

# CITIZENS LEAGUE REPORT

No. 145

**League Research & Action Program  
1962-1963**

**September 1962**

145

**APPROVED**  
**BOARD OF DIRECTORS**  
DATE **SEP 5 1962**

S T A T E M E N T   O F   M A J O R   O B J E C T I V E S

THE RESEARCH AND ACTION PROGRAM FOR 1962-1963

of the

CITIZENS LEAGUE OF MINNEAPOLIS AND HENNEPIN COUNTY

## PART I. RESEARCH

### A. General

#### 1. Comment

For the first time since the League was founded in 1952, the Board of Directors, through its Executive Committee, has undertaken an extensive review of League research committee procedures. The purpose of this review has been to assess the strengths and the weaknesses of the present research committee system and to recommend specific ways to strengthen the League's research program.

In general, League research projects are undertaken only when authorized by the Board of Directors. The Board, in authorizing a specific project, determines the research committee to which the project is assigned. Over the years the League has operated with a varying number of permanent or continuing research committees, established generally according to functions or area of local government. The number of committees has grown slowly over the years, until at the present time the League has a total of 16 continuing research committees. These include: City Budget; County Budget; Education; Elections & Candidate Review; Health, Hospitals & Welfare; Library; Licensing; Metropolitan Impact; Minneapolis Government Reorganization; Parks; Planning & Zoning; Public Employment; Public Safety; Taxation & Finance; Transportation; and Urban Renewal. In addition to these 16 continuing committees, the Board has recently authorized establishment of two special project committees which would disband at the end of their assignment.

League members are encouraged in various ways to become active on one or more of these research committees. Once assigned to a committee, a member usually continues as a member of the committee until such time as he manifests a contrary desire. The committees themselves continue indefinitely, and an effort is made to have one or more research projects assigned to each committee at all times. Research committee chairmen are usually asked to serve for a period of two years.

The League's research committee procedure, which has functioned in substantially the same manner throughout most of the past ten years, has served its purpose remarkably well and continues to function fairly adequately. However, the passage of time has brought about a number of weaknesses which, if uncorrected, could well reduce the caliber of League research endeavor. Or, to put it more positively, the level of League research can be improved substantially through certain procedural changes. Following are certain of the more obvious examples of areas of research committee procedural weaknesses:

- a. After ten years as an organization, far too many individuals who continue to be civic leaders in the community no longer participate actively in League research projects. They feel, for one thing, that they should graduate and make way for others. This poses a serious problem, since the basic objective in founding the League was to provide a way in which top civic leaders could wrestle with problems involving local government. Ways must be found to encourage and challenge these experienced and able community leaders to continue to play some active part from time to time on research projects.

- b. It has not been possible, because of an inadequate research staff, to service all the 16 or so League research committees in such a way as to keep each committee moving at a sufficiently regular and rapid pace to challenge and stimulate many committee members. Some members on less active committees lose interest and gain an unfavorable impression of League research work. Few who have volunteered in a certain area are placated by the excuse that because the staff is inadequate to move all projects simultaneously other projects deserve a higher priority of staff time. A way must be found either to keep these persons active in the area of their choice or not to assign projects where there is doubtful likelihood of progress.
- c. There has been a growing difficulty in getting top grade prospective chairmen of research committees to commit themselves to a fixed length of time, such as one or two years. Many are willing to assume this responsibility for a specific research project which will terminate within several months, but turn down our request that they serve as chairman of a permanent committee for an indefinite period of time and for an uncertain number of research projects. In research areas where continuity of membership is not essential and where there may be times when no project may be of relative priority with those in other areas, consideration should be given to establishing special single assignment research committees.
- d. After many years of permanence of a research committee, there is a tendency for it either to become somewhat unrepresentative of League membership as a whole and/or to feel it is covering old ground. Neither situation makes for aggressive and balanced carrying out of assignments.
- e. The Board of Directors has experienced increasing difficulty in assigning projects which clearly involve issues of interest and concern to more than one of these 16 research committees. This is particularly true with respect to projects which must be completed under the pressure of an early deadline. Shortcuts, such as the establishment of a special committee comprised of members of various permanent committees, have had to be resorted to quite frequently because of the shortage of time. This is not a completely satisfactory procedure, since it means that permanent committees must be by-passed.

## 2. Recommendations

The following procedural changes should be implemented during the coming year in order to strengthen the functioning of League research committees:

- a. The number of research projects active at any given time should be reduced substantially to a maximum of not to exceed 15, and preferably closer to 10.

Comment: With a smaller number of projects active at any given time, the League staff could provide better

service to those committees which are active and would enable research committees to complete their assignments in a considerably shorter period of time than has been the case. This will provide a greater challenge to committee members and should encourage a larger proportion of the League membership to participate in research projects. This will likewise allow a greater ability to add research projects to the program during the course of each year, which in turn will provide the League with greater flexibility to meet important issues as they arise. There is no scientific way of establishing a precise number of research projects which should be active at any given time, and the range of 10-15 is suggested as a guide. The exact number will depend on the complexity of the individual research projects which are assigned and the size of the research staff.

