

CITIZENS LEAGUE REPORT

No. 204

**Needed: A fully Areawide Civic
Organization**

November 1966

PRELIMINARY DRAFT

NOT FOR RELEASE

Needed - a fully areawide civic organization specializing in Metropolitan and local governmental affairs

A preliminary draft developed by the Citizens League Policy Planning Task Force for the purpose of obtaining informal reaction.

Citizens League
545 Mobil Oil Building
Minneapolis, Minnesota 55402

November 1966

TABLE OF CONTENTS

PART I

	<u>Page</u>
Summary	1
Recent Developments	ii
Civic Leadership - Its Role in Local Governmental Affairs . . .	1
What's Happening in Other Metropolitan Areas?	3
What About Our Twin Cities Metropolitan Area?	4
Needed for the Twin Cities Area - A Fully Areawide Civic Organization Specializing in Local Governmental Affairs.	5
Essential Characteristics of a Fully Areawide Governmental Affairs Civic Organization for the Twin Cities Area	6
The Citizens League - Can It Become the Areawide Civic Organization?	9
Needed Now - A Decision	17

PART II

How the Citizens League Can Be Restructured and Strengthened to Become a Fully Areawide Governmental Affairs Civic Organization	18
---	----

Citizens League
545 Mobil Oil Building
Minneapolis, Minnesota 55402

TO: Board of Directors

FROM: Policy Planning Task Force, James R. Pratt, Chairman

SUMMARY

This report, which is directed to the civic and governmental leadership of our Twin Cities area, discusses the urgent need for a fully areawide civic organization specializing in governmental affairs at the metropolitan and local level. Specifically, the report has been developed to present, discuss and obtain reaction to these important conclusions:

- . Our Twin Cities metropolitan area is entering upon a period of unparalleled growth and development. The expected more than doubling of our population within the next few decades will require, for example, as many new schools, homes, churches, parks, golf courses, roads, utilities and commercial areas as we have built in the Twin Cities area during all the years from our territorial days to the present.
- . This tremendous growth and development will affect each of us. Government at all levels, particularly at the local level, will be deeply involved in the most crucially important decisions -- decisions which very likely will determine whether our Twin Cities area will be -- as we now know it -- the kind of place where people want to live and work or whether they will prefer some other metropolitan area. These decisions by government can dramatically affect the total cost, as well as the financial soundness, of the vast amount of public construction which is going to take place. How well these decisions are made by our local governmental institutions may even be the decisive factor in determining whether primary control will be in our hands locally, through local governmental officials responsible to us as voters, or in the hands of government officials at the federal level working with local technicians over whom the electorate has little control.
- . These local governmental decisions are far too important to be neglected by the civic leadership, even under circumstances where governmental institutions are fully equipped to make these decisions. It is imperative that they not be neglected when, as is generally agreed, our local governmental institutions at the metropolitan, the county and the municipal level are inadequately structured to make these decisions.
- . Far too many of these crucially important decisions are being left to government to make without the help and guidance of the civic leadership of our Twin Cities metropolitan area. This is happening principally for two reasons. There is no fully metropolitanwide organization through which the civic leadership can be mobilized effectively, and an insufficient amount of financial resources is being allocated to the task.

- . We are in direct competition with other metropolitan areas for people, dollars and resources. The decision we must make is not whether to compete, but how fully and effectively we are going to compete. These other metropolitan areas, in most instances, are organizing their civic leadership on a metropolitan area basis and are moving to strengthen their local governmental institutions and to help guide governmental decisions.
- . Although the Twin Cities metropolitan area now has no fully areawide civic leadership organization specializing in governmental affairs, we do have one organization -- the Citizens League -- performing essentially this role for a major part of our Twin Cities area. If we are to meet the challenge of our physical growth and development, and if we are to compete successfully with the other major metropolitan areas, we must have in the immediate future a fully areawide civic leadership organization.
- . Because of our belief that strengthening and restructuring the Citizens League is the best and, certainly, the quickest way to provide our Twin Cities area with the needed organization, we have developed a specific program detailing the changes we believe will be necessary.
- . Whether strengthening and restructuring the Citizens League is the best or only way to assure a fully areawide civic organization specializing in governmental affairs is not for the Citizens League leadership alone to decide. Those to whom the new organization must look for its primary source of financing must participate fully in this decision, and the reaction of civic leaders from all parts of the metropolitan area must be obtained.

These conclusions, together with our detailed proposal, are presented and discussed in this report. We hope this report will serve as a stimulant for the civic and governmental leadership of our area. We earnestly request that our proposal be carefully evaluated and an early decision reached, either to assist with the necessary strengthening and restructuring of the Citizens League, or, if it is felt the objective can better be accomplished by starting anew in some other way, to proceed immediately to develop the specifics of that other way.

RECENT DEVELOPMENTS

The Citizens League, when founded in 1952, was intended to be a civic leadership organization specializing in governmental affairs of concern to that part of the metropolitan area centered in and around Minneapolis. During recent years, the Citizens League has been pulled irresistibly into the mainstream of metropolitan governmental issues. This has occurred, not by design, but rather because these areawide issues have become the most crucially important ones -- the ones most urgently needing the attention of the civic leadership of our area. Since no fully areawide civic leadership organization specializing in metropolitan governmental affairs serves our metropolitan area, the Citizens League has been increasingly looked to for leadership on these areawide issues.

During the fall of 1965 a special Task Force was appointed to assess these trends and to propose a future course of action for the Citizens League.

This Task Force concluded that the relative importance of the areawide governmental issues left no alternative but to program them at an increased rate. The Task Force further concluded that, since so substantial a proportion of Citizens League attention would be directed to these areawide issues, the geographic base of the organization should be expanded to include residents of the other six counties within the Twin Cities metropolitan area. This basic decision involved changing the name of the organization to delete reference to the words in the title "of Minneapolis and Hennepin County." This proposed change was approved by a vote of the membership at the annual meeting earlier this year.

The Citizens League's financial resources have been essentially stable over the years, growing at about the same pace as increased costs. Inevitably, as more and more of the organization's endeavors have been directed to metropolitan-wide issues, a smaller number of Minneapolis and Hennepin County issues have been programmed. Because the areawide issues have been more complex than more local issues, the total number of research projects which can be programmed in any given year have decreased. At the same time, the number of important governmental questions urgently requiring the attention of the area's civic leadership has been constantly increasing.

This summer it became increasingly apparent that the gap between the number of governmental issues urgently needing the attention of our civic leadership and the number which could be programmed had reached alarming proportions. This fact was brought home dramatically as the Executive Committee began to develop the research program for the year ahead. A list of 79 possible research projects was reviewed. The opinions of public officials were solicited. Of these 79 research projects, 71 were urged for programming. The current financial resources of the organization precluded the programming of more than a handful of these projects. It became obvious that some way must be found to assure that a greater proportion of these governmental issues receive the attention of the civic leadership.

A Task Force was appointed early this fall with the specific assignment of assessing how best to approach the problem. The Task Force quickly concluded that the Citizens League, at least within its current financial resources, was inadequate for the task. Its attention was then focused on how best to narrow the gap between the number of local governmental issues urgently requiring citizen attention and the number which could be programmed. In attempting to answer this question, the Task Force was compelled to re-examine the role of the Citizens League and of other organizations, both existing and possibly to be established.

The result, after many, many hours of meetings, is this detailed report. The Task Force had as its chairman James R. Pratt, former president of the Citizens League and currently chairman of the Executive Committee. Task Force members included Archibald Spencer, Charles H. Clay, James L. Hetland, Jr., E. Peter Gillette, Jr., Harold D. Field, Jr., Leonard Ramberg, Earl F. Colborn, Jr., Greer Lockhart, John Finn, John W. Windhorst, Gilbert Giebink, Ted Kolderie, Roger Hale, John Harrison and Harry Jackson. Assisting in the development of this report was Verne C. Johnson, the League's Executive Director.

CIVIC LEADERSHIP - ITS ROLE IN LOCAL GOVERNMENTAL AFFAIRS

Enormous physical growth ahead

Few of us have a really clear comprehension of the perfectly enormous investment that will be made in our urban areas during the next couple of decades. A four per cent annual growth in the gross national product, compounded, would give us a one and one-fourth trillion dollar economy by 1980. This will mean vast building programs for both private and public facilities.

Just consider, for example, the tremendous impact of this growth on our own Twin Cities metropolitan area. It is predicted that our population will grow from the present 1.8 million to 4 million people in the relatively short span of 34 years. What will this mean to us? According to those expert in metropolitan planning it will mean that more than two thirds of the entire population of the state will be living in our seven-county Twin Cities area and that 75 per cent of the state's economic wealth will be concentrated here. It will mean that, instead of the 700,000 persons who were gainfully employed in 1965, jobs must be provided for 1.5 million persons. Retail store floor space and office space must be more than doubled. In comparative terms, this means that we must build retail area shopping centers and office buildings equivalent to 30 new Southdales. Sewer, water and transportation systems must be available to these centers. Vehicle traffic will increase from the present 17 million vehicle miles per day to an estimated 62 million vehicle miles per day by the year 2000. The average length of each vehicle trip will increase by 40 per cent. We will have to at least double, and perhaps triple, our present 17,000 acres of metropolitan community parks, our over 60 golf courses, and our 7,700 acres of recreational area. Stated simply, we must during the next 34 years build as many schools, homes, churches, parks, golf courses, roads, utilities and commercial areas as we have built in this area from the territorial days to the present. In addition to this huge investment brought on by population growth, we must at the same time tear down and replace a substantial portion of our existing facilities.

