



League of Women Voters of Minnesota Records

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LEGISLATIVE PROGRAM

1955-1957

LEAGUE
of WOMEN
VOTERS

of MINNESOTA

15th & Washington Avenues S.E.
Minneapolis 14, Minnesota

LEAGUE OF WOMEN VOTERS - PROGRAM
CONSTITUTIONAL CONVENTION
F.E.P.C.
P.D.
C.S.

CURRENT AGENDA*

The League of Women Voters of Minnesota will work for revision of the constitution of the State of Minnesota.

CONTINUING RESPONSIBILITIES**

- I. Reapportionment by statute.
- II. Fair Employment Practices Commission.
- III. Party designation for legislators.
- IV. Civil service system.

* Issues chosen by convention for concerted action.

** Issues to which LWV has given sustained attention and on which it may continue to act.

LEAGUE OF WOMEN VOTERS - PROGRAM
CONSTITUTIONAL CONVENTION
REAPPORTIONMENT
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CONSTITUTIONAL CONVENTION

Minnesota's constitution is its fundamental law. It should:

- 1) set forth the principles of government;
- 2) delegate power between the 3 branches;
- 3) guide legislative action. The legislature passes laws to meet current needs of the state within the principles of the constitution.

MINNESOTA NEEDS A NEW CONSTITUTION BECAUSE:

1. It restricts the executive by not giving it adequate authority equal to the responsibility it bears for doing its job.
2. It limits the legislature by imposing 19th century procedures for a 20th century job.
3. It hinders speedy and equal justice by the courts (two amendments relating to the judiciary, submitted to the voters in 1954 and 1956 point to the need for overall examination of this part of the constitution).
4. It prevents local government from being truly local by making cities, towns, villages and counties come to the legislature for management of many of their affairs.
5. It imposes obstacles in the way of an efficient and economical fiscal policy for the state by its outmoded and restrictive provisions.
6. It instills in the people a disrespect for the constitution and law by the example of the legislature's refusal to carry out its constitutional duty to reapportion itself.

MINNESOTA'S CONSTITUTION SHOULD BE REVISED BY A CONVENTION BECAUSE:

1. In the United States the citizen is the constitution maker. This job cannot rightly, therefore, be done by the legislature, but must be done by Convention. Self government rests upon

- a) the power to prescribe the basic law;
- b) the power to elect representatives to put it into effect.

Loss or diminution of either of these prerogatives weakens self-government. The fact is that:

- 1) The people have not had opportunity to review the constitution since drafted in 1857.
- 2) As early as 1871 Gov. Austin declared it outmoded, inconsistent, inadequate, and

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asked for a convention to rewrite it.

3) The last 3 governors (2 Republican and 1 Democratic-Farmer-Labor) have supported a constitutional convention bill.

4) The legislature has taken no action on reapportioning the state in 42 years. There are disparities in representation as large as one representative to 7,000 people, and one to 107,000 people.

2. The legislature provides the machinery for calling a convention; a constitutional commission does research and makes recommendations for constitutional changes; only the people through a convention can achieve a coordinated, integrated, and flexible constitution for Minnesota.

3. A convention attracts outstanding citizens to serve as delegates. Delegates to a Minnesota constitutional convention would be elected from the same districts, and in the same manner as are state representatives. Legislators may also serve as delegates. A convention is traditionally conservative.

4. A convention is less susceptible than a legislature to pressure groups. Its delegates will not be standing for re-election; they are aware that what they do will become history.

5. The Minnesota Constitutional Commission (composed of 18 legislators, a member of the Executive Department, a Supreme Court Justice, and 3 citizens) agreed unanimously upon the desirability of a convention, as opposed to the amendment process, for the comprehensive consideration of our complicated document.

6. The study, research and recommendations made by the Minnesota Constitutional Commission has laid the groundwork for a convention; this will lessen the work and time and, therefore, expense of a convention.

7. Amendments are slow, costly, cumbersome, compromising and difficult to understand in relation to the constitution as a whole. There have been 80 amendments in 99 years. Since the amending process was made more difficult (1899), only 1/3 of the amendments submitted to the voters have

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passed. Forty amendments would be necessary if only the major changes in our constitution recommended by the Minnesota Constitutional Commission were submitted to the voters. If 4 amendments were submitted at each election (about average), it would take 10 elections. The Secretary of State estimates that 1/5 to 1/4 of total election costs are due to amendments; the amending process is expensive and less than satisfactory.

New Jersey's recent convention cost was paid for almost immediately by resultant court reorganization. Missouri officials estimate that reform in the new Department of Revenue only, brought about by its recent convention, saves more than \$1,000,000 annually.

The following 6-year sequence could evolve in Minnesota:
1957: question of constitutional convention submitted to the people;

1958: people vote "YES";

1959: legislature sets up machinery for convention;

1960: voters elect delegates to a convention;

1960-1: convention meets and frames a constitution;

1961: legislature sets up election for approval or rejection of document framed by convention;

1962: voters approve or reject this document.

8. Constitutional conventions, attended by widespread public interest in the constitution, convention proceedings and results, have increased the understanding of governmental problems in other states. Because of an awakened and informed citizenry, constitutions produced by conventions have a higher record of voter approval than amendments have had in Minnesota.

The passage of Amendment 3 on November 2, 1954, was a mandate to the legislature from the people of Minnesota to pass a bill which will submit to the voters of Minnesota the question of whether they want a constitutional convention called to revise Minnesota's constitution. This mandate of the voters was not carried out in the 1955 legislative session.

The League of Women voters will during the 1957 legislative session:

Support a bill submitting to the voters the question of calling a constitutional convention.

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REAPPORTIONMENT

The Minnesota Picture

The Minnesota constitution says that our state legislature should be apportioned equally on the basis of population. It also says that the legislature has the responsibility (or duty, as interpreted by the State Supreme Court) to reapportion itself every 10 years.

This provision was carried out regularly from 1860 until 1913, when the legislature reached its present size. Since then, our legislators have been caught in a constitutional dilemma: to add to a legislature already too large; or to rectify serious inequities by redistricting and reapportioning the entire state. Instead of doing either they have simply disregarded the constitutional provision.

Since the 1910 census, the basis of the last reapportionment, there has been tremendous growth and shift in population. This has resulted in grossly unfair representation for many Minnesota citizens. Over 50% of our legislators are chosen by less than 35% of our population. This means that 1/3 of Minnesota's voters can impose their will on the entire state. Deviations run from 7,290 voters in Ward 4, Dist. 40, in Ramsey County, to 107,246 in the south half of rural Hennepin (36). This is more than a 1-14 ration for un-representative democracy.