- b. Reduce substantially the number of research committees which are organized on a permanent or continuing basis and to which members are assigned until such time as they request being dropped from committee membership. Continuing or permanent committees should be limited to areas of local government in which the League is engaged in almost constant research and where continuity of committee membership is important.

Comment: If the number of research projects active at any given time is to be limited to between 10-15, it is inevitable that, under the present procedure of having continuing research committees, some committees will be without an assignment for months and perhaps more than a year at a time. It is all but impossible to explain adequately to committee members that no project in the area of their choice is of sufficient importance to warrant keeping that committee active. It would seem preferable to disband committees in these areas upon completion of assigned projects, with the expectation that committee members will then become active on some other committee or will wait until the next project in the area of their interest is assigned to a new committee on which they would be asked to participate.

One of the most important advantages of using single assignment committees is the greater ability to attract able chairmen and committee members. These prospective chairmen and committee members can be told the precise nature of the assignment and its approximate duration.

- c. The following research committees should clearly be maintained as continuing or permanent committees. Additional committees might also be so designated if or as experience dictates:

- (1) Committee on Government Organization - This committee would concern itself with the form and structure of government at the municipal, county and metropolitan level. It would function through subcommittees or task forces comprised primarily of residents of the affected geographic area.
  - (2) Taxation and Finance Committee - The subject matter for this committee is obvious, and the need for a continuing committee in this area seems imperative.
  - (3) Committee on Government Operations - The League's continuing review of local governmental expenditures and budgets would be handled by this committee. In addition, the committee would concern itself with finding ways to improve the efficiency and economy of government through procedural improvements. The committee would concern itself with governmental operations at the municipal, county and metropolitan level. It would be expected to function through subcommittees or task forces, comprised primarily of residents of the affected geographical area. A conscious effort would be made to attract to membership on this committee individuals who, because of their own employment, would be conversant with the budget process and procedure of operations.
  - (4) Public Employment Committee - This committee would concern itself with governmental wage and personnel policies, public employee retirement programs, fringe benefits, civil service procedures, etc., at the municipal, county and metropolitan level. The subject matter handled by this committee is of a somewhat technical nature and requires a continuing membership of volunteers who are familiar with personnel procedures and employee compensation and retirement programs. A conscious effort should be made to attract to membership on this committee individuals with backgrounds in this field.
  - (5) Committee on Elections and Candidate Review - This committee should be maintained on a continuing basis because it functions each year in the preparation of the Voters Guide. The Voters Guide is a cooperative project with the Minneapolis League of Women Voters and the Minneapolis Tribune, and it would not seem desirable to appoint a new committee each time this project begins. Although this committee is not exclusively a research committee, it will be assigned research projects from time to time, in addition to its work on the Voters Guide.
- d. Projects not assigned to a continuing research committee would be assigned to a single project research committee which would be formed at the time the project is assigned. These committees would disband once a project is completed, although as a practical matter active members of the disbanded committee would doubtless be asked to serve on any new committee which

was formed in the same area of interest. These committees would be comprised of League members publicly invited and encouraged to serve, with particular emphasis on attracting civic leaders interested and qualified in the area to be studied. All committees would be open to any League member requesting assignment to the committee, and the formation of any single-project committee would be publicized in such a way as to invite and welcome participation of League members.

- e. Make a concerted effort to invite and encourage community civic leaders who are members of the League to participate periodically on research projects. Although these people will not continue indefinitely on League research committees, they doubtless will accept periodic assignments to special single purpose committees which will disband upon completion of their assignments.
- f. Intensify efforts to accumulate a backlog of names of League members indicating a willingness to participate on research projects in the area of their interest, thus assuring that a substantial backlog of names exists at all times. It is imperative that a broad cross-section of the League's membership participate actively on research projects, and any trend toward narrowing the base of this participation should be resisted most strenuously.
- g. The general pattern over the years of not asking members of the Board of Directors to serve as chairmen of research committees during their tenure on the Board should not be adhered to as closely as it has in the past. There will be times when Board members should be asked to serve as chairmen of research committees. Similarly, Board members should be encouraged to serve from time to time as members of research committees.

#### B. The Research Program for 1962-63

In conformance with the procedural changes discussed earlier in this report, the total number of projects included in the research program is limited to 16. This is somewhat less than in previous years. However, most of the 16 projects listed below will be completed considerably before the 1962-63 Citizens League year ends on April 30, 1963. It is expected that additional projects will be added to the research program as assigned projects are completed, so that between 10 and 15 research projects will be active at any given time. It is our belief that a greater number of total research projects will be handled in any given year under this new committee procedure than has been the case under the previous system.

Following are the 16 projects which comprise the research program. After the description of each project is the recommended research committee to which the project will be assigned and a completion date by which the committee should finish its work and have a final report prepared for submission to the Board of Directors. It is interesting to note that of the 16 projects 11 concern a geographical area broader

than the City of Minneapolis. This continues the trend of recent years by which a consistently larger proportion of League attention and time is being devoted to issues of county and metropolitan concern.

