities and other programs. In addition to meetings with groups and individuals, the city should use, wherever possible, existing resources within the area such as community newspapers, church bulletins, or community bulletin boards in order to assure broad dissemination of information relating to the program.
- Step 3. Refine designated boundaries. The citizen organizations in the districts should first make every effort to reach agreement among themselves on the boundaries. If there is a dispute, citizen groups should be given a maximum of 45 days to resolve the matter.

City Planning staff should be requested to analyze the disputed area, taking into consideration such things as natural or man-made boundaries and other appropriate planning criteria. Planning staff should then make their analysis available to the community groups, as well as to appropriate City officials.

If the community groups are unable to reach agreement on the boundaries, the City Council, or an appropriate subcommittee thereof, should schedule a public meeting with advance notice to all interested parties. After hearing the facts of the situation and making use of the planning department analysis, the final decision should be made by the full City Council. Door-to-door survey within the disputed area to elicit the opinion of the residents should be considered. There may well be areas in which a survey could be used and reasonably valid results obtained. (Step 3 represents policy already approved by City Council.)

Step 4. The City shall establish a working committee to develop structure, by-laws, and functions of the district organization.

All meetings of the working committee shall be open meetings.

Each district shall determine the structure for the process of citizen participation. This may involve the creation of a new organization, recognition of an existing group, or a cooperative arrangement among existing groups. However, this structure shall be one that will ensure that the process is broadly based, democratic and nonexclusionary.

The by-laws governing the process shall include: the purpose of the organization; the method of election or selection of officers; membership qualifications; duties of officers; the manner of conducting meetings; a regular meeting schedule; boundaries; and an affirmative action plan.

Step 5. Public hearings in the neighborhood on the proposed structure and by-laws shall be held. Prior to the hearing there shall be ample public notice and ample time for groups in the community to discuss the proposal at their regular meetings. The city shall provide groups and individuals with adequate material and resources to describe and explain the process.

Step 6. Following the above hearings, the working committee shall refine the proposed structure and make whatever changes necessary in the proposal.

Step 7. A public hearing in the neighborhood on the revised structure shall be held.

Step 8. The proposed structure is presented to the Mayor and City Council. The proposal is reviewed by City staff and staff makes recommendation to the Mayor and City Council.

Step 9. The City Council holds a public hearing on the proposed structure of the community organization. City Council approves, rejects, or modifies the proposal.

Step 10. The neighborhood implements structure and organization and integrates it with the district planning process.

If it is desired, the City shall assist the neighborhood in conducting any elections or community conventions required. The City shall also assist the working committee in notifying the residents and distributing election or convention materials.