Governmental decisions of critical importance

Government, at all levels, will be deeply involved in all this through its subdivision and building regulations, through its planning and zoning, through its traditional responsibilities for providing road, water, sewer and other public services and facilities, and in many other key ways. The manner in which government handles these regulations and services, the vision, the decisiveness and the wisdom with which it acts, will profoundly affect the future desirability and the cost of living and doing business here.

It is possible to plan and build these public and private facilities better than we have in the past. It is possible to plan them so as to minimize the cost of this investment, both in private and public budgets. In other words, with the same amount of dollars it will be possible to maximize the quantity and particularly the quality of our transportation, utility, recreational, educational, cultural and other public facilities. Handling our urban growth significantly better than other major metropolitan areas are handling theirs is vitally

important in the inter-metropolitan competition for economic growth in which we are increasingly engaged. It would be an advantage in the quality and the attractiveness of this metropolitan area which could be of crucial importance in offsetting some of the competitive disadvantages which we have and which are substantially beyond our power to affect. It is this type of advantage which can do so much to determine whether people will want to live and work here rather than in some other metropolitan area.

Present governmental institutions inadequate for task

This competitive advantage is unlikely to be realized, however, without far more effective organization, planning and management in our governmental institutions than we have had in the past. While this is particularly true of the areawide governmental institutions that must be responsible for building the major sewer, water, highway, transit and other facilities which shape the basic pattern of urban growth, it applies also to the counties and municipalities. The decision-making process is scattered among 299 separate governmental units, including seven counties, 69 school districts, 25 cities and 177 villages and towns. Of the 202 cities, villages and townships 78 per cent have populations of less than 5,000.

Involvement of civic leadership a must

These needed improvements in governmental organization and management will not come without a concerted effort by the civic leadership of this metropolitan area both to upgrade existing units of government and to bring into being the new, areawide policy-making agencies required for effective decision-making for this urban community and for effective and economical administration. This is a task that will require, from the private leadership community, a major commitment to the growth and prosperity of this metropolitan area; substantial amounts of time, energy and intelligence applied to the solution of public problems; a willingness and an ability to propose and defend controversial proposals in the political arena; significant sums of money to support the needed research and civic action and an appropriate organization or set of organizations through which to work effectively.

First and foremost, we must create a climate in which people recognize that our Twin Cities area is a single economic unit. We must stop thinking of each governmental subdivision in this seven-county area as unrelated to the other. We can no longer permit ourselves the luxury of thinking that St. Paul and Minneapolis are in competition with each other and they in turn with their suburban neighbors. We must regard our seven-county metropolitan area as one unified economic team competing with other major economic areas throughout the nation, such as the Chicago area, the Detroit area, or the St. Louis area.

The leadership community must participate to a far greater degree, and must pull together more effectively than it has up to now if we are to be successful. What do we mean when we say "the leadership community"? We mean citizens concerned and interested in local public affairs. We mean active leaders in community voluntary organizations. We mean officials, both elected and appointed, in local government, and we mean top officials in business, labor, educational institutions, etc., with a major stake in the future of our Twin Cities metropolitan area.

WHAT'S HAPPENING IN OTHER METROPOLITAN AREAS?

Every other metropolitan area is experiencing these same challenges, these same obstacles to realizing its full developmental potential. Each, with varying degrees of success, is striving mightily to overcome these obstacles. Those which appear to be making the most progress invariably are finding ways to organize effectively the civic leadership. Their civic leadership, once organized, is committing substantial financial resources for research and action in strengthening governmental institutions and in helping guide governmental decisions.

Each metropolitan area is unique and is developing what it believes to be its own most effective way to organize its civic leadership. In most instances, however, the civic leadership is organized through the establishment of a metropolitan affairs non-profit corporation. The governing board is comprised of a representative cross section of the civic leadership from business, labor, the professions, education, the clergy, and in a few instances even from government itself. The organizations are generously financed through contributions from major business firms, foundations, and in some instances from labor organizations within the metropolitan area. In the Detroit area, for example, the organization is the Metropolitan Fund. The Cleveland area has its Greater Cleveland Associated Foundation. In the San Francisco area it is the Bay Area Council. The Pittsburgh area has its Allegheny Conference.

Each of these metropolitan affairs non-profit corporations is quite different in the way it is set up, in the way it functions, and even in the primary focus of its endeavors. But however dissimilar they are in these respects, each has the same common objective. Each performs the indispensable function of promoting a sense of community by stimulating leaders in independent jurisdictions to lay aside their individual differences, their internal competitiveness and pride, to work together toward realization of the common goals of the metropolitan area as a whole. Each fosters and encourages a metropolitan approach to the solution of urban problems. Each either finances or engages in research and action on the most important governmental questions confronting its metropolitan area.

These civic leadership organizations are becoming keenly aware of how deeply involved government is at all levels in shaping the most critically important decisions influencing the growth and development of the metropolitan area. They sense, too, the imperative need to strengthen, reorganize and help guide the decisions of these governmental institutions. But the task of strengthening, of reorganizing and of assuring that the right decisions are made is being thwarted, in these metropolitan areas, by an insufficient level of understanding, concern and involvement among citizens.

These metropolitan affairs non-profit corporations find that their reports and proposals too often are gathering dust on the bookshelves. They are finding that public officials are reluctant to act on proposals without being assured that their constituents understand the proposal and are generally sympathetic with it. This requires communication between the metropolitan affairs non-profit corporation and a broad cross section of the leadership community. This is

not always easy to attain when reports are developed by a staff or by consultants and reviewed and approved by a board of directors comprised of only the top officials in business, labor, educational institutions, etc. These top officials are finding that in order to achieve their objectives they must broaden the level of participation, understanding and concern, first to the entire leadership community, and then to a high proportion of the citizenry. This, they are beginning to believe, can best be accomplished by extensive involvement by a broad cross section of the civic leadership, first in developing and then in explaining the proposals to others.

An excellent example of this trend towards broadening the base of participation is in the Detroit area. The Metropolitan Fund has so fully sensed the compelling need for this broader level of involvement that it has developed a comprehensive program to bring this about. The program, a three-year demonstration project, has gained national attention and is being financed jointly by the Metropolitan Fund, the federal government, and the Ford Foundation.

WHAT ABOUT OUR OWN TWIN CITIES METROPOLITAN AREA?

Our own Twin Cities metropolitan area is ahead of these other metropolitan areas in one respect and behind in another. We are ahead in the sense that we have realized the vital importance of intensive and extensive involvement of the civic leadership in governmental affairs at the local level. We are behind these other metropolitan areas in organizing the civic leadership on an entire metropolitan-wide basis.

The absence, in our metropolitan area, of an areawide civic leadership organization specializing in metropolitan affairs doubtless stems, at least in part, from the fact that we have two major core cities rather than one. We have tended to organize our leadership, in the Twin Cities area, on less than an areawide basis. Separate organizations have tended to develop around each of the two core cities.

The civic leadership of the Twin Cities metropolitan area is beginning to sense the inadequacy of the present situation. Because the role of governmental institutions is becoming of such crucial importance to the objectives of most organizations, each organization is involving itself in governmental affairs, particularly at the metropolitan level. But each organization senses its own inadequacy.

The pressure for an areawide civic leadership organization specializing in governmental affairs is mounting. This pressure can best be illustrated by what has been happening to the Citizens League. Founded in 1952 as a civic leadership organization specializing in governmental affairs within Hennepin County, the Citizens League has been steadily pulled into the mainstream of metropolitan affairs. The shifting of the organization's emphasis has now reached the point where the majority of its research endeavors involve governmental issues of concern to the entire Twin Cities metropolitan area. The Citizens League, again because of the growing importance of these areawide governmental issues, has recently changed its name to eliminate the Hennepin County reference and has been broadening the base of its membership into the other six counties within the metropolitan area.

The Upper Midwest Research and Development Council, a civic leadership organization established to stimulate the economic development of the 9th Federal Reserve District, has found itself pulled from the opposite direction. This organization understands fully the importance of the Twin Cities metropolitan area to the entire area it represents. The Upper Midwest Research Development Council also realized that governmental decisions will be of critical importance if this area is to develop to its full potential. The organization, therefore, is becoming increasingly involved in efforts to promote a better understanding of the need to revise and revitalize governmental institutions within the Twin Cities metropolitan area.

The local Chambers of Commerce within the Twin Cities area are realizing the need to involve themselves in governmental affairs at the metropolitan level. Representatives from these local chambers have been meeting jointly for the purpose of developing specific proposals to strengthen local governmental institutions. The local units of the League of Women Voters have formed a council of metropolitan area leagues for much the same purpose. The same type of thing is occurring among governmental institutions themselves. The most recent example is the formation, within the League of Minnesota Municipalities, of a metropolitan section.