1. Report findings and conclusions on the most desirable future use of Minneapolis General Hospital.

Comment: (General Hospital Committee). Completion date: On or before January 1, 1963.

Two CLIC-appointed committees within recent months have strongly recommended that Minneapolis General Hospital become a county hospital and that medical care for the indigent be placed on a county level. These committees also suggest the likely need for a new hospital to replace the present outmoded structure. It appears certain that specific proposals to carry out these recommendations will be considered at the 1963 session of the State Legislature. It is important that the League undertake the necessary research between now and the beginning of the 1963 session to enable us to play a positive and constructive role in finding workable answers to this problem.

2. Report findings and conclusions leading to a strengthened liquor licensing system in Minneapolis.

Comment: (Licensing Committee). Completion date: On or before January 1, 1963.

The League's Licensing Committee has held in abeyance its further review of the liquor licensing situation in Minneapolis pending publication of a report of the special Citizens Committee appointed by Mayor Naftalin. The chairman of that committee is Mel Orenstein, chairman of the League's Licensing Committee. The report has now been made public, and the League's Licensing Committee should begin promptly to make a penetrating review of each of the important recommendations made by the Citizens Advisory Committee. Certain of the recommendations involve the need for action by the State Legislature, and it now seems clear that the 1963 session will consider legislation on this issue. The Licensing Committee should establish a completion date for its work not later than the beginning of the legislative session.

3. Report findings and conclusions leading to a strengthened municipal court system throughout Hennepin County.

Comment: (Municipal Court Committee). Completion date: On or before January 1, 1963.

The League's Board of Directors has previously authorized the establishment of a special research committee to review the municipal court system in Hennepin County. It was agreed that the League committee would not be established until the Hennepin County Bar Association's committee on this issue had completed much of its preliminary work. This stage has



now been reached. A special committee comprised of a majority of lawyers, but with some laymen, should be appointed promptly to enable a completion date in time for the beginning of the 1963 session of the State Legislature. The issue almost certainly will be before the Legislature, and League leadership could well spell the difference between constructive action and unproductive controversy.

4. Report findings and conclusions following a review of the equity of the present method of allocating state financial assistance to local school districts.

Comment: (School Aids Committee) Completion date: On or before January 1, 1963.

There is evidence of growing dissatisfaction among school and civic leaders in Minneapolis and in the metropolitan area with the method of apportioning state financial assistance to school districts. There is a feeling that a disproportionate share of the income tax fund is being allocated under existing formulas to smaller communities, both in the suburban area and outstate. This issue is certain to be the subject of heated controversy at the 1963 session. The League has never reviewed the method of apportioning state aid to school districts in Minnesota, and, in view of the mounting pressure on the property tax for school purposes, both within Minneapolis and adjacent suburban communities, it is appropriate to include a project of this type in the research program.

This project should be undertaken by a special Education Committee appointed to handle this assignment. Present members of the existing Education Committee would obviously be interested in this type of project and would be expected to form the nucleus of the new committee.

5. Report findings and conclusions leading to improved administrative procedures for assessing real and personal property.

Comment: (Taxation and Finance Committee). Completion date: On or before January 1, 1963.

There have been significant developments during the past year, largely resulting from court decisions, affecting the method of assessing real and personal property for tax purposes. The League, through its Taxation and Finance Committee, has worked almost continuously over the years and has supported legislative proposals which would improve assessment practices and administration. It seems likely that the 1963 session will consider proposals responding to the court's decision.

The League's Taxation and Finance Committee should familiarize itself with these legislative proposals and perhaps should recommend proposals of its own, so that the League can continue to play an effective role in this important area of local government.

6. Continuing analysis on a selected basis of local governmental budgets.

Comment: (Government Operations Committee). Completion date: A permanent undertaking with no specific target dates.

The Government Operations Committee should familiarize itself with the various proposed budgets for Minneapolis agencies, at the county level, and for special purpose metropolitan governmental agencies, and based on what it finds should then review in depth those areas which seem most in need of further analysis.

7. Review and evaluate the recommendations for a long-range Minneapolis school construction and rehabilitation program, which should follow the consultants' report.

Comment: (Minneapolis School Construction Committee). Completion date: Early 1963.

The school construction consultants, the Michigan State University Field Service, will begin work in September. They expect to complete their work in time for presentation of a long-range school construction and rehabilitation program to the voters at the municipal election in June 1963. The present special school construction committee should be kept in existence and should keep informed on progress being made by the consultants.

8. Report findings and conclusions on the proposed 6-mill increase in the tax levy for Minneapolis school operations.

Comment: (Minneapolis School Tax Levy Committee). Completion date: October 15, 1962.

The Minneapolis Board of Education, at its August 3 meeting, took final action to increase the maximum tax levy for school purposes by 6 mills. If, as seems likely, during the 60-day period commencing with August 3, a petition containing 5,000 or more signatures is filed, the proposed 6-mill tax increase will have to be submitted to the voters at the general election on November 6.