SELECTION PROCESS FOR ST. PAUL DISTRICT REPRESENTATIVES,
DISTRICTS 1-13 AND DISTRICT 16, AS OF MARCH, 1978

DISTRICT	FORM OF ELECTION		VOTER TURN-OUT LAST ELECTION	NUMBER ELECTED LAST ELECTION	NUMBER SERVING ON GOVERNING BOARD	- BASIS FOR REPRESENTATION -			VOTING ELIGIBILITY	ELECTION PUBLICITY	TERM OF OFFICE	DATE OF ANNUAL ELECTION
	TOWN MEETING	BALLOT AT POLLING PLACE				ELECTED FROM SUB-DISTRICT	ELECTED AT-LARGE	SEATS GUARANTEED TO ORGANIZATIONS				
1 Highwood Battle Creek	X	-	75	11	11	-	11	-	resident or business age 16+	flyers to every home	1 year	Feb.
2 Greater Eastside Community Council	X	-	40	11	11	-	11	-	resident age 18+	newsletter	1 year	May
3 West Side Citizens Organization	x	-	200	12	12	-	12	-	resident	community paper, mailing	2 years	Oct.
4 Community Council of Dayton's Bluff	X	-	100	10	21	-	10	11	vested interest, or resident, age 18+	community paper	1 year	April
5 Payne-Phalen	X	-	40	16	30	-	26	4	resident, business, age 18+	community paper, Dispatch	1 year	Jan.
6 North End	X	5 locations	town meeting 90' polls 30	15	18 ¹	2 each from 5 sub-districts	5	3 (appointed by the Board)	resident or business age 16+	community paper, radio, flyers, St. Paul papers	2 years	April
7 Thomas-Dale	-	4 locations	150	12	15-18	3 each from 4 sub-districts	-	3	rent, own, or lease, age 18+	newsletter, St. Paul papers	1 year	April
8 Summit-University	-	1 location	204	26	31	4 each from 6 sub-districts	2	5	resident, age 16+	2 community papers, St. Paul papers, radio, t.v.	2 years	June
9 West 7th Street Federation ²	X	-	200	10	10	2 each from 3 sub-districts	4	-	resident	flyers	1 year	April
10 Como	X	-	175	14	14	2 each from 3 sub-districts	4	-	resident or business, age 16+	flyers, posters	at large: 1 year sub-dist. 2 years	Sept.
11 Hamline-Midway	X	-	50	4	15	1 each from 4 sub-districts	-	5 ⁴	resident, age 16+	community paper, letters	1 year	March
12 St. Anthony Park ⁵	-	-	not applicable	1	19	-	-	4 ⁵	-	community paper	1 year	-
Merriam Park ⁶	petition	-	-	-	~40	21	-	7	resident, age 18+	community paper, flyers, newsletter	1 year	usually Oct.
13 Lexington/Hamline ⁷	nomi- nating cttee.	-	51	12	12	-	-	-	resident or business	St. Paul papers, newsletter, churches	1 year	Feb.
16 Summit Hill Association	X	-	180	11	22	-	22	-	-	flyers, community papers	2 years, staggered ⁸	May

FOOTNOTES
DISTRICT COUNCIL SELECTION PROCESS:

¹ Five at large representatives are elected at the town meeting on April 3. One week later at polling places each subdistrict elects one representative.

² The board appointed three additional members to fulfill the desire for special interests on the board--business, St. Bernard's Parish and youth.

³ There is no recognized "council" in this district but instead a communication center. The West 7th Street Federation is one spokesman for the district.

⁴ The Hamline-Midway Community Council, Midway Concerned Citizens, and the Midway Civic and Commerce Association have three seats each on the board. The Ministers Association and Hamline University each may have one representative on the board.

⁵ St. Anthony Park Association, South St. Anthony Park Association and the Midway Civic and Commerce Association each holds its own elections. Each organization has five seats on the board. The University of Minnesota/St. Paul campus has three seats on the board.

⁶ The area represented by the Merriam Park Community Council is divided into twenty-one grids. Anyone residing in any of the grids may obtain a set amount of signatures from grid residents to fill a vacancy on the Council. In addition, representatives of churches, schools, and hospitals in the area may serve on the council.

⁷ The Lexington-Hamline Community Council has a nominating committee which selects active members of the council to serve on the Board of Directors. The nominating committee is chosen by the Board of Directors.

⁸ District Council 6 is the only council whose members serve staggered terms.

Final
2/10/78

R E S O L U T I O N
of the
City of Minneapolis

(By Aldermen Dziedzic, Corrao,
Daugherty, Rainville, DeMars,
Slater, Kaplan, and Green)

RESOLVED BY THE CITY COUNCIL OF THE CITY OF MINNEAPOLIS:

That there is hereby created a citizen advisory process whose purpose shall be to make recommendations to the City Council on the proposed disbursement of Community Development Block Grant funds, hereinafter referred to as CDBG, in the City's Community Development Programs. The establishment of this process is the first major step towards a unified citizen participation process for all capital projects regardless of source. The City Council intends to review the composition of the Capital Long-Range Improvements Committee and its task forces. Furthermore, the City Council intends to have one citizen participation process for all capital projects regardless of source of funds adopted by January 1979.

The affirmative action guidelines for the City of Minneapolis shall be followed to the greatest extent possible in establishing the membership of the PDCAC's and CLIC's CDBG task force.

This resolution shall replace all past City Council resolutions relating to a CDBG Citizen Participation Process.

The Executive Secretary of CLIC, the Mayor's Budget Director, the Assistant City Coordinator in charge of Program Coordination and Chairman of CDBG Task Force shall be responsible to implement this plan.