NEEDED FOR THE TWIN CITIES AREA --
A FULLY AREAWIDE CIVIC ORGANIZATION
SPECIALIZING IN LOCAL GOVERNMENTAL AFFAIRS

As we have seen, other metropolitan areas which have organized their civic leadership through metropolitan affairs non-profit corporations are finding that effective action requires the additional step of involving and informing a broad cross section of their citizens. It is not enough, they are learning, too involve just 30 or maybe 50 of their most prominent leaders. Concerned citizens by the hundreds must become involved in the process of research and analysis of important governmental issues, in developing workable proposals, and in the process of informing and educating citizens and public officials. And, as reflected by the demonstration project in the Detroit area, efforts are underway to broaden the level of participation.

We see, therefore, that effective action in the area of governmental affairs requires three important ingredients, no one of which can be left out. First, is the need for a fully areawide civic leadership organization specializing in governmental affairs at the local and metropolitan level. Second, is the need to involve a broad cross section of the civic leadership throughout the entire metropolitan area. Third, is the need to provide adequate financing in order to maximize the efforts of those willing to volunteer their time and talents.

The effective mobilization of all three of these indispensable ingredients will be required, we are convinced, if our Twin Cities metropolitan area is to compete successfully with these other metropolitan areas. Whether we desire it or not, we are now involved in this competition. We must determine how fully and how effectively we wish to compete. We are confident that the quality and the quantity of our civic leadership will enable the Twin Cities area to compete successfully if we can just utilize them effectively.

ESSENTIAL CHARACTERISTICS OF A FULLY AREAWIDE GOVERNMENTAL
AFFAIRS CIVIC ORGANIZATION FOR THE TWIN CITIES AREA

Before we can know how best to provide our Twin Cities area with an effective fully areawide civic organization specializing in local governmental affairs, we must first reach agreement on its essential characteristics. In our judgment they include the following:

1. The organization should be a specialist civic organization, confining its endeavors to providing ongoing research, analysis and education on important governmental issues of concern to the Twin Cities metropolitan area. It should not become involved in economic or social issues unless governmental action is required; we now have or can establish organizations fully capable of addressing themselves to these questions. The kind of issues which ought to be included in its research program are:
 - (a) Issues of concern to citizens of the entire Twin Cities metropolitan area;
 - (b) Issues of intergovernmental concern within the Twin Cities metropolitan area;
 - (c) Issues of common concern to more than a single unit of government within the Twin Cities metropolitan area;
 - (d) Issues of concern to a single local unit of government within the Twin Cities metropolitan area when of considerable importance to that unit or when the issue has a substantial impact extending beyond that unit of government.
2. The fundamental objective of the organization should be to bring together the civic leadership of the entire metropolitan area to work together in promoting the common interest. The organization, in its endeavors, should promote a sense of community, to work together toward realization of the common goals of the metropolitan area as a whole. This objective would be accomplished through research and analysis and through public information and education.
3. The organization should function independently of other organizations, whether local or national. Members must think in terms of what is best for the metropolitan area as a whole. A federation of organizations having a narrower geographical base would tend to retard rather than promote this sense of a single economic entity.
4. The organization should reflect the collective viewpoint of the civic leadership of the metropolitan area after penetrating research and objective analysis. This requires the active involvement of the civic leadership itself; involvement to insure that the civic leadership itself participates in the research and analysis and develops the conclusions and proposals. It requires the civic leadership have a sufficiently deep understanding of the subject matter and the reasons behind the conclusions and proposals to be able to communicate them to others.

5. The organization should not represent nor appear to represent the viewpoint of any single economic, geographical or political interest. This requires the active involvement of leaders in business, the professions, labor, education, clergy, and of both major political parties. It further requires the active involvement of leaders from the entire metropolitan area.
6. The organization should be regarded as the primary resource for objective development and presentation of factual data on governmental issues of concern to the metropolitan area. It would assist rather than supplant the efforts of existing organizations. It would provide detailed data which public officials and other organizations could use and depend on in developing their own conclusions and proposals. These public officials and other organizations should be able to have such confidence in the accuracy and the objectivity of the factual data developed that they are willing to use it, even on those occasions when they might be in disagreement with the conclusions which the metropolitan affairs non-profit corporation draws from the data.
7. The organization should devote a substantial portion of its endeavors to information and education programs. It must communicate the results of its research and analysis to citizens and public officials. The best information and the soundest proposals are of little effect without an informed and a concerned citizenry.
8. The organization should be adequately financed. Effective involvement of the civic leadership requires the maximum utilization of their invaluable but limited time. The civic leadership must be serviced by a competent and experienced professional research and clerical staff. It is too much to expect that busy people will themselves, on a volunteer basis, handle administrative details, schedule speakers, do their own basic research or draft comprehensive reports. It is neither necessary nor desirable that volunteers perform these tasks. The indispensable role of the volunteer is to understand fully the relevant facts, to hear all sides of any controversy and to develop the findings and proposals based on these facts.
9. The organization should have a tax-exempt status as a charitable, educational organization. This status tends to assure attainment of a number of important objectives. It assures that research and analysis will be careful and objective and that the facts and the detailed analysis will be published and thereby of benefit to others. It assures against involvement in the political process through such things as lobbying. And, the tax-exempt status is indispensable to obtaining adequate financial resources.

THE CITIZENS LEAGUE - CAN IT BECOME THE AREAWIDE CIVIC ORGANIZATION?

The Twin Cities area has now no fully areawide civic leadership organization specializing in local governmental affairs. However, we do have one organization - the Citizens League - which has been fulfilling the objectives of this type of organization for a major part of the Twin Cities area.

There are two ways to assure that the Twin Cities area has this type of fully areawide civic organization. It can be established as a completely new organization, or we can restructure and strengthen the Citizens League. Obviously, there are important advantages to building onto an existing organization. The timetable for effective endeavors could be speeded up substantially, if it is not necessary to start from scratch. Establishing a completely new organization would mean that it would be several years before any substantial benefits would accrue. First, the leadership would have to be formed, the financing found, and an organizational structure agreed upon. Office space would have to be located, a staff recruited, and the early priority programs agreed upon. It has taken the Citizens League many years to develop fully and to acquire the respect and confidence it now has. It would be no different with a new organization.

Clearly, it is preferable to build on the Citizens League unless there are compelling reasons to the contrary. Let's, therefore, examine the Citizens League to determine the areas and the degree of strengthening and restructuring which will be required if this alternative is selected.

The Citizens League, as presently constituted, bears a remarkable resemblance to the kind of governmental affairs civic organization needed for the Twin Cities metropolitan area. This is not surprising, since the Citizens League was founded for precisely the same purpose. It was to be the civic leadership organization specializing in governmental affairs at the local level for that part of the Twin Cities area centered around Minneapolis. The areas in which the Citizens League falls short can be measured in terms of the degree of deficiency, rather than incompatibility. Let's relate the Citizens League to each of the essential characteristics we listed for a fully areawide governmental affairs civic organization. In this way we can isolate the specific inadequacies and can assess how difficult they might be to overcome.

1. The Citizens League is a specialist organization, confining its endeavors to providing ongoing research, analysis and education on important governmental issues of concern to the Twin Cities metropolitan area. Its Articles of Incorporation specifically provide that the central purpose is "to investigate, study and disseminate information concerning governmental affairs in the Minneapolis-St. Paul metropolitan area, and to promote the honest and efficient performance of government functions." The Citizens League does not involve itself in economic or social issues, unless governmental action is required.

The Citizens League research program on governmental issues has likewise been evolving over the years as a part of the increased importance of metropolitanwide governmental issues. This trend toward an areawide emphasis may be seen from the following figures:

<u>Year</u>	<u>Minneapolis Issues</u>	<u>Hennepin County Issues</u>	<u>Areawide or State Issues</u>
1952 - 1957	71%	9%	20%
1958 - 1962	61%	17%	22%
1962 - 1966	38%	30%	32%
Most recent year	30%	30%	40%

This trend toward greater emphasis on areawide issues has accelerated even further in the current research program. For example, of a total of ten research projects now programmed, eight involve issues of concern to the entire metropolitan area. Moreover, the research program was developed by starting with a list of 79 suggested projects. Of these 79, 51 (or 64%) involved issues of concern to the entire Twin Cities metropolitan area.

This trend has the full concurrence of Citizens League members. A recent questionnaire called this trend to the attention of the membership. The response from nearly 800 members disclosed that 50% of those who replied thought the trend was proceeding at about the right pace, and an additional 41% expressed the view that the trend was not only proper but should be accelerated. Only 9% of those who replied expressed the view that the primary emphasis of Citizens League endeavors should be on Minneapolis and Hennepin County-oriented issues.

2. The Citizens League brings together the civic leadership of a major part, but certainly not all, of our metropolitan area for the purpose of promoting the common interest. It accomplishes this objective through research and analysis and through public information and education.