Should this proposed tax increase be submitted to the voters in November, the League will doubtless want to state its position. A special committee, comprised primarily of members of the League's Education, Taxation & Finance, and City Budget Committees and members of the Board of Directors, was appointed some time ago, and the League has already approved a report which was read to the Board of Education at its July 24th hearing. The report was generally sympathetic to finding additional financial resources to meet school operational costs during the coming two years, but did not express specific support for the 6-mill increase. This special committee should continue the necessary work in preparing a further report, and it would be expected that any report prepared by this special committee would be routed through the League's Taxation and Finance Committee.

9. Report findings and conclusions on the need for additional detention facilities for Hennepin County juveniles.

Comment: (Committee on Detention Facilities for Juveniles).  
Completion date: On or before January 1, 1963.

The League's Board of Directors last spring, in conjunction with its approval of a report recommending expansion of the facilities at the Glen Lake Home for Boys, authorized the establishment of a special committee to broaden the scope of review to all detention facilities for Hennepin County juveniles. The need to reach a better understanding of the relative priorities of need for the various types of facilities was evidenced. This project would include an assessment of the need for a Hennepin County Home School for Girls and, if desirable, whether it should be located adjacent to the Home School for Boys. The project would also include an assessment of the adequacy of pre-sentence detention facilities. Recommendations should include a better definition of the proper role of the state and the county in providing facilities for juveniles.

The Hennepin County Board of Commissioners' preliminary budget proposal includes a recommended appropriation for expansion of the Boys' Home and for beginning work on a Girls' Home in conjunction with the Boys' Home at Glen Lake. In addition, there doubtless will be efforts to obtain state financial assistance at the 1963 session of the State Legislature. The report of the special committee should be completed and ready for submission to the Board by the time the Legislature convenes next January.

10. Report findings and conclusions leading to a better public understanding of the relative level of teachers' compensation in the Twin Cities metropolitan area, including fringe benefits, and leading to strengthened methods of teacher attraction and retention.

Comment: (Public Employment Committee). Completion date:  
On or before May 1, 1963.

The League's review thus far of the Minneapolis Board of Education's proposed 6-mill tax increase has pointed up the important need to undertake an extensive review of the compensation levels of Minneapolis teachers, teachers in other Twin Cities communities, and of teachers in other large comparable cities. The League's special committee has expressed considerable concern about the relative difference in the teachers' retirement program in Minneapolis and the suburbs. Similar concern has been expressed about the growing difficulty in Minneapolis of attracting highly qualified teachers in sufficient number to fill vacant positions, particularly in the elementary grades. Concern has also been expressed about the importance of aggressive recruiting for teachers, particularly in the Minneapolis system. There is also a feeling that much greater coordination could be exercised

among Twin Cities area school districts in the recruiting and retention of teachers.

The specific scope of this project can better be determined by the Public Employment Committee as it begins its assignment. The project will take a considerable amount of time and probably cannot be completed until late in the spring of 1963. It is important that a report reach the Board of Directors in time to help give direction to decisions with respect to teachers' salaries for the 1963-64 school year.

11. Report findings and conclusions leading to strengthened administrative procedures in operating the Minneapolis Public Library.

Comment: (Library Committee). Completion date: Not specified, other than the need to coordinate this project with the anticipated Library Board request for additional millage.

The League was in the forefront of community organizations in pressing successfully for appointment by the Minneapolis Library Board of outside consultants to review the administrative structure of that Board. The consultants' report has just been made public. The League has a clear obligation to review carefully this report, assess the recommendations, and provide leadership in helping assure that those recommendations with which we are in agreement are implemented. This project should be assigned to a single project Library Committee, consisting of the present members of the Library Committee, supplemented by new members.

12. Report findings and conclusions on the proposed charter amendment fixing the minimum salaries of Minneapolis firemen and policemen at an amount equal to the salaries paid municipal employees of eight craft unions and authorizing the Minneapolis City Council to impose certain unspecified new types of taxes.

Comment: (Minneapolis Government Organization Committee). Completion date: On or before October 15, 1962.

Minneapolis firemen and policemen are presently in the process of circulating petitions to place on the November general election ballot a proposed charter amendment to accomplish the above-stated objective. It now appears certain that sufficient petition signatures will be obtained to compel submission of the proposed amendment to the voters at the November general election.

The League's Minneapolis Government Reorganization Committee some time ago gave preliminary consideration to this proposed amendment, but decided to defer action on a report until it was ascertained whether or not the amendment would be submitted to the voters. This committee should continue with its assignment and prepare a report for submission to the Board of Directors not later than October 15. Because of the substantial tax issues involved, the report should be routed through the Taxation and Finance Committee.

13. Report findings and conclusions on the proper future role and authority of the Minnesota Municipal Commission, with respect to its jurisdiction over incorporations, annexations or mergers of communities within the Twin Cities metropolitan area.

Comment: (Committee on Government Organization). Completion date: On or before January 1, 1963.