The CDBG Citizen Participation Plan, as set forth in Petition Number _____ on file in the office of the City Clerk, is hereby made part of this resolution.

February 6, 1978

MINNEAPOLIS
COMMUNITY DEVELOPMENT BLOCK GRANT
CITIZEN PARTICIPATION PLAN

1. Composition and Creation of Citizen Participation

- A. On Saturday, April 8, at 10 a.m. neighborhood elections will be held in 28 to 40 locations throughout the city. Before the election, the CDBG process will be explained by a representative of the Planning District Citizen Advisory Committee (PDCAC). The League of Women Voters will be responsible for conducting the neighborhood elections and the Planning Department shall be responsible for the associated costs of these elections. Anyone who lives in the neighborhood and is at least 18 years old may be elected to the PDCAC. Roberts Rules of Order will prevail with the exception that if there is a group of people with enough members to elect one delegate they may subcaucus and be assured of electing their fair share of delegates.

Each neighborhood may elect one representative and alternate for every 1,500 people in their neighborhood. However, at least one half of one percent of the population must be present to elect each representative and alternate, which means eight people present to elect each representative and alternate. Those PDCAC positions not filled by election shall be filled by the City Council appointing a person or persons who by their appointment help create a PDCAC that reasonably reflects the demographic composition of the neighborhood.

- B. On Thursday, April 13, at 7 p.m. the delegates, or their seated alternates, to each planning district will meet in a location designated by the Planning Department to elect delegates to the Community Development Task Force. At this time, each PDCAC will elect a chair. If there is a group of people with enough members to elect one delegate they may subcaucus and be assured of electing their fair share of delegates.
- C. The makeup of the CDBG Task Force, by planning district, will be as follows:

Calhoun Isles	2
Camden	1
Central	2
Longfellow	1
Near North	4

Nokomis	1
Northeast	2
Powderhorn	5
Southwest	1
University	2

In addition, the alderman of each ward shall appoint one person to the CDBG Task Force. The Mayor will appoint five people to the CDBG Task Force, for a total of 39 persons.

2. Determination of Needs

The Mayor will receive needs assessments from neighborhood organizations and present planning district councils no later than March 1st. In addition the Mayor and City Council will hold at least two public hearings on needs assessments. The Mayor will set the basic CDBG priority percentages as well as a comprehensive CDBG strategy for the next 3 years. The Mayor's plan shall be submitted to the City Council no later than March 15th, and the City Council shall act on the Community Development Plan no later than April 15th.

3. Request for Proposals

Any person, neighborhood organization or city agency may submit a proposal. Proposals are due to the City Clerk no later than May 15th. Upon receipt of each proposal a representative from the Capital Long-Range Improvements Committee (CLIC) staff, the Mayor's office, the City Coordinator's office, the City Attorney's office, and a representative from the CDBG Task Force shall determine which proposals do not relate to the Community Development Plan and shall note such information on the CDBG project summary sheets. Every proposal shall be forwarded to affected PDCAC's, the Planning Commission, the Technical Advisory Committee and the CDBG Task Force.

4. Review of Proposals

- A. The PDCAC's will review and rank CDBG proposals having an effect on their planning districts and forward it to the CDBG Task Force by July 1st. They will also work with the Mayor's Planning Director in developing a comprehensive plan. Furthermore, the PDCAC's will review other matters forwarded to them by either the Mayor or City Council. The Planning Department shall provide staff, at the discretion of the Planning Director, to the PDCAC's as requested. PDCAC rankings will be placed on the summary sheets.
- B. The Technical Advisory Committee, consisting of the City Coordinator, City Engineer, Executive Director of the Housing & Redevelopment Authority, the Mayor's Budget and Planning Directors, and the Assistant City Coordinator in charge of Program Coordination, shall review the proposals and make recommendations as they relate to program coordination. The City Coordinator shall Chair. The TAC report is due to the CDBG Task Force no later than July 1st.