The National Picture

On the national scene, more and more states are seeing the need to solve their reapportionment problems. Neighboring states of Illinois, Michigan, South Dakota, and Wisconsin have recently done so.

The report of President Eisenhower's Commission on Intergovernmental Relations voiced the nation-wide concern about state legislative reapportionment. It emphasized one serious result of state neglect of the reapportionment problem: urban governments have bypassed the states and made direct cooperative arrangements with the national government in such fields as housing, urban development, and air and defense facilities. This tends to weaken the state's proper control over its own policies and its authority over its own political subdivisions. The report concludes that the states could help "to minimize

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the pressure for greater centralization or greater Federal participation in state and local affairs, by making sure that representation in their legislatures is on a fair and equitable basis."

Ways to Solve the Problem in Minnesota

1. A constitutional convention could rewrite the reapportionment article.
2. A constitutional amendment (incorporating some area-population compromise and reinforcement provisions) could be submitted to the people.
3. A statute could be passed at any session of the legislature, to carry out the present constitutional provision. The "Bergerud Bill," submitted at several recent sessions, is an example. The LWV supported this statutory measure in 1955 as fair, workable, and realistic.
 - a. It offers an immediate answer to a growing problem.
 - b. It rectifies the most serious inequities throughout the state, yet--
 - c. It limits metropolitan representation in both houses. Legislators from Hennepin and Ramsey Counties would each represent over 18,000 people; outstate legislators each only 14,000.

Passage by the House in 1955 of the first reapportionment measure in 42 years indicates that Minnesota may soon follow the lead of other states which have recently taken steps to make state legislatures representative of all the people.

The League of Women Voters will during the 1957 legislative session:

Support legislation to reapportion our state legislature. Under our Current Agenda, Constitutional Revision, we are prepared to support fair changes in our present constitutional provision, either by convention or by separate amendment. Until such time, we will continue to support the statutory approach (of which the Bergerud Bill is one example) under our Continuing Responsibilities.

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FAIR EMPLOYMENT PRACTICES COMMISSION

The 1955 session of the legislature passed a strong and enforceable Fair Employment Practices Law, considered one of the best in the country today.

During its first year the Minnesota Fair Employment Practices Commission and its staff have been laying the groundwork for a positive and constructive education and enforcement program against discrimination. The following important steps have been achieved:

1. Details of implementing the new state policy of non-discrimination in employment have been made clear to all state employees who have personnel responsibilities, and to those who deal with state contracts. Mayors and county officials have been similarly informed. Questions relating to race and religion have been dropped from governmental application forms. (Eight complaints of alleged discrimination have been received. In two cases the employers were exonerated. The other four cases are still pending, as of August 7, 1956.)
2. Agreements have been worked out with the 3 city commissions which provide that cases falling within local jurisdictions shall be handled locally unless the complainant wishes the state commission to investigate his case.
3. The cooperation of the Minnesota State Employment Service in all its local offices has been solicited; literature and instructions have been furnished them. Cooperation of as many private employment agencies as possible has been solicited, and machinery has been set up for cooperation with human relations organizations in the state.
4. Copies and summaries of the new law, instructions as to how to file a complaint, and other literature relative to implementation of the new law have been printed and distributed.
5. Conferences have been held with business and labor leaders to build a policy of full equality of employment opportunities. The railroads and taconite industry are two of the most important groups which have been contacted.
6. One of the most important achievements has been the organization of local advisory citizens' committees

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throughout the state, in cooperation with the Governor's Human Rights Commission, which will concern themselves with human rights and fair employment practices. Some 20 of these local committees have been organized; eventually there will be 35 or more. Committee members were carefully chosen (more than 500 persons were consulted before selections were made). These committees will not only interpret and publicize the law in their respective communities, but they will analyze and study local problems, such as those concerning Indians and migrant workers, and will confer with the 2 state commissions in working out solutions.

The League of Women Voters will during the 1957 legislative session:

- A. Oppose any crippling legislation.
- B. Support measures that help to carry out the intent of the law.
- C. Support adequate appropriations to administer the law.

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PARTY DESIGNATION FOR LEGISLATORS

In American democracy the political party is the main channel of communication between Voter and Government. Parties help make government responsible and responsive to the people. A return to party designation would:

1. Help the voter choose wisely. The voter wants to know, as he does now, the candidate's personality and background; in addition, he has a right to know which issues he favors. Only allegiance to a party can insure this. (Only in Nebraska and Minnesota is the voter denied this aid.)
2. Help the legislator campaign effectively, by turning a popularity contest into a debate on issues. Once elected, the legislator would find it easier to resist the pressure of special interest groups; party pledges already given provide an effective counter-pressure.
3. Help the legislature function more efficiently. At present, organization waits almost until the session opens; a few independents or fence-straddlers are paid dearly for adherence to one faction or another by choice committee assignments; leadership is less effective; strategy suffers.
4. Help the governor pursue the program he has been elected to carry out. Lack of legislative responsibility for state-wide problems has hampered the program of every recent executive.
5. Strengthen the two-party system in our state. No legislative program can be realistic or effective unless legislators participate in its making. The majority party would shoulder responsibility for legislative action. The minority could become a healthy and really effective opposition.

The League of Women Voters will during the 1957 legislative session:

Support a bill for party designation for legislators.
(The opponents of this bill defeated it last session by adding an amendment for party designation for county officials.)

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CIVIL SERVICE SYSTEM

The League's responsibility for our state civil service system is two-fold. We must:

1. Work to preserve the good features of the system when under legislative attack.
2. Continue to work for its improvements.

Civil service has been a part of Minnesota state government since 1939. It is modern in its administration, and in extent of its coverage is one of the best systems in the country. Although firmly established, it has not been subjected to extensive analysis or investigation until the Interim Committee on the Civil Service Program made its study. No material changes have been made in the initial Civil Service Act since adoption. The report of this committee, the result of 18 months of study of the civil service system of Minnesota, was submitted to the 1955 Legislature. This committee seeks to improve the civil service system through its recommendations.