The Minnesota State Municipal Commission has become an extremely important and controversial agency in determining the development of the Twin Cities metropolitan area. The Commission, because of the authority vested in it by the Legislature, and because of certain of its recent findings, will doubtless be the source of considerable controversy at the 1963 session. Bills will be pressed to reduce the authority of the Commission.

No other citizens organization appears to be familiar with the work of the Minnesota Municipal Commission and, with the possible exception of the League of Minnesota Municipalities, it seems unlikely that other groups will interest themselves in this issue. It therefore seems important that the League become fully familiar with the authority and scope of the Commission, thereby enabling the League to play an effective role at the 1963 session in determining the future powers of the Commission. The Committee on Government Organization should complete its work and submit a final report to the Board by the time the 1963 session begins in January.

14. Report findings and conclusions on the need and the equity for allocating state highway construction funds to Minneapolis, Hennepin County, and the Twin Cities metropolitan area, following a review of the State Highway Department's proposed allocation of funds during the next three years.

Comment: (Transportation Committee). Completion date: Early 1963.

This issue promises to become extremely controversial during this fall's political campaign. The feeling exists that Minneapolis and Hennepin County will receive, during the next three years, less funds from the State Highway Department for construction of roads within Hennepin County than should be forthcoming on the basis of relative need throughout the state. The political controversy is likely to die down after the November election, but the basic question will remain. It would seem appropriate and important for a non-partisan organization, such as the Citizens League, to try to piece together the conflicting comments and put them together into a meaningful report containing findings and conclusions.

A single assignment Transportation Committee should be appointed to undertake this project. Members of the existing Transportation Committee should be invited to form the nucleus of the special committee, supplemented by new members.

The committee should begin its work some time in October and should submit a final report to the Board during the early part of 1963.

15. Report findings and conclusions resulting from the Citizens League questionnaire recently sent to Minneapolis and suburban teachers, requesting their comments on factors which influence the attraction and retention of teachers.

Comment: (Education Committee). Completion date: On or before October 1, 1962.

The Education Committee has completed tabulating the questionnaires and is beginning to assimilate the results. A report should be ready for submission to the Board by the first of October. Members of the Education Committee, upon completion of this project, would then be invited to become members of the single-assignment research committee which is to review state financial assistance to local school districts.

16. Development of a "sense of direction" report, following a review of the existing governmental structure in the Twin Cities metropolitan area.

Comment: (Government Organization Committee). Completion date: May, 1963.

The League is constantly considering and reviewing proposals to establish new agencies to handle specific governmental functions in the Twin Cities metropolitan area. Examples include proposals to enlarge the base of the Hennepin County Park Reserve District, to establish a county library system, to establish a metropolitan sanitary district, to establish a metropolitan transportation authority, to make General Hospital a county hospital, etc. The League thus far has never prepared a report reaching directional conclusions or containing guiding principles on which to judge these proposals for establishment of ad hoc single purpose agencies. Neither has the League issued any report stating directional conclusions on the desirability or undesirability of some type of multi-purpose metropolitan governmental agency.

- C. Research projects which should be included among those given consideration for addition to the research program as one or more of the presently assigned research projects are completed.

In formulating its research program for the coming several months, the League gave consideration to a total of 48 suggested research projects. Although the following projects were not given a sufficiently high priority to be included among the 16 projects which comprise the research program, they were considered of sufficient importance to be listed as a backlog of suggested projects. It is expected that a number of these projects will be added to the research program as presently assigned projects are completed.

1. Report findings and conclusions following a review of the report of the consulting firm which has been studying the classification of municipal employees working for the various agencies of Minneapolis city government.

Comment: This little-publicized but important study by an outside consulting firm is nearing its final report stage. The assignment is to review the classification of all employees working for governmental agencies within the City of Minneapolis to determine whether they are properly classified according to the work being done. This could prove to be an extremely useful study and could have far-reaching impact on salary levels and job classifications in municipal employment. The League should familiarize itself with the contents of the consultants' report, which should be released early this fall.

2. Report recommendations leading to providing a new source of revenue for local government to ease the burden on the property tax.

Comment: The League over the years has constantly reiterated its conviction that an urgent need exists to find an alternative source of revenue to relieve the overburdened tax on real and personal property. Previous League support has been expressed for a county earnings or income tax, with the receipts to be allocated to the municipality of residence. A fresh look at this important, but frustrating, issue might well be appropriate at an early date.

3. Review the relative tax burden in Minneapolis and in the adjoining suburban communities and assess the degree of inequity, if any, which exists between the central city and its surrounding communities.

Comment: During recent months there has been an intensification of a long-prevailing belief on the part of Minneapolis city officials that adjacent suburban communities are sponging on the central city. Most suburban officials deny this, and some even allege that, to the extent any inequities exist, they favor the central city. A better understanding as to the real merits of these frequently-stated allegations is imperative if the degree of intergovernmental cooperation in the metropolitan area is to move forward. No other citizens' group which represents both the central city and the surrounding suburban communities seems interested in or qualified to make such a study. This might well be one of the most worthwhile research projects which could be undertaken by the League.