Certainly, within Hennepin County, the Citizens League fulfills the objective of bringing together the civic leadership in promoting the common interest. Its more than 3,000 members include the vast majority of the leadership community. Its active membership includes most persons within Hennepin County who have evidenced a willingness to devote substantial amount of time to governmental affairs. For example, during the past year, more than 500 of its members participated actively in its research program. This number equals, and perhaps exceeds, the level of civic involvement of any comparable organization in the entire nation. Moreover, these active members represent most divergent viewpoints. They include leading Republicans, Democrats, businessmen, professional people, employees, member of the labor movement, educators, and clergymen.

Although the vast majority of top officials in business, labor, education, etc., are members of the Citizens League, an insufficient number of them are associated with positions of leadership within the organization. This stems, at least in part, from pressures on the time of these officials. It stems, also, in part, from the failure of too many persons in positions of top responsibility in their field to understand fully the necessity of their greater involvement in local governmental affairs. And it stems, to some degree, from the failure to encourage them sufficiently to play a more active role. Although there are differing opinions as to whether these top officials can ever devote more than a nominal amount of time to these endeavors, it is of paramount importance that these leaders associate themselves more closely with this type of civic leadership organization.

The Citizens League has, since its founding in 1952, been an areawide civic leadership organization. However, the Twin Cities area at that time was thought of in terms of two separate metropolitan areas. The Citizens League became the civic leadership organization specializing in local governmental affairs for the metropolitan area centered around Minneapolis. It was contemplated that a similar organization would be formed for the metropolitan area centering around St. Paul. Then, the two organizations could work out cooperative arrangements on those relatively few governmental issues of concern to both metropolitan areas. However, no similar civic leadership organization was ever established for the St. Paul area.

Events during the past fifteen years have made this reasoning no longer valid. Governmental issues of concern to both the Minneapolis and St. Paul metropolitan areas have grown in number and in significance to the point where they have become the issues of greatest concern and in need of the most attention. In fact, we have reached the point where it is apparent to all that we no longer have two separate metropolitan areas. The Twin Cities area is a single economic entity with two core cities.

This change has likewise had an impact on the Citizens League. Residents of metropolitan counties other than Hennepin are joining the Citizens League and becoming active in its endeavors. This number has grown to the point where more than 3% of the organization's membership resides in counties other than Hennepin. A conscious effort has been made during the past year to involve residents of other parts of the metropolitan area on research committees. The committee which developed the report urging the establishment of a first class zoo for the Twin Cities metropolitan area, for example, had the active participation of a number of residents from other counties. This is true also of our Metropolitan Affairs Committee.

Without question, the Citizens League is evolving into a fully metropolitan-wide civic leadership organization. However, the pace must be increased dramatically if this objective is to be achieved within the very near future.

3. The Citizens League functions independently of other organizations. It has no affiliation, either local or national.

Although the Citizens League has frequently assisted in the formation of other citizens leagues in a number of municipalities throughout our metropolitan area, these organizations have been completely independent of the Citizens League. This decision has been intentional, to avoid any fostering of narrow geographical attitudes among Citizens League members. A federation of local municipal citizens leagues would encourage parochial thinking when the basic objective is to think in terms of the Twin Cities metropolitan area being a single economic entity.

These municipal citizens leagues have concentrated their efforts on governmental issues of primary or exclusive concern to the municipality in which the organization draws its membership. We have encouraged their members to participate through the Citizens League on the issues of broader concern and to do so within the context of a totally separate organization.

We believe that this reasoning is equally applicable in the case of a Twin Cities area metropolitan affairs nonprofit corporation.

4. The Citizens League reflects the collective viewpoint of the civic leadership within Hennepin County after penetrating research and objective analysis. Because of its inadequate geographical membership base, it does not purport to represent the civic leadership of the other six counties within the metropolitan area.

The active involvement of Citizens League members in every phase of the governmental research and analysis process makes the Citizens League uniquely different. Most governmental research bureaus and other organizations involving themselves in governmental affairs either contract out with consultants or have their own professional research staff which does the basic research and develops the proposed findings and recommendations. In the case of these organizations, the governing board then reviews the staff work, suggests changes, and then takes formal action to approve the report. This is not the procedure used by the Citizens League.

Citizens League research and analysis is performed through research committees to which members volunteer. Any member can volunteer to serve on any research committee. The committees are relatively large in number and include a representative cross-section of the viewpoints on the particular issue. The committees meet frequently, usually on a weekly basis, conducting extensive public hearings in which all viewpoints are obtained. This provides close personal involvement with the public officials who are concerned with the issue. Once all these viewpoints have been heard and all pertinent data reviewed and evaluated, committee members proceed to develop major findings and proposed recommendations. Each research committee is serviced by the League's professional research staff. Once committee members agree on their findings and recommendations, the staff develops a preliminary draft of a proposed report. Committee members review and suggest changes in the draft and approve a final report. This entire process usually takes at least 20, and frequently as many as 50, meetings of the committee. The committee's report is quite detailed and documents each finding and proposed recommendation. The report is then reviewed and acted upon by the chief governing agency, its Board of Directors.

This unique degree of intensive involvement of the civic leadership in all phases of the research and analysis, serviced adequately by a competent and experienced professional research staff, is, we believe, the key to effective utilization of the civic leadership. It is this intensive involvement which distinguishes the Citizens League from most other governmental research organizations. It is this intensive participation which has resulted in the attainment of these important objectives:

- (a) The extensive personal contact between committee members and public officials during the deliberative stage of the committee's work is of value, both to committee members and to the public officials. It leads committee members to a more accurate appraisal of what is politically attainable. This public hearing process, under

which advocates of various viewpoints appear before volunteer committee members, better assures a clear understanding and evaluation of these conflicting viewpoints. This process, likewise, contributes to a greater degree of confidence on the part of public officials and others in the findings and proposals developed by the committee.

- (b) This procedure assures the development of a cadre of well-informed civic leaders who can then assist in the important task of informing and educating public officials and citizens.
- (c) This procedure assures that civic leaders who are active in other organizations and in the political party of their choice are well informed on these issues and, as experience has demonstrated, will provide effective leadership in influencing the actions of those organizations. This often spells the difference between effective implementation of the proposals and inaction on them.
- (d) Often overlooked is a vitally important by-product of this procedure. Committee members, in becoming fully informed on these governmental issues, acquire deep feelings and some are moved to seek or respond to requests to enter public service. The number of present public officials, both elective and appointive, who received their experience through involvement in Citizens League research endeavors, is remarkably impressive.

It would not be possible to achieve these important benefits under any other procedure. Perhaps most important of all, this degree of intensive involvement of the civic leadership has been the key to the Citizens League's rather remarkable record of having its proposals implemented by governmental agencies. For example, the Citizens League made 19 major proposals to the 1963 session of the State Legislature. Fifteen were enacted in substantially the form that was urged. Similarly, at the 1965 session, 12 of 14 recommendations concerning Minneapolis and Hennepin County issues were implemented. Because its membership base was not sufficiently areawide, the record of implementation on metropolitan issues was not as impressive. Nevertheless, Citizens League proposals had important impacts, particularly in the areas of transit, sanitary sewers, and the Municipal Commission, which are providing the necessary momentum on which to make breakthroughs at the 1967 session.

5. The Citizens League does not represent the viewpoint of any single economic, geographic, or political interest. The best evidence of this conclusion is the fact that the leaders in both major political parties and in the various economic interests participate actively on Citizens League research projects. Even those who disagree with certain of the Citizens League proposals almost never criticize them as being special interest-oriented.

Even in the other six counties of the metropolitan area, where the Citizens League has relatively few members, it is generally believed that the Citizens League is not Hennepin County oriented in its endeavors. For example, when the Citizens League began its review of the need for a first class zoo for the metropolitan area, there was little concern in other counties that we would take a parochial view with respect to where such a zoo should be

located. The St. Paul Pioneer Press, in an editorial on September 4, 1965, stated "In its past studies the League (Citizens League) has approached its subjects impartially. Its staff and committee work has been thorough and thoughtful. Its investigations attempt to throw light into all the corners of a problem. The same type of study is to be expected in this instance (need for a metropolitan zoo), and should be welcomed by all metropolitan area residents, as well as St. Paulites."

The same general confidence in the objectivity of Citizens League endeavors is evidenced on issues involving central city vs. suburban implications. Suburban Newspapers, Inc., a chain of weekly suburban newspapers throughout the Twin Cities area, editorialized as follows: "The one calm cool voice in the central city-suburbs babble is that of the Citizens League. A non-partisan, non-axegrinding organization, the Citizens League has consistently taken a balanced view toward metropolitan problems, sometimes leaning toward the Minneapolis side of an issue (as in the case of Hennepin County redistricting), sometimes toward the suburban side (as in its current statement on county parks), and frequently infuriating both sides by persistently refusing to accept without careful study the conclusions of either side."

Illustrative of the confidence both major political parties have in the objectivity of the Citizens League is a statement made by Congressman Donald Fraser of the Minneapolis 5th District. He said: "Nonpartisan interest - that has been the secret of the League's success. It has made the League an organization in which members of both political parties can work together for the one thing they both want - good government."