VETERANS' PREFERENCE

In seeking to improve the civil service system, the League has for many legislative sessions worked for a modification of veterans' preference laws. Minnesota is the only state that grants every known type of preference to disabled veterans. The principle of the merit system requires the selection of public employees solely on the basis of merit and fitness. Veterans' preference is contrary to the merit system because it requires that preference be extended to members of a special class on the basis of membership in that class. The League believes that veterans should be rewarded with some preference in jobs, but that it has been overdone. The following recommendations of the Interim Committee for changes in veterans' preference are essentially the same as those long supported by the League:

1. A passing grade should be required before the application of veteran's preference points.
2. The veterans' preference points should remain as at present: 10 points for disabled veterans, and 5 points for non-disabled veterans, but absolute preference should be abolished.

All veterans should be placed on the eligible lists in the rank their earned score, augmented by veterans' preference points, entitles them.

3. Disability status should be accorded to those veterans actually experiencing a degree of impairment deemed compensable by the Veterans Administration, i.e. disability rated at 10% or greater.

4. The points allowed each veteran, both disabled and non-disabled, should constitute his total veterans' preference credit. Each veteran should have the right to apply such portion of his total credit as he desires on any particular examination for either initial employment or for promotion until his credit is exhausted.

5. Veterans' preference points allowed to a widow of a veteran should only apply as long as she has not remarried.

6. Veterans' preference points allowed to a wife of a disabled veteran should apply only if the disability is rated 50% or more by the U. S. Veterans Administration.

The League of Women Voters agrees with the conclusions of the Interim Committee Report on veterans' preference that:

1. An equitable and just veterans' preference system is perfectly possible without including provisions which discriminate unjustly against disabled veterans, non-disabled veterans or non-veterans.

2. Such a system is compatible with the cause of good government and good public administration.

3. If the modifications should be adopted, Minnesota would join the states having a civil service system and sound veterans' preference system with justice for all.

The League of Women Voters will during the 1957 Legislative session:

- A. Support legislation modifying veterans' preference.
- B. Support uniformity of veterans' preference laws for the state and its subdivisions.
- C. Support additional measures which its members feel enhance the principles of the merit system in government.

1. The Veterans should be placed in the appropriate class in the
their own right, according to the amount of service, and the
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OF MINNESOTA
PROGRAM
FOR
ACTION
1975-1977
STATE PROGRAM

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INTRODUCTION

This is a summary of Program and positions of the League of Women Voters of Minnesota, and of the Council of Metropolitan Area Leagues (CMAL), which represents the seven-county Minneapolis-St. Paul metropolitan area. It describes how League members reached these positions, action that has been taken, and possibilities for future action.

The League of Women Voters State Program is selected by members in individual units through proposals to their local boards of directors, who evaluate and pass the proposals on to the State Board. The State Board then formulates a Program of old and new or amended items which are then discussed, amended, and adopted or rejected at the State Convention. Research committees then prepare basic study information on new Program items. In small units and in large meetings, members weigh the pros and cons of each item, to reach consensus. The State Board receives these consensus reports from the local Leagues, determines areas of agreement, and formulates statements of positions.

The State Board also evaluates specific legislation and decides what action should be taken. There are two kinds of action: 1) developing public support for League positions; 2) supporting specific measures and policies which promote a League position or opposing those which threaten it. The State Board takes official action in the name of the League of Women Voters of Minnesota (LWVMN).

Meanwhile, local Leagues and League members throughout the state promote public support by talking with legislators and community leaders, by attending precinct caucuses and participating in the political process, and by using the media, public meetings and personal contacts to tell their story. Local Leagues also may take action themselves if the action is within national, state, and/or CMAL positions, their membership is informed and in general agreement, and, when the action is on a county basis, other Leagues in the county agree.

The League of Women Voters strongly endorses citizen involvement in the political process. It encourages League members to participate in the political party of their choice. The League itself is nonpartisan; LWV does not support candidates or political parties, and Board members cannot take part in partisan political activities nor run for party-designated public office.

The BILL OF RIGHTS

Article One - Congress shall make no law respecting an establishment of religion, or prohibiting the free exercise thereof; or abridging the freedom of speech, or of the press; or the right of the people peaceably to assemble, and to petition the Government for a redress of grievances.

Article Two - A well-regulated militia being necessary to the security of a free State, the right of the people to keep and bear arms shall not be infringed.

Article Three - No soldier shall, in time of peace, be quartered in any house, without the consent of the owner, nor in time of war but in a manner to be prescribed by law.

Article Four - The right of the people to be secure in their persons, houses, papers, and effects, against unreasonable searches and seizures, shall not be violated, and no warrants shall issue, but upon probable cause, supported by oath or affirmation, and particularly describing the place to be searched, and the persons or things to be seized.

Article Five - No person shall be held to answer for a capital, or otherwise infamous crime, unless on a presentment or indictment of a Grand Jury, except in cases arising in the land or naval forces, or in the militia, when in actual service in time of war or public danger; nor shall any person be subject for the same offense to be twice put in jeopardy of life or limb; nor shall be compelled in any criminal case to be a witness against himself, nor be deprived of life, liberty, or property, without due process of law; nor shall private property be taken for public use, without just compensation.

Article Six - In all criminal prosecutions the accused shall enjoy the right to a speedy and public trial, by an impartial jury of the State and district wherein the crime shall have been committed, which district shall have been previously ascertained by law, and to be informed of the nature and cause of the accusation; to be confronted with the witnesses against him; to have compulsory process for obtaining witnesses in his favor, and to have the assistance of counsel for his defense.

Article Seven - In suits at common law, where the value of controversy shall exceed twenty dollars, the right of trial by jury shall be preserved, and no fact tried by a jury shall be otherwise reexamined in any court of the United States, than according to the rules of the common law.

Article Eight - Excessive bail shall not be required, nor excessive fines imposed, nor cruel and unusual punishments inflicted.

Article Nine - The enumeration in the Constitution of certain rights shall not be construed to deny or disparage others retained by the people.

Article Ten - The powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively or to the people.

There are other rights in additional Constitutional amendments on voting, citizenship, discrimination, etc. that are covered by our Principles.