4. Review the soon-to-be-proposed Minneapolis urban renewal projects, such as those now nearing the final planning stage for the Grant area, Seward area, etc.

Comment: No specific urban renewal or rehabilitation project is presently before the Minneapolis City Council. However, several proposed projects are reaching the final planning stages and should be submitted to the City Council for its consideration and approval within the next several months. The League exerted considerable influence leading toward approval of the Harrison Project and could well lend its similar helping hand to any future project which, after League study, is found to merit support.

5. Review the proposal, certain to be presented to the 1963 legislative session, which would suggest the establishment of at least three junior colleges in the Twin Cities metropolitan area.

Comment: Proposals to establish one or more junior colleges in the Twin Cities metropolitan area are likely to be given serious consideration by the 1963 session of the legislature. The League might review these proposals to at least familiarize ourselves with the basic issues involved.

6. Review the expected Minneapolis Library Board's request for additional millage.

Comment: It appears certain that the Minneapolis Library Board will move to obtain additional millage shortly after the consultants' report on administrative procedures is made public. Whether the Library Board will seek financial relief through a charter amendment submitted at the general election in November, or whether the Board will go to the Legislature early in 1963, is not known. The League should be in position to give prompt and careful study to any Library Board proposal for additional financial support. It would seem reasonable to ask the special Library Committee, which is being appointed to review the consultants' report, to review initially the request for additional millage. The two issues will be closely interrelated. Obviously, any report from this Library Committee on the issue of proposed increased millage would be routed through the Taxation and Finance Committee.

7. Report findings and conclusions on the desirability and the degree of further integrating the Minneapolis and suburban library systems.

Comment: Steadily growing support for complete integration of the Minneapolis and suburban library systems into a single county system is evidencing itself. It is possible that this type of consolidation is closer at hand than many had believed. Certainly, the League will want to be prepared to state its position on this type of proposal when and if it reaches the stage of serious discussion.

8. Review the various efforts being made to provide major park and open space facilities throughout the Twin Cities metropolitan area and determine the adequacy of these efforts in terms of future need.



Comment: A number of the counties within the Twin Cities metropolitan area are making an effort to buy up land for future major park and open space facilities, but there is almost no coordination among the counties. Neither does it appear that the State of Minnesota has thus far been willing to consider purchase of land in the metropolitan area, other than at Fort Snelling, for the State Park system. The League could perform a valuable service by reviewing the relative progress being made under these largely uncoordinated efforts, in terms of the future need.

9. Review the proposed 20-year Hennepin County Highway construction program in terms of determining the need and the most appropriate method of financing the proposed program.

Comment: The Hennepin County Board of Commissioners has developed the general outlines of a long-range county highway program, largely based on a report of outside consultants following a study a few years ago. The cost of carrying out this program will result in a substantially increased rate of expenditures during coming years. The County presently has no legal authority to issue bonds for this or any other purpose. If this program is to be carried out, some additional financial resources must be found. Any League project in this area would involve, first, the assessment of the need for and the soundness of the proposed 20-year program and, second, reporting findings and conclusions with respect to how best to finance whatever program seems indicated.

10. Review the need for and the financing of a long-range program of constructing a permanent street system in Minneapolis.

Comment: Considerable concern is being expressed by Minneapolis officials about the inability to move ahead with a long-range program of replacing existing Minneapolis streets with streets constructed with a more permanent base. Present streets require maintenance work almost annually. However, replacement of these blacktop streets, under present ordinances, must be assessed to a substantial degree against the abutting property owner. Each proposal to improve an existing street inevitably meets with strong resistance from these abutting property owners, and thus far no long-range program has been able to make appreciable progress. An organization such as the League could make a valuable contribution to this subject by: (1) assessing the desirability and the urgency of moving ahead with a long-range program of improving Minneapolis streets, and (2) assessing the merits of the present method of assessing abutting property owners for much of the cost of this type of permanent improvement.

11. Review the general method used in determining the proper compensation, including fringe benefits, for policemen and firemen in Minneapolis and among suburban communities throughout Hennepin County.

Comment: Considerable dissatisfaction exists both with respect to the method and the level of compensating policemen and firemen in Minneapolis and surrounding communities. Equally important is the general lack of knowledge and understanding of the situation among the general public. The proposed charter amendment which doubtless will be submitted to the voters of Minneapolis at the November general election will serve to focus public attention on the question. Should this amendment be defeated, it would seem important to review in depth the existing procedures in an attempt to give better assurance that adequate procedures and pay scales are practiced.

12. Review the adequacy of public transit service in the Twin Cities metropolitan area and suggest ways in which public transit can be strengthened and service improved.

Comment: It is difficult to know how best an organization such as the League can make a contribution to this complex and important issue, particularly when a comprehensive 3-year land use-transportation study is under way. This difficulty is even further compounded by the seeming reluctance of the transit company to discuss publicly what it regards as the major obstacles to improved transit service and its recommendations for overcoming them. The League's Transportation Committee has attempted to begin work on this type of project and has experienced considerable frustration and, thus far at least, has made almost no progress.