6. The Citizens League is regarded as the primary resource for objective development and presentation of factual data on governmental issues of concern to the metropolitan area. Government officials and other organizations which are involved in governmental issues of local concern have increasingly come to depend on the Citizens League as the civic organization in the Twin Cities area which, on an ongoing basis, provides the most detailed analysis on important, complex and controversial issues of governmental concern. Citizens League reports are used extensively as resource material by public officials and other organizations in developing their own proposals on governmental questions. For example, nearly every civic organization in the Twin Cities area which is involving itself in governmental affairs has requested and is using the minutes and the research data of the Citizens League's Metropolitan Affairs Committee. Further, these minutes and these data are being provided extensively to public officials throughout the Twin Cities area. We have reason to know that a number of legislative leaders outside the Twin Cities area are even finding this material of assistance.

Mayor Kenneth Wolfe of St. Louis Park expressed his confidence this way: "Without the Citizens League and its objective view of the problems facing the metropolitan area, little, if anything, could have been accomplished in the solution of these problems at the last session (1963) of the Legislature." Douglas M. Head, candidate for Attorney General and former State Representative, put it this way: "In the Legislature, we rarely get information in such depth as in the Citizens League reports." Minneapolis Mayor

Arthur Naftalin expressed his thoughts this way: "The recent legislative session (1963) and the record of the past year clearly demonstrate that the Citizens League is a remarkable organization, which renders great service to the people of Minneapolis and the entire metropolitan area. Through its careful study and reports, the League has pointed out the road to the solution of many complex problems which, but for the service of the Citizens League, probably would not have been solved." State Representative William Frenzel said "The reports and information which the Citizens League works up and disseminates are excellent. The remarkable success of the League's legislative program is evidence enough of the superior job that the League has accomplished."

The most recent demonstration of the high degree of confidence and respect which public officials hold for the Citizens League came last month. In developing a list of research projects to be considered for inclusion in the research program during the coming year, a list of 79 possible projects was compiled. The list was sent to leading public officials throughout the Twin Cities metropolitan area. A remarkably high proportion of these public officials took time from their busy schedules to review the list and give the benefit of their views. Invariably, the replies volunteered commendatory remarks about the high quality of the research work of the organization. And, almost without exception, these public officials asked for assistance on those issues which were of the greatest concern to them in their own area of government.

This growing confidence and respect is, of course, highly gratifying. But it also points up dramatically the urgent need for a fully areawide civic organization specializing in local governmental affairs. The Citizens League, even though it is not equipped to provide this service fully, has been pressed to perform this important function for the entire Twin Cities metropolitan area. Its principal inadequacy, in addition to the relative narrowness of its membership base, is its inability to program a sufficient number of governmental issues requiring the attention of this type of civic organization. Its current annual expenditure level of \$85,000 was never intended, nor is it able, to provide research data on a significant proportion of the important areawide issues and, at the same time, perform this function on issues of primary concern to Minneapolis and Hennepin County.

The backlog of governmental issues urgently needing the attention of this type of civic organization is best illustrated by the fact that 71 research projects have been urged for inclusion in the current Citizens League research program. Public officials who recommended projects for inclusion in the research program, almost without exception, expressed regret that only a handful of the projects on the list could be programmed. We list here, for example, just some of the backlog of research projects requested by public officials which cannot be programmed:

- Adequacy of state financial assistance to metropolitan area local government; method of selecting judges; more effective use of school buildings; adequacy of water supply; degree of air pollution in the Twin Cities area; need for broader zoning authority above the municipal level; minimum size for municipalities; review operation of selected anti-poverty programs; review functioning of the Minneapolis Planning Commission; more effective use of data processing and

modern techniques in local government; adequacy, fiscal soundness and management of public employee pension programs; adequacy of state financial aid to metropolitan school districts; ways to speed the flow of traffic; adequacy and comparability of teachers' salaries in metropolitan schools; future of Hennepin County General Hospital; need for handling public health at a level above the municipal; need for a county relief system; salaries and working conditions of area policemen and firemen; adequacy of efforts to prevent a Dutch Elm Disease epidemic; ways to promote traffic safety; adequacy of housing for low income families and minority groups; need for an areawide library system; review functioning of the Hennepin County municipal court system; need to expand the Minneapolis liquor patrol limits; modification of veterans preference in public employment; reform of Minneapolis city government; and many other issues of governmental concern to the Twin Cities area.

7. The Citizens League devotes a substantial portion of its endeavors to information and education programs. However, the present program level would have to be increased substantially to provide the service required of a fully areawide governmental affairs civic organization.

The Citizens League, during the past year, held 328 meetings, including meetings of research committees. The total attendance at these meetings was 5,577. 220 speakers were heard during the year. Thirty-seven "Community Leadership Breakfasts" were attended by 1,430 people. Six Question and Answer Luncheons were attended by 614 people. The annual meeting was attended by 100 persons. In addition, the Citizens League co-sponsored several programs.

Although this level of information and educational programming is impressive, it is inadequate to meet the requirements of a fully areawide governmental affairs civic organization. The programs, for example, have been heavily aimed at Hennepin County audiences. A metropolitan organization would have to conduct programs of this type throughout the entire Twin Cities area. Further, information and educational programming should include such things as institutes, seminars, use of the media, and presentations by national figures.

The importance of the educational function of this type of civic organization must not be under-emphasized. The broad dissemination, both orally and in writing, of the factual material and the proposal developed is essential if the proposed governmental improvements are actually to take place. These programs are indispensable in assuring an informed and concerned citizenry. And an informed and concerned citizenry is indispensable to improved local government.

8. The current level of Citizens League financing is inadequate to sustain the level of activities of a fully effective Twin Cities area governmental affairs civic organization. It was never contemplated that the present budget of the Citizens League could finance the endeavors of an areawide civic leadership organization. The present expenditure level of \$85,000 a year is expected to and does finance endeavors of a county-emphasis organization.

Some seriously question whether the current level of expenditures can sustain even this objective with the increasing number and the growing complexity of governmental issues on which the Citizens League conducts research and analysis.

The amount of financing required to assure that a governmental affairs civic organization can fulfill its objectives for the Twin Cities area cannot be stated with pinpoint accuracy. But we know from the experience of these organizations in other metropolitan areas, as well as from the experience of the Citizens League, that a figure of \$200,000 annually would be a reasonable estimate. Other metropolitan areas larger in size spend several times this amount each year. All present levels of Citizens League activity would have to be expanded substantially. Instead of the less than ten major research reports published each year, the number would have to approach twenty. Information and educational programs would have to be at least double the present level. Servicing the requests of public officials and other organizations would require several times the present output. Dissemination of reports and other publications would be many times the present level. Research committees would require a substantially increased level of professional research and clerical service. On this basis, an annual budget of \$200,000 would appear to be at or near the minimum which would be required.

9. The Citizens League has a tax-exempt status as a charitable, educational organization. The Citizens League has, since its founding in 1952, had the tax-exempt status so essential to a metropolitan governmental affairs civic organization. Its accounts have been audited regularly by the Internal Revenue Service, with no reason to believe that its tax-exempt status is in question.

Thus, it can be seen that the Citizens League possesses in varying degrees all of the characteristics essential to the effective functioning of a Twin Cities area civic organization specializing in local governmental affairs. It has no characteristics which are incompatible with this type of areawide organization. The principal areas in which the Citizens League would have to be materially strengthened are:

- . The membership and the active participation must be broadened to include the same high proportion of the civic leadership throughout the entire Twin Cities area which it now has within Minneapolis and its surrounding suburbs.
- . A higher proportion of the top officials in business, labor, education, etc. must associate themselves in leadership positions within the organization.
- . Program levels, particularly in the areas of research and education, must be greatly intensified.

Efforts are now under way to strengthen the Citizens League in each of the above three areas. Although it is too early to make any final predictions on how successful these efforts will be, the early response has been exceedingly encouraging.

NEEDED NOW -- A DECISION

Clearly, we believe an excellent, if not a compelling, case can be made for building onto an existing organization as the best means of assuring a fully areawide civic organization specializing in local governmental affairs. We likewise are convinced that the Citizens League is certainly the most suitable, and perhaps the only, existing organization on which to build. We are confident that the changes which must be made to strengthen and restructure the Citizens League can be accomplished. And we know that the present leadership, as well as the present membership, of the Citizens League is willing to accept the challenge.

However, whether strengthening and restructuring the Citizens League is either the best or only way to provide the Twin Cities area with this type of civic organization is not for the Citizens League leadership alone to decide. Those to whom the new organization must look for its primary source of financing must participate fully in this decision. Further, the reaction of a representative sample of the civic leadership in the other six counties within the Twin Cities metropolitan area is of critical importance in making a final decision on whether to build onto the Citizens League or to establish the new organization completely from scratch. Finally, there is the basic question of whether the organization should be an involvement organization like the Citizens League or whether it should have a relatively small governing board and perform its services through a professional staff and/or through contracts with consultants.