- C. The City Planning Commission shall review the proposals as they relate to the City's comprehensive plan, and shall submit their report to the CDBG Task Force no later than July 1st.
- D. The Capital Long-Range Improvements Committee shall have created a fourth task force, to be known as the CDBG Task Force, which shall review and rank every CDBG proposal. This review will include PDCAC rankings, relationship to CDBG regulations, relationship to the Community Development Plan, the Planning Commission's comments, and the Technical Advisory Committee's comments. The review could also include comments on whether the proposal's budget is appropriate. No CDBG Task Force member may serve over two consecutive terms. The main body of CLIC shall in no way alter or adjust the rankings of the CDBG Task Force. The main body may only review and comment upon the Task Force's recommendations. CLIC shall appoint a chairman of the CDBG Task Force who is or has been a member of a PDCAC or the CWCAC. Except where otherwise noted in this petition, the CDBG Task Force shall follow CLIC's policy-procedure statements. CLIC's report is due to the City Council no later than August 1st.

5. City Council Action

CLIC's staff shall prepare for the Mayor and City Council a summary on every proposal which contains a brief outline of the proposal, the proposal's relation to the Community Development Plan, PDCAC rankings, TAC comments, CPC comments and CDBG Task Force's ranking. This report shall be forwarded to the Mayor and City Council no later than August 1st. Prior to Council action on the entire CDBG program, the Community Development Committee shall hold at least one public hearing.

6. Miscellaneous

Every member of the PDCAC's and the CDBG Task Force and CLIC shall file a conflict of interest statement with the City Clerk before serving on said committees.

The following persons may not serve on a PDCAC or the CDBG Task Force:

- A. Any person who is employed by an organization seeking CDBG or net debt funds;
- B. Any person who in the past year has received a consulting contract by such an organization or who is seeking such a contract;
- C. Any person having a member of the immediate family in categories A or B.

The following persons may serve on a PDCAC, but may not take part in rankings of CDBG projects and may not serve on the CLIC CDBG Task Force:

- A. Any person who sits on the board of directors of an organization seeking CDBG or net debt funds except PDCAC's or PAC groups.

CLIC and its staff shall be directly accountable to the City Council and thus independent of the Coordinator's office.

The Coordinator shall prepare the HUD application.

CDBG funds shall be used to cover all costs, personal and other than personal, incurred by city staff related to the operation and administration of the CDBG program.

ADOPTED BY CITY COUNCIL 2/10/78

CLIC
2/10/78jb

COMMITTEE ACTIVITY

COMMITTEE ASSIGNMENT

In May, 1976 the Citizens League Board of Directors approved the following charge:

We will review the variety of types of community representation which have emerged in recent years, in city, school and county government within the Twin Cities metropolitan area. We will look at such issues as overlap of responsibility, representativeness, credibility, accountability and effectiveness. We will include a review of the League's 1970 report, "Sub-Urbs in the City." We will develop findings and conclusions on the nature of community representation and problems which have emerged or are emerging, and then develop recommendations on the desirable type of community representation structure or process.

COMMITTEE MEMBERSHIP

Initially, 80 persons signed up for this committee. A total of 18 persons participated actively in the deliberations.

W. Andrew Boss, chairman
Bruce J. Broady, Jr.
David J. Butler
Reed L. Carpenter
Erv Chorn
L. Keith Coad
Hillary Freeman
Marie C. Goss
Gary Grefenberg

Chip Halbach
Michael Hartigan
Theodore D. Horwitz
Curt Hubbard
Howard Sam Myers III
Patrick R. O'Leary
JoAnne Rohricht
Melvin H. Siegel
Tom Triplett

The committee was assisted by Margo Stark, research associate, Mary Miranowski, research assistant, and Paula Werner, secretary.

COMMITTEE PROCEDURES

The committee met approximately once each week from its first meeting on August 25, 1977, to its final meeting on May 31, 1978--a total of 35 meetings. Detailed minutes of meetings were taken and distributed to committee members and some 200 interested persons following the committee's activities. A few extra copies of minutes and other background materials prepared for the committee are available upon request.

As is always the case with Citizens League reports, the work of this committee would not have been possible without the important participation of a number of resource persons. These persons provided valuable background information to the committee during its meetings. Some of them, as well as others who did not meet with the committee in person, provided assistance throughout the committee's deliberations.