League of Women Voters PRINCIPLES

- The League of Women Voters believes in representative government and in the individual liberties established in the Constitution of the United States. (These liberties are found in the first ten amendments to the Constitution, the Bill of Rights.)
- The LWV believes that democratic government depends upon the informed and active participation of its citizens and requires that governmental bodies protect the citizen's right to know by giving adequate notice of proposed actions, holding open meetings and making public records accessible.
- The LWV believes that every citizen should be protected in the right to vote; that every person should have access to free public education which provides equal opportunity for all; and that no person or group should suffer legal, economic or administrative discrimination.
- The LWV believes that efficient and economical government requires competent personnel, the clear assignment of responsibility, adequate financing and coordination among the different agencies and levels of government.
- The LWV believes that responsible government should be responsive to the will of the people; that government should maintain an equitable and flexible system of taxation, promote the conservation and development of natural resources in the public interest, share in the solution of economic and social problems which affect the general welfare, promote a sound economy and adopt domestic policies which facilitate the solution of international problems.
- The LWV believes that cooperation with other nations is essential in the search for solutions to world problems, and that the development of international organization and international law is imperative in the promotion of world peace.

STATE PROGRAM 1975-1977

Adopted by the State Convention,
League of Women Voters of Minnesota, June, 1975

- I. CORRECTIONS:** Support of a correctional system responsive to the needs of the individual offender and of society.
- II. JUDICIARY:** Support of a judicial system with the capacity to assure a speedy trial and equal justice for all.
- III. ENVIRONMENTAL QUALITY:** Support positions adopted through national consensus supporting a physical environment beneficial to health; action to promote wise use of water resources and improvement of water and air quality; support of measures to reduce generation of solid waste. State: Support of an overall land use plan with maximum cooperation and implementation at the regional and local level, with state help in developing and exercising land use management, with opportunity for maximum local decision making, and with regional planning and regulation for matters of more than local concern.
- IV. EQUALITY OF OPPORTUNITY:** Support of policies to ensure equality of opportunity in employment, real property, public accommodations, education and other public services for all persons. Support of administrative enforcement of antidiscrimination laws. Support of state responsibility for and responsiveness to Indian citizens.
- V. EDUCATION:** Support of increased state responsibility in creating equal public educational opportunities for all Minnesota children through measures to correct racial imbalance and ensure adequate financing of public schools.
- **Study on Foundation Aid Formula:** Focus on cost differences caused by location and/or degree of urbanization and the effects of fluctuating enrollments. Consensus 1976.
 - **Study of tenure laws (public employment regulations) and the impact of public employee bargaining laws as they apply to schools.** Mini-consensus 1977.
- VI. ELECTION LAWS:** Support of improvements in election laws regulating campaign practices, election procedures, voting and school district elections.
- VII. ORGANIZATION OF STATE GOVERNMENT:** Support of improved structure and procedures for the Minnesota Legislature and Executive Branch; support of an improved process for amending the Minnesota Constitution.
- VIII. FINANCING GOVERNMENT:** Support of property tax reform.
- **A study of the source and distribution of state revenue.**
 - **A study of the effects of shifting tax burdens.**
 - **Evaluation of the most equitable and effective method of funding services to all levels of government.**

CORRECTIONS

Support of a correctional system responsive to the needs of the individual offender and of society.

Positions

- Support of correctional options which will protect society from the offender.
- Support of provision of a continuum of correctional options available according to the needs of the individual offender. The continuum should range from maximum security to facilities and services in the community.
- Support of treatment and rehabilitative programs for all offenders. Among the programs should be those of mental health, education, job preparation, employment assistance and counseling. There should be appropriate incentives to encourage offender participation in programs.
- Support of recognition of the offender as an individual with basic human rights commensurate with constitutional rights except as necessary for the protection of offenders and society. These rights include, but are not limited to, healthful conditions and due process.
- Support of ongoing programs of evaluation and research as an aid in setting program priorities. Included within the scope of the program are need identification, data collection and retrievability, and the use of the scientific method in designing the evaluation plan.
- Support of education programs aimed at increasing citizen knowledge and awareness of all facets of corrections.
- Support of up-to-date personnel procedures including, but not limited to, training, compensation plans, grievance procedures.

Juvenile Justice Positions

- A program of evaluation of the juvenile justice system in Minnesota.
- Continual evaluation of all existing programs for juveniles and their families funded and/or used by public agencies.
- The availability of a complete continuum of services for troubled, delinquent, abused and neglected youth and their families. This includes quality community based corrections in all geographic areas as an alternative to the traditional institutional setting in an attempt to assure the most successful rehabilitation and prevent further offenses. It does not deny the value of secure institutional treatment for some. We define quality as including proper supervision, standards, inspections and screening of residents.
- Maximum effort directed toward finding adequate alternatives to detention, juvenile court processes and institutionalization.
- Diversion of juveniles to community alternatives from the formal judicial process at all levels.
- The consideration of confidentiality in efforts to coordinate services for juveniles.
- Constitutional protections for juveniles equal to those for adults, including due process of law and protection from invasion of privacy and protection from unwarranted removal from their families.

STATEMENT OF POSITION
ON
SENTENCING

The League of Women Voters of Minnesota supports sentencing decisions based on circumstances in relation to the crime, the offender and the effect on public safety. These decisions are to be made by the judge within legislative guidelines.

Explanation:

Consideration of the crime should include mitigating and/or aggravating circumstances. Strong support is given for use of diversion and contracts between offenders and authorities. Basing the sentence only on the seriousness of the crime or only on the needs of the offender is not considered adequate. No consensus was reached on plea bargaining, sentence length or good time.

Consideration in sentencing the offender should include factors such as the need for drug counseling, a marketable skill, academic training, psychiatric treatment.

Restitution should also be included when appropriate. Consideration should also be given to the availability of a residence and/or employment and the resolution of the causative situation.

The effect on public safety was a concern of a majority of responding units. This concern is also reflected in our statement under Corrections.

The consensus supported a presumptive sentencing model approach over all the other sentencing models. A negative response was given to indeterminate, administratively fixed and judicially fixed models. No consensus was reached on determinate or legislatively fixed models.

- With regard to court records, the right of every juvenile and the juvenile's parent or guardian to know the record exists, to see the record unless it is detrimental to the welfare of the juvenile, to correct the record if inaccurate and to safeguard against unwarranted disclosure. (Juvenile court records are defined by law and procedures to include all documents filed with the juvenile court and all documents relating to the apprehension, detention, adjudication or disposition of the subject of a juvenile court case. Included are records of the court, court services, welfare and law enforcement agencies. It excludes records relating to traffic offenses, cases of persons contributing to delinquency or neglect of a child, and adoption records.)
- Mandatory training in development and problems of adolescents for all persons working with youth in the juvenile justice system.