Our purpose in this report is to present the civic leadership of the Twin Cities metropolitan area this important message: We are convinced, for the reasons given, that the civic leadership of the Twin Cities metropolitan area must become more deeply involved in the affairs of government as it relates to the future growth and development of our Twin Cities metropolitan area. We believe that this involvement of the civic leadership can best be achieved through a fully areawide civic organization specializing in local governmental affairs. We are convinced that the best way to accomplish this objective is through the strengthening and restructuring of the Citizens League. We urgently request that the civic leadership within our Twin Cities area give prompt consideration to these basic questions and reach its own determination on the soundness of the conclusions, the urgency of the need and the best way to proceed in forming such an organization.

It is for the purpose of providing assistance in this process that we have prepared this detailed report. We have reviewed and analyzed each aspect of present Citizens League structure and operations and have compared them with those required of a fully effective Twin Cities governmental affairs civic organization. We present in the following pages our specific proposals for the changes we regard as essential if the Citizens League is to become this organization for the Twin Cities area. We earnestly request that the alternative we are presenting be carefully reviewed and evaluated. We would hope that if and as other alternatives are presented they be reviewed and evaluated with equal care. We hope and expect that out of this type of review and consideration will come a decision to move ahead at the earliest practical date, either through implementation of this proposal in its present or modified form or through what is determined to be a preferable alternative.

PART II

HOW THE CITIZENS LEAGUE CAN BE RESTRUCTURED
AND STRENGTHENED TO BECOME A FULLY AREAWIDE
GOVERNMENTAL AFFAIRS CIVIC ORGANIZATION

In what specific areas must the Citizens League be strengthened and re-organized to become a fully Twin Cities area governmental affairs civic organization? How, specifically, should these changes be accomplished? It is to these questions which we have addressed ourselves. Our conclusions and specific proposals are presented and discussed in the pages which follow.

In developing our specific proposals, we have obviously had uppermost in mind the three principal areas of inadequacy discussed earlier in this report. The proposals, therefore, relate directly to these three areas:

- . The need to broaden the membership and the active participation to include the same high proportion of the civic leadership throughout the entire Twin Cities area which the organization now has within Minneapolis and its surrounding suburbs.
 - . The need for a higher proportion of the top officials in business, labor, education, etc., to associate themselves in leadership positions within the organization.
 - . The need for substantial intensification of program levels, particularly in the areas of research and education.
1. *The membership of the organization nonprofit corporation must generally be reflective of the civic leadership of the entire Twin Cities metropolitan area. Accomplishing this objective will require immediate and intensive efforts to broaden geographically the present membership base of the organization.*

Hennepin County today has slightly more than half the total population of the seven-county Twin Cities metropolitan area. 97% of Citizens League members reside in Hennepin County, with only 3% living in the other six counties in the metropolitan area. This ratio must be changed dramatically.

Although the membership must not be concentrated unduly within a small segment of the metropolitan area, it must also be recognized that the type of concerned citizen who is likely to associate himself with this kind of civic organization does not necessarily reside proportionately in every residential section of the Twin Cities area. The essential thing is that the organization welcome and solicit the membership and active participation of concerned citizens in all parts of the metropolitan area and that a substantial portion of these concerned citizens actually do become involved.

It should also be recognized that the basic membership of the metropolitan affairs nonprofit corporation will always be comprised principally of "thought leaders." Persons who are not concerned in a positive and informed way with the conduct of governmental agencies within the Twin Cities metropolitan area are unlikely to respond to requests to become members of the organization. The organization will, therefore, reflect the viewpoints, after careful and objective analysis of all the facts, of concerned and informed thought leaders. It is this characteristic which should be promoted in membership enlistment endeavors.

Any immediate and dramatic change in the present ratio of the membership base, from a geographic standpoint, will require a substantial intensification of membership enlistment endeavors. The necessary steps should be taken promptly to assure that this vitally important objective is attained at the earliest possible date. The first indispensable step is to strengthen the budget in the area of membership and finance. Obtaining the necessary additional financial resources should be given the highest possible priority.

2. *Those who participate actively in the endeavors of the organization must generally be reflective of the civic leadership of the entire Twin Cities metropolitan area. Accomplishing this objective will require changes to broaden the present level of participation on the Board of Directors and on research and administrative committees.*

The Board of Directors is comprised of 24 members elected by the membership by secret ballot for three-year terms. Eight of the 24 positions come up for election each year. In addition to these 24 members, the Board is authorized to appoint for a one-year term, a president, up to five vice presidents, a secretary, a treasurer, and not to exceed six members of the Board of Directors. This allows for a maximum of 38 board members. The continuity on the Board is such that not too many new persons become members, except those elected by the membership. During the first few years of intensive efforts to expand the geographic membership base, those residing in counties other than Hennepin will not have attained the level of activity likely to assure their election to the Board. In order to quicken the pace of infusion of Board members residing in counties other than Hennepin, the size of the Board should be increased by a number not to exceed ten. Most, if not all, of the additional positions should be filled through the appointive process, rather than by election of the membership. However, it is important that a majority of Board members continue to be elected by the membership by secret ballot.

We are convinced that, when the Citizens League is fully restructured into a metropolitan affairs nonprofit corporation, there will be increased involvement on the part of top level thought leaders. As this occurs, the Board will be further strengthened. Intensive efforts should be made to encourage and hasten this process. However, we should be careful to retain the fundamental principle that each Board member must participate actively in its deliberations.

Research and administrative committees must likewise reflect the participation of residents of the six other counties in the metropolitan area. Meetings must be set at times and places not unduly inconvenient to those residing in the other six counties. We are convinced, in this connection, that distance will become much less of a barrier to regular attendance once the freeways are in operation.

3. *The Articles of Incorporation and By-Laws should be changed to provide for the establishment of a relatively large Advisory Council of civic leaders. The membership of the Advisory Council should be comprised of the top level leaders in business and the professions, labor, education, the clergy, and both major political parties. The membership might also include leaders in other organizations which involve themselves in governmental affairs within the Twin Cities area. The membership should not include leaders primarily known in their capacity as governmental officials.*

If the organization is to carry out its objectives effectively, the organization must have the confidence, the respect and the support of the top officials in their area of economic endeavor. The best way to demonstrate and maintain this confidence, respect and support is to associate these people in a leadership way with the organization. These people are the decision-makers in their own areas of responsibility and, although many of these persons will generally find it impossible to become deeply involved on a regular basis, they must be kept in general contact with the work of the organization.

The Advisory Council would meet at least quarterly. The meetings would serve several important purposes. They would provide the means of keeping members of the Advisory Council generally informed on the endeavors of the organization. They would provide a way for members to review these endeavors, to make suggestions about programs or activities, to express any concern members of the Advisory Council might feel about programs or activities, and respond to requests for their reaction. The Advisory Council further could play a vitally important role in assisting with the implementation of proposals on governmental issues. The Advisory Council would not be given policy-making authority for the operations of the organization and, although they probably would receive copies in advance, would not be expected to review or approve specific reports on governmental issues.

In order to reflect adequately the leadership community, the Advisory Council would be relatively large in size. We would envision at least 30 members, and perhaps as many as 50. It should not become so large as to lose its intended meaning. The members of the Advisory Council would be appointed by the Board of Directors.

We would hope and expect that a substantial proportion of these top officials would find it possible to participate actively in the endeavors of the organization beyond their service on the Advisory Council. To the extent they do, they would serve as members of the organization's chief governing body, the Board of Directors. The Advisory Council is primarily intended for those who do not find it possible to become more actively involved.

There are arguments both for and against asking leading governmental officials to serve as members of the Advisory Council. On balance, it would appear preferable to maintain a separation between governmental and non-governmental leaders and, therefore, to limit the membership on the Advisory Council and the Board of Directors to citizen leaders. This limitation should not preclude from membership on the Advisory Council of top officials in business, labor and education who also and incidentally happen to hold elective public office.

4. *The name of the organization should reflect and promote its intended character and purpose. Efforts should be made to replace the name "Citizens League" with a new name more consistent with its new role as a Twin Cities area civic organization specializing in governmental affairs at the local level.*

The principal advantage of the name "Citizens League" is that it has become familiar to most civic leaders and public officials in the Twin Cities area. In most other respects, it is a disadvantageous name. It is in no way descriptive of the purpose of the organization. It does not accurately reflect the

characteristics of the organization. It has no geographic connotation. The name is constantly confused with other organizations having the word "League" in their name. Retaining the same name would make it more difficult to erase the memory of a primarily Hennepin County-oriented organization.

A new name would be of substantial psychological advantage, in that it would serve to demonstrate the complete abandonment of the present evolutionary approach to becoming a fully areawide organization. Further, it will encourage new members from other parts of the metropolitan area to feel that they are participating as equals from the beginning.

The new name should be selected carefully with assistance from those expert in this field. The name should be simple and should evoke an attractive and appealing response. It should convey the impression of civic leaders and concerned citizens -- not just everyone -- banding together to promote the common interest in bringing about better government for the Twin Cities metropolitan area. In other words, the name should be somewhat prestigious. The name should also be one which lends itself to multiple uses in publicizing the organization.