Following is a list of the resource persons who met personally with the committee, showing their titles and positions at the time of their appearance:

Diane Ahrens, Ramsey County Board of Commissioners
Charles Bugg, board member, American Indian Center, St. Paul, Ramsey County Human Services Planning Board and West Side Neighborhood House
Erv Chorn, past president of the Minneapolis Council of Community Councils
Jack Christensen, ex-St. Paul City Councilman, member of District 12
John Derus, chairman, Hennepin County Board of Commissioners
Ruth Dixon, president, Association of St. Paul Communities
Henry Dorff, former Council member and Charter Commission member, Brooklyn Center
Jean Drucker, former member of St. Paul School Committee
Gleason Glover, executive director, Minneapolis Urban League
Bobby Hickman, Inner City Youth League and former board president, St. Paul Model Cities program
David Hozza, St. Paul City Councilman
Ruby Hunt, St. Paul City Councilman
Tom Johnson, Minneapolis Alderman
Laura Kadwell, executive director, Willard-Homewood Organization, chairman, Minneapolis League of Women Voter's Study of Citizen Participation
Ted Kolderie, Citizens League, executive director
Albert Kordiak, chairman, Anoka County Board of Commissioners
Todd Lefko, member, Metropolitan Council
Gerry Luesse, director of central planning, Minneapolis Housing and Redevelopment Authority
Richard Miller, Minneapolis Alderman
Dr. Theodore Mitau, Distinguished Service Professor of Political Science, State University System
Lee Munnich, Minneapolis Alderman
Edith Naddy, member, Bloomington Charter Commission
Maxine Nathanson, executive director, Minneapolis Citizens Committee on Public Education
Mike Roan, former director, Minneapolis Model Cities program
Clarence Shallbetter, staff to the Citizens League "Sub-Urbs in the City" committee
Jim Solem, director, Local and Regional Affairs, State Planning Agency
Don Strange, City Council member, White Bear Lake
Joseph Summers, Ramsey County Municipal Judge, and former city attorney, St. Paul
Jose Trejo, director, Minnesota Spanish Speaking Affairs and president, District 3 Council
Glen Wallace, former Minneapolis alderman, former secretary to the Capital Long Range Improvement Committee, present member of the Capital Long Range Improvements Committee
Esther Wattenberg, University of Minnesota Center for Urban and Regional Affairs/Department of Social Work
Jim Weaver, chairman of the Citizens League "Sub-Urbs in the City" committee
Dale Winch, City Councilman, Champlin
Kenneth Wolfe, former mayor, St. Louis Park, former state senator, Hennepin County; and former member, Ramsey County Government Study Commission (1970)

THE CITIZENS LEAGUE

. . . Formed in 1952, is an independent, nonpartisan, non-profit, educational corporation dedicated to improving local government and to providing leadership in solving the complex problems of our metropolitan area.

Volunteer research committees of the CITIZENS LEAGUE develop recommendations for solutions to public problems after months of intensive work.

Over the years, the League's research reports have been among the most helpful and reliable sources of information for governmental and civic leaders, and others concerned with the problems of our area.

The League is supported by membership dues of individual members and membership contributions from businesses, foundations, and other organizations throughout the metropolitan area.

You are invited to join the League or, if already a member, invite a friend to join. An application blank is provided for your convenience on the reverse side.

Officers (1977-78)

President
Eleanor Colborn

Vice Presidents
Rollin H. Crawford
Virginia Greenman
Roger Palmer
Wayne G. Popham
Mary Lou Williams

Secretary
Paul Magnuson

Treasurer
Dale E. Beihoffer

Staff

Executive Director
Ted Kolderie

Associate Director
Paul A. Gilje

Membership Director
Calvin W. Clark

Research Associates
Margo Stark
Berry Richards
William Blazar

Directors (1977-78)