History

A study of the correctional system for both adults and juveniles in Minnesota was adopted as a Program item at the 1973 state convention. Local Leagues studied corrections on the local and county levels as well as the state level. Consensus on adult corrections and concurrence on juvenile corrections were reached in spring, 1975. More changes in the correctional system should be forthcoming as the Legislature continues to expand on the 1973 Community Corrections Act.

Local Action

Local Leagues can work to build public support for community-based facilities.

JUDICIARY

Support of a judicial system with the capacity to assure a speedy trial and equal justice for all.

Positions

- Support of administrative reforms that expedite justice: establishment of a unified court system, an intermediate appellate court, and procedures to strengthen and streamline judicial administration; additional staff for prosecution, public defenders and legal services when such needs are established; statewide guidelines on bail-fixing process; standardization of forms and procedures; use of technology in administration; use of juries in civil cases only by request.
- Support of methods to improve judicial quality: a nonpartisan selection with a commission to propose names for all appointments to the bench; mandatory training for all judges; adequate salary increases for judges and related revision of retirement benefits.
- Support of procedural reforms that ensure individual rights and access to due process of law: reform of bail process to recognize methods other than monetary to ensure appearance of accused at trial; strict guarantees to

ensure protection of the defendant and society in the use of plea bargaining; sentencing alternatives; methods to reduce disparity in sentencing; no-fault divorce procedure using irremediable grounds as means for dissolution; guarantees to witnesses in grand jury proceedings re: counsel in proceedings, availability of information to defense counsel and restrictions on waiving immunity in later trials; retention of age 18 for persons under jurisdiction of juvenile court; mandatory first appearance in juvenile court for all persons under jurisdiction of such court; requirement of formal transcript of commitment hearings with a rule or regulation protecting privacy of such records.

- Support of the development of community alternatives as an adjunct to the judicial system: alternatives for sentencing; alternatives for handling behavior now defined as "status offenses" and "social (or victimless) crimes."

History

A study of the state judiciary was adopted as Program in 1971. Local Leagues observed the various levels of the Minnesota courts system and studied their constitutional and statutory requirements. Consensus was reached in March, 1973. League anticipates that the state legislature will consider certain changes in the judiciary system during the 1975 interim and in the 1976 session. League action will emphasize court unification, alternatives for handling behavior now defined as "status offenses" and "social (or victimless) crimes", guarantees to witnesses in grand jury proceedings, and support of community alternatives as an adjunct to the judiciary system.

Local Action

Local Leagues can help develop community understanding and support for such major reforms as **merit selection of judges**, creation of an **intermediate appellate court**, and establishment of a **uniform court system**. They can continue **observing** their local courts; **evaluate the need for more staff** — prosecutors, city attorneys, public defenders, legal services; **evaluate community alternatives for sentencing** and generate interest and acceptance of alternatives by **keeping the community informed**; **set up public meetings and forums** to demonstrate the value of nonpartisan selection of judges and a unified court system.

ENVIRONMENTAL QUALITY

Support positions adopted through national consensus supporting a physical environment beneficial to health; action to promote wise use of water resources and improvement of water and air quality; support of measures to reduce generation of solid waste. State: Support of an overall land use plan with maximum cooperation and implementation at the regional and local level, with state help in developing and exercising land use management, with opportunity for maximum local decision making, and with regional planning and regulation for matters of more than local concern.

State Positions on Solid Waste

- Support of state government taking measures to reduce the generation of municipal solid waste through research and development of alternatives to sanitary landfills.
- Support of measures to discourage the use of nonreturnable beverage containers.
- Support of flexibility in the establishment and enforcement of standards in solid waste management to allow the state to adopt more stringent standards than federal standards.

State Positions on Land Use

A state plan should:

- be tied closely to integrated planning (e.g. human services, highways).
- be coordinated with plans and policies of local and regional agencies.
- require local governments to exercise at least a minimum level of planning and control.
- recognize fragile or historic land, renewable resource lands, and natural hazard lands as critical areas and subject them to at least minimal control.
- require impact statements on major public and private development.
- provide financial aid for research, technical assistance and state data for local and regional governmental units.
- provide authority to local and regional governmental units to exercise innovative planning and regulatory techniques such as land banking, planned unit development, transfer of development rights, timed development ordinances.
- provide for an appeals board to arbitrate conflicts among governmental bodies and between citizens and governmental bodies.

National Positions on Land Use

- Recognition that land is a finite resource and ownership implies stewardship.
- Insurance of effective citizen participation through adequate funding for citizen information.
- Land use related to its inherent characteristics and carrying capacities.
- Consideration of human needs.
- Conservation and wise use of energy incorporated into planning and management.
- Maintenance and improvement of quality of urban communities.
- Insurance of public access to unique recreational areas with regard to carrying capacities.

History

Water: With initiation of a national study of water resources in 1956, local Leagues in Minnesota began to investigate problems in their own communities and in river basins. League has been concerned with the state's role in managing and financing water resource development and has supported state

participation in interstate commissions to provide comprehensive planning for boundary waters. Action has included support for the Minnesota Pollution Control Agency in requesting adequate funding, training and certification of sewage treatment plant operators, and state funds for municipal sewage plants. 1973 saw the enactment of many water quality bills supported by League — mandatory shoreland zoning in incorporated areas, broadened definition of public waters to include wetlands, mandatory flood plain zoning, strict drainage controls, statewide water inventory. In the next legislative session there was controversy over the new drainage controls, and bills were introduced to weaken the Department of Natural Resources. League opposed these bills and worked to help the state retain control over public waters. **Air:** In 1971 League reached national consensus on air quality and members testified during legislative hearings on air quality standards. League also supported mandatory vehicle emissions inspection and the disbursement of dedicated highway trust funds to municipalities for mass transit. This latter action emanated from national League guidelines, using positions on Human Resources as well as Air Quality. League has emphasized mass transit as the logical solution to air pollution problems in heavily trafficked areas. **Solid Waste:** Local Leagues studied their communities' solid waste management practices to reach both state and national consensus during the 1973 legislative session, enabling League to lobby for bills discouraging use of nonreturnable beverage containers and establishing regional resource recovery centers. Current action supports charging a deposit for beverage containers. **Energy:** The national position was reached in 1975 through concurrence. Action included support of bills and sponsorship of an Energy Conservation Conference. State and national consensus on land use were reached in 1975 after two years of study.