5. *The number of research projects to be undertaken in any given year must be increased substantially above the number now being programmed.*

As has been indicated earlier in this report, the current staff and expenditure levels limit the research program to something less than ten major projects each year. An expansion above this programming level could not be accomplished without adversely affecting the quality of these reports.

The number of important governmental issues which would have to be programmed each year by an effective Twin Cities areawide organization would be at least double the number which presently can be programmed. Critically important governmental problems in alarming numbers are going unanswered because no organization is able to give them attention. In the case of many of these problems, public officials are urgently requesting the assistance of the Citizens League. We have listed a considerable number of these issues earlier in our report.

6. *In developing the research program, the organization must give priority to those issues of concern to all or most of the Twin Cities metropolitan area. However, issues of less than areawide concern and impact should also continue to be programmed within available financial resources.*

In developing its research program, the organization clearly should attach the highest priority to issues affecting the entire Twin Cities area. These areawide issues are of concern to the greatest number of people. They also appear to be the issues which will have the most critical impact. Moreover, it is these areawide issues which most lack the necessary governmental machinery with which to find solutions.

It is neither desirable nor necessary for the organization to neglect important governmental issues affecting only a portion of the Twin Cities area. There are times when the actions of a large core city, for example, will have a greater impact on the citizens of the metropolitan area than some issues affecting the entire area. An illustration of this was the recent earnings tax

proposal of the Minneapolis City Council. The proposed earnings tax would have been imposed on suburban residents employed in the city, as well as city residents, and therefore was of considerable concern to many persons not living in the City of Minneapolis itself. When this is the case, the issue should be programmed.

The change from present Citizens League programming would be one of a change in emphasis and would be more psychological than actual. The organization would not feel compelled, for example, as the Citizens League now does, to program every voter issue within the City of Minneapolis. There doubtless will be voter issues which are of insufficient relative importance to the organization to warrant its involvement.

A Twin Cities area governmental affairs civic organization should also be careful not to program less than areawide issues on a crash basis. The organization cannot and should not become embroiled in immediate crisis situations where the research endeavors of the organization cannot be carefully and objectively accomplished.

7. *The areawide civic organization has two essential functions to perform. The first involves governmental research and analysis. The second, and equally important to the first, is an extensive and effective information and educational program. Even the most sound proposals gather dust without broad citizen understanding and involvement. The present level of information and education programming must be intensified dramatically. Specifically, we urge:*
 - a. *Intensification of meetings and institutes sponsored by the organization and a broadening of the scope of these meetings. Close cooperation with others, particularly the University of Minnesota, in providing adult educational programs.*
 - b. *Intensification of the frequency and type of publications put out by the organization.*
 - c. *Intensification of efforts to bring information and proposals developed by the organization to the attention of public officials, other organizations involving themselves in governmental affairs, civic clubs, churches, political parties, etc. This would be accomplished by offering to provide speakers and programs on these issues at functions sponsored by these organizations.*
 - d. *Intensification of the level of servicing requests of public officials, other area organizations and nationally.*

The present level of Citizens League information and educational programming must be expanded substantially. The distribution of research reports must be broadened. The frequency of its regular publication, the Citizens League NEWS, should be stepped up. Other publications, such as the Public Officials Directory, should be published more often. The present level of voters service programs should be increased. We must initiate positive programs for encouraging the placement of speakers before other groups. We must program sessions with public officials for purposes of discussing our reports. Our servicing of the requests of public officials and other area and national organizations must

be greatly intensified. We should cooperate closely with adult education programs sponsored by the University of Minnesota and make effective use of the media as a means of communication.

Each of these categories of information and educational programs must be expanded substantially if the objectives of an areawide organization are to be achieved. This will require increased financial resources.

8. *The current level of Citizens League income and expenditures should be increased by 40% during the next year, must be at least doubled within the next three years, and should reach the \$200,000 level within five years, in order to fulfill the objectives of a Twin Cities area civic organization specializing in governmental affairs.*

Citizens League income and expenditures during the past fiscal year were \$81,000. For the current year they will be \$85,000. The average annual rate of increase during the past eight years has been 3.25%. Of the \$85,000, \$59,000 is obtained from contributing business firms and organizations. The balance, or \$26,000, comes from memberships. Business contributors number 650, with the level of contributions ranging from as low as \$25 to as high as \$2,500. The vast majority of business and organization contributors have their principal place of business in Hennepin County.

It has never been contemplated that this expenditure level would sustain the level of programming required for an effective areawide organization. It is interesting to note, by way of illustration, what has happened to the number of research projects which the Citizens League has been programming each year. In earlier years, when most of the projects involved issues of primary or exclusive concern to Minneapolis and Hennepin County residents, it was not uncommon to develop and publish fifteen major reports during the year. As the proportion of our research program involving areawide issues has grown, the number of research projects which can be programmed has necessarily diminished. These areawide issues involve far more complex questions and require a substantially greater research effort. This has required a reduction in the number of research projects in any given year to the point where nine major reports are about the most which can be developed and published in any given year.

In developing what we believe will be the financial requirements of a fully effective areawide civic organization, we have thought first in terms of needed program levels. We have then estimated the cost of financing these program levels. Because it is unrealistic to believe that the full amount of income needed could either be raised or spent effectively during the first year, we have prepared a proposed budget in two steps. The Step I budget is for the first year of expanded programming. The Step II budget is for the third year of a three-year program of expanded levels of activity.

The Step I budget would be for the fiscal year beginning May 1, 1967 and ending April 30, 1968. The expenditure level for the 1967-68 fiscal year of \$121,000 would represent an increase of approximately \$35,000 above the present level of expenditures. The \$121,000 expenditure level would contemplate a moderate expansion in program levels. A substantial proportion of the increase, however, would be used to broaden the membership base of the organization throughout the entire Twin Cities area, as well as other necessary steps to become a fully areawide organization.

The Step II budget, totaling \$177,000, which should be reached within three years, would enable program levels in all areas consistent with the requirements of a fully effective Twin Cities area organization. At the present rate of increased costs, particularly the cost of attracting and retaining experienced and competent professional research staff employees, an expenditure level of \$200,000 within five years would appear to be a reasonable projection. The projected Step I and Step II expenditure levels would be as follows:

EXPENDITURE LEVELS

	<u>Current Year</u>	<u>Step I (1967 - 1968)</u>	<u>Step II (1970 - 1971)</u>
Salaries	\$64,260	\$88,000	\$125,000
Social Security	1,800	3,000	4,600
Pension Fund	1,900	4,000	5,000
Publications	4,000	5,000	8,000
Membership:			
Printing & Supplies	800	1,200	1,500
Postage	700	1,000	1,400
Research Publications	350	600	900
Meeting Expense	1,200	2,000	4,000
Rent & Electricity	3,400	4,400	10,000
Telephone & Telegraph	1,200	1,500	1,900
Printing & Supplies	2,000	3,800	5,000
Postage	1,900	3,000	4,000
Transportation & Travel	300	1,000	1,500
Furniture & Fixtures	800	1,200	2,300
Insurance & Bond	230	300	400
Miscellaneous Administration	640	1,000	1,500
	<u>\$85,480</u>	<u>\$121,000</u>	<u>\$177,000</u>

These would be the program levels which could be sustained under the Step I and Step II budgets:

Staff - The current budget sustains a staff of eight employees. In addition to the Executive Director, who is the chief administrative officer, the staff includes a Membership and Finance Director and two professional research staff employees, who spend the majority of their time servicing research projects. The staff also includes four clerical employees. The Step I budget would enable strengthening and broadening the responsibilities of the position of Membership and Finance Director. It would also enable the addition of a research associate and an extra clerical position. Thus, at the Step I level, the staff would be increased to ten employees. At the Step II level, there would be four professional research staff members devoting substantially all of their time to the research program. A Director of Programs would be added with the responsibility of administering the information and education programs. Two additional clerical employees would be added to the staff. Thus, the Step II budget would provide for a total of fourteen employees.

Participation by Volunteers - Present expenditure levels have, during the past year, sustained the activity of 500 Citizens League members serving on research committees. A total of 137 committee meetings was held, with cumulative attendance of 2,262 persons. Many of these committee meetings were lengthy evening sessions, and these figures do not count a considerable number of subcommittee meetings. A total of 86 meetings of the Board of Directors and internal administrative committees were held during the year with a total attendance of 1,158. There were 37 "Community Leadership" Breakfasts, attended by 1,430 people. Six "Question and Answer" Luncheons were attended by 614 people. The annual meeting was attended by 100 persons. On an overall basis, this would mean a cumulative attendance of 6,000 persons at just in excess of 300 meetings.

The Step I budget would finance an approximately 25% increase in all activity levels. For example, it would allow the servicing of 650 Citizens League members participating on research projects. It would envision a continuation of basically the same types of program as we presently undertake but with some intensification of the number and a broadening of the type to be more attractive to residents of the other six counties in the metropolitan area.

The Step II budget would produce at least a doubling of the present participation level. We would expect, for example, that at least 1,000 members would be participating actively on research projects, educational programs, and internal administrative endeavors.