13. Maintain close contact with the progress of the 3-year Twin Cities metropolitan area land use-transportation study which has recently gotten under way.

Comment: This three-year \$1,800,000 study is a cooperative endeavor involving the State Highway Department, the Twin Cities Metropolitan Planning Commission, the planning commissions of Minneapolis, St. Paul and the affected counties, and municipal officials. It is our understanding that considerable information will be made available periodically throughout the next three years, in an effort to keep the public generally informed. The League, either through assignment on a project basis to a research committee, or through supervision by its Executive Committee, should keep posted on these developments.

14. Review existing methods of controlling and supervising public employee pension programs in Minneapolis and throughout Hennepin County to determine whether adequate protection is being given to the public and to public employees themselves.

Comment: The practice in Minnesota of allowing representatives selected by the employees themselves and by ex officio public officials who often are members of the retirement program to manage public employee retirement programs is open to considerable question as to its soundness. A similar question can be raised with respect to the soundness of

allowing each retirement program to maintain its own separate entity and make its own investments. Few people realize how substantial the amount of money involved in these programs actually is. This is a technical subject and can only be undertaken successfully if volunteers conversant with retirement programs can be convinced to participate in a study.

15. Review the adequacy of present methods of providing refuse collection and disposal in Minneapolis and among suburbs throughout Hennepin County.

Comment: There is no uniform system for collection and disposal of refuse among the municipalities throughout Hennepin County. With the greater movement outward from the previously built-up parts of the metropolitan area, and with the closing of a number of public dumps, this problem is becoming increasingly serious. It would seem that a more coordinated approach to handling this problem would prove much more economical to all all municipalities. In the absence of an evidence of interest in this problem by other citizen or government groups, it might be performing a valuable service if the League undertook such a project.

16. Review the general adequacy of existing voter registration procedures in Minneapolis and throughout Hennepin County.

Comment: The League has never reviewed the procedures used to register voters in this metropolitan area. The issue comes to mind at this time because DFL State Party Chairman George Farr has expressed concern to a number of citizens organization, including the League, about the lack of voter registration facilities now available. He has expressed the need for voter registration offices or facilities in outlying areas, in addition to the central registration office in the Courthouse.

17. Review the operations of the Minneapolis Park Board in terms of the general adequacy of its park and recreational programs and in terms of the relative priority given to its various activities.

Comment: Back in the early 1950's the League made a comprehensive review of park programs in Minneapolis. Since that time the activities of the Minneapolis Park Board have been generally beyond the scrutiny of any broadly-based citizen organization. It is important for the operations of any agency, such as the Park Board, where the public is generally unfamiliar with its operations, to have a comprehensive check made on a periodic basis. Alderman Moulton, for example, has recently criticized the Park Board for overemphasis on what he calls "tot lots."

18. Review the adequacy of space in public buildings for Minneapolis and Hennepin County governmental agencies, followed by recommendations leading to a more coordinated approach in providing space for these governmental agencies.

Comment: The Minneapolis and Hennepin County Courthouse is overcrowded to the point where drastic steps will have to be taken at some early date. The Park Board has already been urged to find space elsewhere, and has indicated an interest in so doing. There have also been suggestions made that a new Public Safety Building be constructed. It is important that methods designed to house the various agencies of city and county government be coordinated to the fullest extent possible. It would also seem desirable to have as many of these governmental units as possible located in close proximity to each other. The League could perform a valuable service by calling attention to this need for coordinated planning of public buildings. If such a project is to be undertaken, it should be done so at an early date, in view of the likelihood that commitments might well be made quite shortly by some governmental agencies.

19. Review the day labor system used by Minneapolis city government in handling construction projects to determine the desirability of the continued use of this system.

Comment: The League from time to time has verged on undertaking a comprehensive review of the day labor system as used in Minneapolis. Other governmental agencies, including Hennepin County and St. Paul, do most of their construction work through the private contract system. The League would seem to be particularly qualified to assess the merits of this issue. The issue is important far beyond the specific issue of day labor as against use of the private contract system.

20. Review the authority, the representation and the work thus far of the Twin Cities Metropolitan Planning Commission.

Comment: The Twin Cities Metropolitan Planning Commission has been in being for a sufficient period of time to have its accomplishments assessed by an impartial outside group, such as the Citizens League. The TCMPC doubtless will request additional financing for its work at the 1963 session of the Legislature. Also, there is considerable sentiment for revising the method of selecting representatives to the TCMPC. State Senator Rosenmeier recently criticized the TCMPC for not being sufficiently forthright and specific in its recommendations. The question was also raised as to whether the TCMPC is primarily an agency created to serve the state or whether it is to be an agency to serve the communities within the Twin Cities metropolitan area. The League could well undertake a most useful study of these and other related questions.