Local Action

Local Leagues can participate in the **Minnesota Against Pollution (MAP)** program, and can work on local action re location of **sanitary landfills**, variances granted in **shoreland zoning**, **drainage** projects, proposals for **expenditure of federal revenue sharing funds**, **wetland protection** ordinances, and **sediment control** ordinances. They can monitor local industries to see if they are conforming to **air quality** standards as defined by the Minnesota Pollution Control Agency. They can work to establish **collection centers for recycling**, remembering, though, that recycling glass bottles consumes energy, which makes returnable bottles a far better answer. Public support for **deposits on beverage containers** continues as an important action item. Re energy, local League members can practice **energy conservation** at home and support local measures to implement energy conservation, remembering that implementation must take full account of economic consequences, distribute costs and hardships as fairly as possible without bearing unduly on the poor, and give full consideration to the environment. Local Leagues can also explore what their communities and regions are doing about **land use planning**. Do your local community and region have land use plans? Are they coordinated? Are they being followed? Leaguers can observe land use planning functions and testify, using national and state positions.

EQUALITY OF OPPORTUNITY

Support of policies to ensure equality of opportunity in employment, real property, public accommodations, education and other public services for all persons. Support of administrative enforcement of antidiscrimination laws. Support of state responsibility for Indian Citizens.

Positions

- Support of the principle that the state is responsible for all its citizens on an equal basis and should work to ensure equal treatment for all citizens by all levels of government.
- Support of antidiscrimination legislation as a necessary means of eliminating discrimination.
- Support of the principle of fair housing and antidiscrimination laws governing transactions of all real property regardless of whether the financing is public or private.
- Support of adequately financed enforcement of antidiscrimination laws dealing with employment, housing, real property, public accommodations, education and other public services.
- Support of state legislation to ensure services for Indian citizens which are equal to those provided for other citizens. Where Indians are singled out for special attention, that attention should be directed towards solving existing jurisdictional conflicts in order to guarantee equal treatment of Indian citizens by all levels of government. Programs should have the explicit recognition that the basic decisions regarding Indian lives and property are to be made by them.
- Support of a state agency of Indian affairs which meets the following criteria: acceptable to the Indians themselves, permanent, staffed by professionally qualified people, authorized to act in setting up, carrying out and co-ordinating programs, empowered to use the services of other existing agencies and provided with adequate funds.
- Support of the correction of racial imbalance in the schools.

History

Antidiscrimination and ERA: In 1949 League began a broad study of civil rights in Minnesota. During the 1950's League focused on employment on merit and worked with other groups to secure passage of the Fair Employment Practices Act (1955) which was incorporated into the State Act Against Discrimination in 1961. During the 1960's League continued investigating employment practices, discrimination in housing and public accommodations, the special problems of Minnesota Indians, and two factors contributing to inequality of opportunity in education (the common school district and racial imbalance). League supported formation of the Department of Human Rights in 1967. In 1973 it supported legislation which extended coverage of the Department of Human Rights to all cases of discrimination because of sex, marital status, physical disability or being a recipient of public assistance. In supporting antidiscrimination legislation, League members favor education

and conciliation to change behavior patterns, guarantees of swift redress for the aggrieved citizen, workable enforcement procedures and adequate funding for the Department of Human Rights. The 1972 National Convention authorized action at the state and local level opposing discriminatory practices against women and supporting the Equal Rights Amendment to the U.S. constitution. In 1973 the Minnesota League (as a member of the state Coalition to Ratify the Equal Rights Amendment) successfully supported ratification of the Equal Rights Amendment by the Minnesota legislature. In 1975, League, in coalition with other groups, continued to interpret the ERA and prevent rescission in Minnesota. League also lobbied as part of a women's coalition for legislation to give girls an equal chance with boys to participate in school athletic programs. **Merging National and State Positions on Equality of Opportunity:** The League of Women Voters of the United States began to study development of human resources in 1964, reaching consensus in 1966. Unqualified support of equal opportunity in housing was added to the national Position in 1968. Because their Positions are so similar, national and state Programs have been merged for state action purposes on welfare, housing supply, tenants' rights, minimum wage and support of poverty programs. In 1967, League worked to extend opportunities for education of children receiving Aid to Families with Dependent Children (AFDC). During the 1973 legislative session, League supported measures to abolish the township system of general relief, apply state standards and 50% state-reimbursement for general relief, and urged higher payment standards for categorical welfare aid programs and supplemental payments for Old Age Assistance, Aid to the Blind and Aid to the Disabled so that federalization of these programs would not result in lower payments. Since 1969, League has supported tenants' rights legislation, a state uniform building code, establishment of the Minnesota Housing Finance Agency, and enabling legislation for agencies which would assist in planning and developing housing. League also testified in support of an increase in the minimum wage. With termination of many federal programs affecting the poor and the advent of federal revenue sharing to partially fund replacements, League realizes the increasing importance of these programs' receiving priority at the local and state level. **Minnesota American Indians:** League supported creation of the Indian Affairs Commission in 1963, and helped it retain its independent identity in 1967, when League supported Indian leaders in their successful effort to keep the Indian Affairs Commission from being merged into the Department of Human Rights. In 1969 League lobbied in favor of urban representation on the Commission, which was reorganized to include four reservation Indians and four urban Indians. This was not entirely satisfactory to the Indians, but it increased their total representation on the Commission from three to eight, giving them control. In principle, League opposes legislation which singles out any race, or provides separate services. However, Indian citizens have historically been singled out for separate consideration, and League feels that special attention must continue to be given them as they work for the right to make basic decisions regarding their lives. In 1971 and 1973, League lobbied for legislation to return to the Indians hunting, fishing and ricing rights guaranteed by early treaties. After a district court decision granted these rights to Leech Lake Indians within the original reservation area, a compromise between the Indians and the state was worked out, and legislation implementing this passed in the 1973 session with League support. League also testified favoring a revolving fund for Indian business development financed by 20% of a new state tax on severed mineral rights. In the 1975 legislature League supported retrocession

for the Chippewa reservations. **Racial Imbalance in the Schools:** Program and Positions on this item will be found under **Education** in the following section.

Local Action

Local Leagues can continue to inform their communities about the merits of the **Equal Rights Amendment** and be alert to efforts to rescind Minnesota's ratification of ERA. They can monitor local government actions under the **Community Development and Housing Act** of 1974, watching particularly for the required citizen participation. They can be aware of provisions of the state **antidiscrimination** law and be alert to instances of discrimination at the local level. They can monitor **human relations programs in local schools**, public and private, including implementation of the Johnson O'Malley Act (Bureau of Indian Affairs), the Elementary and Secondary Education Act (ESEA). Title I, and its 1974 amendments, seeing to it that **athletic programs for girls** as required by the 1975 state legislature and **minority human relations** committees required by state laws are implemented. They can strongly support and monitor programs to help the disadvantaged, including **Comprehensive Employment and Training Programs**, Food Stamps and **food pantries**, **Day Care**, and **Welfare and Social Services**. They can work to ensure citizen participation on public welfare and **human services advisory boards** and committees. And last but not least, they can monitor **federal revenue sharing** allocations to make sure human needs have high priority.