Research - Our present budget sustains about nine major research reports each year. Under the Step I budget, this would be increased to twelve. Under the Step II budget, the number of annual major research reports would be expected to increase to twenty. In addition, the Step II budget would allow the programming of a number of important governmental issues not possible now because they involve a considerable amount of data gathering.

Programs - Present expenditure levels restrict the format and the number of programs sponsored by the organization. All programs now must be limited to those involving very little administrative detail. These invariably involve breakfast and luncheon sessions where those present order from the menu and where reservations are not required. This situation precludes the sponsorship of quite a number of important and attractive programs. The present expenditure level limits the programs to the "Community Leadership" Breakfasts, the bi-monthly "Question and Answer" Luncheon sessions, and the annual meeting.

The Step I budget would not involve many major new types of programs. However, it would allow some diversification of programs and would allow a higher total number each year. It would further enable the broadening of these programs to be more attractive to residents of the other six counties in the metropolitan area.

The Step II budget would provide for substantial broadening of programs, both in type and in number. It would allow, for example, for the bringing in of outstanding speakers from outside the Twin Cities area. It would allow some use of the media in presenting programs. It would enable an intensive and coordinated effort to place speakers on programs sponsored by other organizations. It would enable the regular scheduling of institutes or seminars on important issues on which the organization has developed reports and proposals. It is

these types of programs which are so vitally important in helping build a better political climate, a more informed and concerned citizenry, and thereby greater assurance that governmental institutions will be strengthened and the decisions made by these institutions will be sound.

Servicing of Others - We now get a considerable number -- and the number is steadily increasing -- of requests from public officials, other local organizations and from persons and organizations throughout the nation. These requests, usually seeking information, can only be handled minimally at present expenditure levels. This is not helpful to the total picture, particularly as it involves local government officials and other organizations. The Step I budget would enable some expansion in providing this type of assistance to others. The Step II budget would allow a substantial improvement in the handling of these requests. It should be noted also that the volume of this type of request will increase considerably if and as other programs are stepped up and the organization becomes a fully operative metropolitan affairs nonprofit corporation.

Public Officials - Our present expenditure level allows only minimal contact with public officials. We are generally limited to distributing our reports to them and responding to their requests for additional information. This is not a sufficiently effective level of communication. The Step I budget would enable some intensification of this type of contact. The Step II budget would involve a very substantial expansion. For example, informal sessions with public officials to discuss our proposals would be conducted on an ongoing basis. The proposals contained in reports would be followed through on more penetratingly, perhaps even to the extent of drafting these proposals into bill form. In this way, we would be assured that the full significance of our proposals are understood.

Publications - Present expenditure levels restrict our publications to the mimeographing of the research reports, 19 issues of our regular publication, "The Citizens League News," each year, printing a roster of our membership and contributing firms once each 18 months, and an occasional printing of a public officials directory. This level of publications would have to be increased substantially. The Step I budget would allow an increase in the number of issues of the Citizens League News annually to 22, would allow annual publication of the membership roster, would allow annual publication of the public officials directory, and would allow some upgrading in the format and an increase in the distribution of reports. The Step II level will provide for much broader distribution and improved format of research reports, would provide for interim capsule reports on a regular basis to selective persons, and would provide for new and more effective ways of summarizing research reports and the activities of the organization.

Membership Recruitment - The present level of financing restricts recruitment efforts to one membership drive every other year and one firm finance drive every other year. There is little ongoing recruitment between these drives. The Step I budget would allow expansion of the level of ongoing recruitment effort between these biennial drives. It would also allow some increase in the promotional material used in conjunction with recruitment efforts. The Step II budget would provide for systematic and ongoing contact with potential new members and would enable ongoing personal contact to upgrade the level of financial contributions to the organization.

Office Space - The office is presently located on the fifth floor of the Mobil Oil Building in downtown Minneapolis. Total space, including storage, is about 1,500 square feet. The Step I budget would enable some expansion of the amount of space within the same building. The Step II budget would provide for substantially more total space in a different location. At the time such a move is made, questions such as the most suitable location for the organization's office and the type of space must be determined. Among the important criteria in selecting a location should be the convenience for employees, convenience for members and those who use the office, and the question of the desirability of a sub-office at a second location.

Equipment - Present expenditure levels restrict the copy and reproduction equipment to a Thermofax machine and the ditto and mimeograph process. The Step I budget provides additional equipment and furniture for the additional employees and would enable more effective use of equipment. The Step II budget would envision use of an offset press, automatic typewriters, a centrex system for dictation and transcription, and the expansion of equipment and furniture for the additional employees.

Printing, Supplies and Postage - The Step I budget would provide for the dissemination of a greater number of research reports, broader distribution of these reports, more mailings to members, and a general upgrading in the format of our written communications. The Step II budget would provide for substantial intensification in the number of reports and the broader distribution of them, resulting from a substantially increased research program. It would also provide for the substantial increases in all program levels discussed elsewhere in this report.

Meeting Expense & Transportation - Present finance levels prohibit paid speakers, transportation for speakers coming from other parts of the nation, more than an occasional attendance by staff members at conferences, and almost no traveling with legislative or civic delegations to other metropolitan areas. The Step I budget would allow for a modest expansion in these areas and would provide for the additional expense which would result from the increased program levels. We pay, for example, the cost of meal expense for all speakers and members of the research staff. The Step II budget would allow the organization and its staff to participate more fully in attendance at important conferences and in accompanying delegations to key other metropolitan areas on issues in which the organization is involved.

9. *The proposed expenditure level, ranging between \$175,000 and \$200,000 annually, will require substantial increases in the levels of contributions from present sources, as well as new contributions at comparable levels from similar sources throughout the entire Twin Cities metropolitan area. We would contemplate, for example, somewhat the following apportionment among sources:*
 - a. Income from membership dues and individual contributions. One of the important benefits of a broadly-based membership organization is the substantial income produced from memberships and individual contributions. We would expect that the present level of income from this source, about \$25,000 each year, would increase to \$35,000 within the next three years. This increase would primarily come from a larger membership base, rather than through an increase in the annual dues.

- b. Contributions from the larger business firms currently supporting the Citizens League. Currently, the top 30 business contributors make annual payments of just under \$30,000. Achieving the Step II budget would require the doubling of the contribution levels from these sources.
- c. Contributions from smaller business contributors currently supporting the Citizens League. The 600 smaller business firms presently produce a total annual income of just under \$30,000. Contributions from this source should increase to \$40,000 annually in order to attain the Step II budget level.
- d. Contributions from business firms and organizations in the six other counties within the metropolitan area. Contributions from this source would have to approximate the levels received from similar sources in Hennepin County. This source should produce at least \$40,000 annually within the next three years, and approximately \$65,000 annually within the next five years.
- e. Grants from major foundations. Over the long run, this source of income could well become substantial. However, this source is unlikely to produce more than a small amount of income during the next three to five years, except as it might be tied to a specific research project. The organization should be so structured and should so conduct itself as to be able to make effective presentations to the larger local and national foundations for supplemental financing. Income from this source should be considered in terms of financing program levels above those projected in this report.
- f. Grants from governmental agencies. It is quite possible that governmental funds might be forthcoming on a specific project basis if the organization is properly structured and is adequately financed on an ongoing basis. However, any funds obtained from this source should be used to finance program levels above those projected in this report.

These projected levels of income from the various sources are not presented here for the purpose of attempting to establish quotas. They do, however, represent an appraisal based on experience of what must be expected if total income objectives are to be achieved. We further believe that a leadership pattern will have to be set by present large contributors to the Citizens League, which could then be used as a basis for soliciting comparable increases from smaller business contributors and from new contributors in the other six counties.

10. *Present Citizens League policy is to limit contributions from any single source to not more than \$3,000. This limitation is unrealistically low for a metropolitan affairs nonprofit corporation and should be revised upward.*

The purpose of a limitation on the amount of money which can be received from any single contributor is for the purpose of avoiding any appearance that the organization might reflect the viewpoint of that source. The principle of setting a maximum on the amount which can be received from any single contributor is sound. However, a dollar maximum, particularly at the \$3,000 level, is unrealistically low for an areawide organization with a considerably higher budget. The new limitation might better be stated in terms

of a certain per cent of the total income received by the organization, rather than in terms of a fixed dollar amount. The figure of 5% of the organization's total income would appear to provide adequate assurance that no single contributor might unduly influence the endeavors of the organization.

11. *A number of other changes need to be made to strengthen and restructure the Citizens League in order to make the Citizens League a fully effective Twin Cities area metropolitan affairs nonprofit corporation. However, these have neither the clear relationship to the major inadequacies nor the same degree of high priority and importance as those which have been discussed in this report. We, therefore, are submitting these proposals separately at a later date.*

Our extensive review of the structure and operations of the Citizens League has brought into focus the need for a number of procedural changes which are not of the same relative priority and importance as those we have discussed in this report. The types of changes which we expect to propose in a subsequent report involve such things as restructuring the position of vice presidents within the organization, reconstituting the position of the top administrative staff member to that of the position of Executive Vice President, and other similar administrative or procedural modifications.