21. Review the experience thus far with the candidates' Code of Ethics.

Comment: Candidates running for public office in Hennepin County have been asked to sign the Candidates' Code of Ethics for the past several elections. This code has no enforcement mechanism, and the signing of the code has become almost

routine. It would seem appropriate for the League, since it originally had recommended establishment of the code, to review the record thus far and to assess the need for modifications or, perhaps, to determine whether it is actually performing a useful public service.

22. Review the actions thus far of the Hennepin County Board of Commissioners in constructing its own asphalt plant.

Comment: The County Board approved construction of its own asphalt plant about a year ago. This decision was quite controversial at the time. Since construction work has been undertaken, criticism has been voiced with respect to the intended scope of use for this county plant. Some have suggested that the intended future use of this plant is considerably more ambitious than was proposed at the time the County Board decided to go ahead with it. It would seem that a citizens organization, such as the League, which has no preconceived viewpoint on this issue nor which has any axe to grind, could well put the issue into better focus in terms of improved understanding among the general public.

The above list of deferred projects is by no means intended to be all-inclusive of all projects which might be considered appropriate for League undertaking. Neither is the order in which these 23 projects are listed intended to be a ranking of the relative priority of these deferred projects. These projects are listed primarily to give some indication of the type of projects which have to be deferred because of limitations of staff and financial resources and to provide a checklist of suggested projects for consideration as previously assigned projects are completed.

## PART II. ACTION

### A. General

#### 1. Comment

By use of the words "action program" we mean the League's efforts to implement the findings and conclusions contained in League research reports which have previously been approved by the Board of Directors. Although the League is primarily engaged in providing impartial and non-partisan research on local governmental issues and in educating the public in a factual way, it also endeavors to educate public officials in such a way as to enhance the prospects for favorable action by the appropriate governmental agency.

For the past several years a committee, known as the "Legislative Action Committee", has been formed prior to each legislative session for purposes of meeting regularly to discuss ways of improving the prospects for favorable action on legislation which carries out previously-approved League recommendations. This committee has been appointed by the League President, and its membership has been kept workably small and has been comprised of League members who are particularly qualified in the area

of understanding the legislative process. Membership on this committee has not been open as is true for all League research committees. The Legislative Action Committee serves as an arm of the Executive Committee and as an advisor to the League President and the staff in efforts to implement League legislative recommendations. This committee has no authority to set policy for the League.

While the Legislative Action Committee has been activated for the purpose of considering proposals before the State Legislature, it would also be appropriate to assign to this committee certain other League recommendations which require action by other local governmental bodies, such as the Minneapolis City Council, the Minneapolis Board of Education, the Hennepin County Board of Commissioners, etc.

## 2. Recommendation

That the Legislative Action Committee, which has functioned during the last several legislative sessions, be reactivated and the scope of its activities be broadened to include implementation of League recommendations requiring action by public bodies other than the State Legislature. The membership of this committee should be appointed by the President and should be approved by the Board of Directors. It should be clearly understood that the committee would have no authority to set policy for the League.

### B. The Action Program for 1962-1963

The following projects make up the League's Action Program for 1962-63. In each case the League has previously approved a report which includes a League position and contains specific recommendations for action by the appropriate governmental body. Each of the projects listed below is to be assigned to the Legislative Action Committee. The committee should review each project from the standpoint of determining whether the existing League report needs updating and from the standpoint of determining how best to enhance the prospects of governmental implementation. It is possible that the Legislative Action Committee might determine that one or more of these projects should have additional work done by a League research committee.

We note with pleasure the absence from the following list of two important projects on which the League has recently made specific recommendations. In the case of the Harrison Neighborhood Rehabilitation Project and, similarly, with respect to recommendations leading to the development of a long-range Minneapolis school construction and rehabilitation program, the appropriate governmental bodies have already implemented the League's recommendations. The following projects on which the League has previously made specific recommendations are currently under consideration by governmental agencies, or will be considered at the 1963 session of the State Legislature.

1. Submission by the Minneapolis Charter Commission of a proposed charter amendment making major revisions in the structure of Minneapolis city government.
2. Enactment by the Minneapolis City Council of a new zoning ordinance.

3. Creation of a metropolitan sanitary district.
4. Legislation modifying the local consent requirements for adoption of special laws.
5. Legislation coordinating PERA (Public Employees Retirement Association) with Social Security, and legislation strengthening the fiscal soundness of public employee retirement programs.
6. Legislation allowing Minneapolis to become a part of the Hennepin County Park Reserve District.
7. Legislation modifying veterans' preference in public employment.
8. Legislation abolishing the elected coroner system and replacing it with an appointed medical examiner system.
9. Legislation redistricting Hennepin County Commissioner Districts.
10. Recommendations leading to strengthening the procedures used by the Legislature in handling special bills applying to Minneapolis, Hennepin County and the Twin Cities metropolitan area.

Additional projects doubtless will be added to this action program during the next several months. For example, as reports from research committees on projects included in the 1962-63 research program are considered and approved by the Board of Directors, it is assumed they will be transferred to the Action Program and assigned to the Legislative Action Committee for implementation of the recommendations contained therein.