EDUCATION

Support of increased state responsibility in creating equal public educational opportunities for all Minnesota children through measures to correct racial imbalance and ensure adequate financing of public schools.

Positions

- Correction of racial imbalance in the schools. The state should have the power to investigate, to set and enforce standards, and to give extra financial help to achieve these standards.
- An equalization aid formula which would include a greater proportion of local operating expenses, consideration of per capita income in addition to assessed valuation, continued consideration of the proportion of children at different grade levels, recognition of the proportion of property taxes used for municipal services, and partial financing by property tax to maintain local control.
- Transportation aid reflecting current costs.
- Adequate financing of special aids for children with physical and mental problems, gifted children, and children with other learning disabilities.
- Increasing state responsibility for phases of education which may require financial aid, specifically assistance in capital improvements, upgrading local educational standards, and encouraging experimental programs.

New Studies

Study of Foundation Aid Formula: Focus on cost differences caused by location and/or degree of urbanization and the effects of fluctuating enrollments. Consensus planned for March, 1976.

Study of Tenure Laws (public employment regulations) and the impact of public employee bargaining laws as they apply to schools. Consensus, if indicated, planned for 1977.

These two interrelated items were adopted for study, consensus and action at the 1975 State convention. League will attempt to determine whether costs of education are indeed different in various areas of the state and for districts of varying sizes, and if so, what factors lead to those differences. League's position on equality of opportunity will be reexamined to determine whether equal dollars amount to equal opportunity. If not, what other criteria could be applied? In addition, since tenure laws and bargaining rights recently enacted for public employees are closely associated with the problem of fluctuating enrollments, especially when enrollment decreases, League will trace the history of tenure and the unionization of teachers, administrators, and other public employees.

History

In conjunction with the national study on Human Resources, League examined equality of educational opportunity in Minnesota in 1966. Focusing on the small school district and racial imbalance, League reached consensus in 1967 and subsequently supported legislation that eliminated the state's 850 common school districts (those not having a high school) by consolidation. Since 1967 League has supported the State Board of Education's efforts to achieve racial balance and has urged more transportation aids to help achieve this goal. League is prepared to oppose antibusing bills. During the 1971 legislative session, many League positions were incorporated into education financing statutes: less reliance on local property tax and more reliance on state funds; average daily attendance changed to average daily membership in computing state aids; greater state aid for children of AFDC families in districts with relatively high proportions of these children; handicapped aids expanded to include trainable mentally retarded children. More recent legislation in line with League positions increased AFDC pupil payments on a graduated scale as numbers of these students increase, saw the state taking greater responsibility for transportation costs, and increased state reimbursement for salaries for educating handicapped children (including children with learning disabilities). A Council on Quality Education has been established to review and award state funding for innovative programs in local school districts.

Local Action

Local Leagues can support and encourage **desegregation efforts** in their schools. They can show their concern about **antidiscrimination and antipoverty** efforts in the schools by monitoring enforcement of **Equality of Opportunity** items listed earlier — **human relations training** programs in the schools, elim-

EDUCATION POSITION SHOWING NEW POSITION

Support of increased state responsibility in creating equal public educational opportunities for all Minnesota children through measures to correct racial imbalance and ensure adequate financing of public schools.

POSITIONS

- . Correction of racial imbalance in the schools. The state should have the power to investigate, to set and enforce standards, and to give extra financial help to achieve these standards.
- . An equalization aid formula which would include a greater proportion of local operating expenses, consideration of per capita income in addition to assessed valuation, continued consideration of the proportion of children at different grade levels, *consideration of enrollment fluctuations when determining pupil units, and in the case of declining enrollments extending beyond two years the time for reducing pupil unit counts*, recognition of the proportion of property taxes used for municipal services, and partial financing by property tax to maintain local control.
- . *Categorical aid to school districts which have high salary costs per pupil unit. Such aid should not preclude careful planning and evaluation of local school district expenditures.*
- . Transportation aid reflecting current costs.
- . Adequate financing of special aids for children with physical and mental problems, gifted children, and children with other learning disabilities.
- . Increasing state responsibility for phases of education which may require financial aid, specifically assistance in capital improvements, upgrading local educational standards, and encouraging experimental programs.

ination of discrimination because of race, sex, marital status, disability, or receipt of public assistance, and implementation of the federally-required committees established under the **Elementary and Secondary Education Act (ESEA)**, Title I, and the **Johnson O'Malley Act (Bureau of Indian Affairs)**. Local Leagues can also support **special aid programs for special children** — the physically and mentally handicapped, the gifted, and those with learning disabilities. Local League Education observers might also want to observe **school election procedures**.

ELECTION LAWS

Support of improvements in election laws regulating campaign practices, election procedures, voting and school district elections.

Positions

- Support of the public's right to comprehensive disclosure of all political campaign contributions and expenditures: mandatory, timely, uniform and complete reports of campaign contributions and expenditures should be made to a central authority responsible for disseminating such information to the public; responsibility for reporting contributions to the candidate's campaign and for reporting expenditures by the candidate and those made on the candidate's behalf rests squarely on the candidate; penalties should be stringent enough to ensure compliance by candidates.
- Judicious use of public resources to finance campaigns.
- Reduction of the amount of money spent on campaigns.
- Support of centralized responsibility in the state government for achieving uniform election procedures and for training election officials.
- Support of extension of mandatory voter registration prior to election day to cover more voters through inclusion of more municipalities through county-wide registration, or through state-wide registration.
- Support of extension of election laws to cover school district elections, including uniform mandatory voter registration.
- Support of rotation of names of candidates for the same office on ballots and repeal of present state election statutes forbidding rotation of names on partisan ballots.