Dale E. Beihoffer
Francis M. Boddy
W. Andrew Boss
Allan R. Boyce
Lloyd L. Brandt
Fred C. Cady
John Cairns
Rollin H. Crawford
Joseph L. Easley
Leo Foley
Joan Forester
David Graven
Virginia Greenman
Paul Hilstad
B. Kristine Johnson
Paul Magnuson
Harry Neimeyer
Martha Norton
Wayne H. Olson
Robert D. Owens
Medora Perlman
Daniel K. Peterson
Roger Palmer
Wayne G. Popham
Rosemary Rockenbach
John Rollwagen
A. Kent Shamblin
Marvin Trammel
Imogene Treichel
Robert W. Wallace
James L. Weaver
Mary Lou Williams

Past Presidents

Charles H. Bellows
Francis M. Boddy
Charles H. Clay
Waite D. Durfee
John F. Finn
Richard J. FitzGerald
*Walter S. Harris, Jr.
Peter A. Heegaard
James L. Hetland, Jr.
Verne C. Johnson
Stuart W. Leck, Sr.
Greer E. Lockhart
John W. Mooty
Arthur Naftalin
Norman L. Newhall, Jr.
Wayne H. Olson
*Leslie C. Park
Malcolm G. Pfunder
James R. Pratt
Leonard F. Ramberg
Charles T. Silverman
Archibald Spencer
Frank Walters
*John W. Windhorst
Rollin Crawford

* Deceased

WHAT THE CITIZENS LEAGUE DOES

Study Committees

- 6 major studies are in progress regularly.
- Additional studies will begin soon.
- Each committee works 2½ hours per week, normally for 6-10 months.
- Annually over 250 resource persons made presentations to an average of 25 members per session.
- A fulltime professional staff of 7 provides direct committee assistance.
- An average in excess of 100 persons follow committee hearings with summary minutes prepared by staff.
- Full reports (normally 40-75 pages) are distributed to 1,000-3,000 persons, in addition to 3,000 summaries provided through the CL NEWS.

Citizens League NEWS

- 6 pages; published twice monthly, except once a month in June, July, August and December; mailed to all members.
- Reports activities of the Citizens League, meetings, publications, studies in progress, pending appointments.
- Analysis, data and general background information on public affairs issues in the Twin Cities metropolitan area.

Public Affairs

- Members of League study committees have been called on frequently to pursue the work further with governmental or non-governmental agencies.

Community Leadership Breakfasts

- Minneapolis Community Leadership Breakfasts are held each Tuesday at the Grain Exchange Cafeteria, 7:30-8:30 a.m. from September to June.
- St. Paul Community Leadership Breakfasts are held on alternate Thursdays at the Pilot House Restaurant in the First National Bank Bldg., 7:30-8:30 a.m.
- An average of 35 persons attend the 55 breakfasts each year.
- The breakfast programs attract good news coverage in the daily press, radio, and television.

Question-and-Answer Luncheons

- Feature national or local authorities, who respond to questions from a panel on key public policy issues.
- Each year several Q & A luncheons are held throughout the metropolitan area.

Public Affairs Directory

- A directory is prepared following even-year general elections, and distributed to the membership.

Information Assistance

- The League responds to many requests for information and provides speakers to community groups on topics studied.

Citizens League non-partisan public affairs research and education in the St. Paul Minneapolis metropolitan area. **84 S. 6th St., Minneapolis, Mn. 55402 (612) 338-0791**

Application for Membership (C.L. Membership Contributions are tax deductible)

Please check one: ☐ Individual (\$20) ☐ Family (\$30) ☐ Contributing (\$35-\$99) ☐ Sustaining (\$100 and up)
Send mail to: ☐ home ☐ office ☐ Fulltime Student (\$10)

NAME/TELEPHONE _____

ADDRESS _____

CITY/STATE/ZIP _____

EMPLOYER/TELEPHONE _____

POSITION _____

CL Membership suggested by _____

(If family membership, please fill in the following.)

SPOUSE'S NAME _____

SPOUSE'S EMPLOYER/TELEPHONE _____

POSITION _____

Citizens League non-partisan public affairs
research and education in the St. Paul-
Minneapolis metropolitan area. **84 S. Sixth St.,**
Minneapolis, Mn. 55402

Nonprofit Org.
U. S. POSTAGE
PAID
Minneapolis, Minn.
Permit No. 414