History

Party Designation: Party designation for state legislators became part of State League Program and action in 1951. Frequent League testimony and intensive lobbying at the legislature helped party designation become law in 1973. At the 1975 State Convention, delegates voted to delete the position on party designation, since chances for repeal are remote. **Campaign Spending:** A 1961 League study of campaign practices showed that obsolete limits on the amount of money a candidate might spend in a campaign had resulted in a multiplicity of "volunteer" committees. This led to League positions on the

people's right to know how much money is spent in a campaign, where it comes from, and how it is spent, and the idea that the candidate should be responsible for such reporting. In 1972, League arrived at the additional positions that efforts should be made to curtail campaign costs, and that public resources should be used to finance campaigns. League continued active in the 1973 legislative session, working in coalition on major campaign financing legislation which resulted in establishing the State Ethics Commission in 1974; League monitors this Commission. Currently legislation is being considered to regulate campaign contributions and expenditures for candidates for municipal and county offices. **Election Laws:** League began studying election laws in 1957. Many League members, as direct observers of the election process, have seen the need for standardized procedures and adequate training for election judges. Action in 1976 is anticipated on mandatory training of election judges; funds for this program are included in the current state budget. Further support for this position on election laws was obtained in 1974, when League surveyed county auditors to identify problems in administration of election laws. League lobbied for several sessions to extend voter registration. It supported registration of voters prior to election day to ensure order and regularity in voting procedures, and in recognition of the fact that with today's mobile population, election judges no longer can identify their neighbors by sight. In the 1973 legislative session an Omnibus Registration Bill passed with League support. It centralizes responsibility for registration rules and regulations with the Secretary of State, establishes state-wide registration procedures, requires counties to maintain permanent registration lists, and permits postcard registration and registration on election day itself. However, the 1974 Legislature amended this to allow a county with no population center of 10,000 or more to be exempted from permanent registration by a resolution of its county board. Sixty-four counties in Minnesota are affected. Action to repeal this option is a possibility in 1976. Re school district election laws, League members reached consensus in 1972 and lobbied for a bill which passed in 1973, simplifying absentee balloting, requiring rotation of candidate's names on nonpartisan ballots, and forbidding solicitation of votes on election day within 100 feet of the polling place or campaigning on election day. Several proposals for rotation of names on the ballot by office for all elections, including partisan ones, were made during the 1975 session, and League efforts will continue in 1976. Currently the issue centers around rotation of party columns and/or putting one party at the top of the ballot in presidential election years and the other party at the top in gubernatorial election years. League's support of state ratification of the 18-year-old voting amendment to the Constitution was authorized under a By-law passed at League's 1970 National Convention. Under this position the state League successfully lobbied in 1974 in support of legislation to allow citizens to vote for county commissioners immediately following redistricting.

Local Action

Local Leagues can observe the new **voter registration** processes and be alert for voting rights violations. They can check to see whether candidates and volunteer committees file **campaign expenditure reports**, whether polling places are conveniently located, whether **school elections** function properly.

ORGANIZATION OF STATE GOVERNMENT

Support of improved structure and procedures for the Minnesota Legislature and Executive Branch; support of an improved process for amending the Minnesota Constitution.

Positions

- Support of legislative reform through improved procedures for providing information, adequate research assistance, no increase in size (reduction in size is desirable), realistic compensation for legislators, improved organization of committees, legislative sessions of adequate length, and allowing the legislature to call itself into special session. The legislature should meet annually and should have the power to determine the time of meeting and length of session and should have the power to recess.
- Support of a post-auditor appointed by and directly responsible to the legislature.
- The legislature should reapportion itself regularly and equitably. Though primary responsibility for reapportionment rests with the legislature, definite procedures should be established when the legislature fails to act.
- Support of measures to change the process of amending the State Constitution by retaining a simple majority vote by the legislature in proposing an amendment and requiring a simple majority of those voting on the question for ratification.
- Support of changes in executive structure characterized by clear lines of authority and responsibility, elimination of duplication and overlapping of agencies, a structure of organization designed to focus on current and emerging problems, and a system of standard nomenclature.

History

Organization of State Government was adopted for study in 1967 with an overall look at the Minnesota legislature and the executive branch. Consensus was reached in 1968 on the legislative branch, and in 1970 on the executive branch, incorporating earlier League positions such as support for annual flexible sessions, legislative post-audit, reapportionment, and changing the amending process, some of them dating from League's 1947 study of the State constitution. Minnesota now has a two-year flexible session. The legislative process has become more open to the public, with information about the legislature and copies of bills easier to obtain. Research assistants have increased. Organization of committees continues to improve, although reducing the number of committees has substantially increased the number of sub-committees. Legislators received a per diem increase in compensation and additional expense allowances in 1973; the 1975 legislature voted to provide lodging expenses in addition to per diem and also to allow travel expenses within a legislator's district. The extension of the Open Meeting Law requires all meetings of governmental bodies to be open to the public (exceptions are the Board of Pardons, the Minnesota Corrections Board, and the legislature, which sets its own rules). League testified during the 1974 interim and state and local Leagues continue to monitor compliance with this law at all levels of

government. **Reapportionment:** League's study of the state constitution showed that the legislature's failure to reapportion itself since 1913 was contrary to the constitution. League concluded that the constitution should be changed to define procedures to be taken if the legislature fails to act. (For apportionment background, see League's National Program item on Representative Government in **Background on National League Program 1974-1976**, page 22. League nationally supports apportionment substantially on population, and opposes any amendment to the United States constitution to permit factors other than population to be used in apportioning state legislatures.) **Amending the constitution:** The 1947 state constitution study also showed the need for changing the amending process. Ratification of a constitutional amendment requires a majority vote of all those voting in the election. Thus a voter who votes but fails to vote on the amendment, automatically casts a "no" vote. League believes that the requirement for ratification should be changed to a majority of those voting on the question. The state legislature is considering legislation to allow amendments to be passed by 55% of those voting on the question; this issue will continue to receive League support. **Executive Reform:** The 1973 legislature created a new Department of Finance, a central state agency to have financial control over executive departments, while a post-audit commission was established to report to the legislature on performance of state agencies and effectiveness of its programs. The 1975 legislature enacted legislation and renamed certain agencies to create a uniform designation for state boards, commissions, committees and councils. Functions of certain state agencies were transferred or abolished, two advisory committees were created, 221 appointed positions were abolished or transferred from appointment by the Governor to appointment by another authority, and 156 new positions were created. Pending legislation will further define organization and operation of state boards, commissions, councils, committees, etc.

Local Action

Local Leagues can monitor local governing bodies to make sure they are complying with the **Open Meeting Law**, which became effective May 1, 1974, requiring that meetings of all governmental bodies be open to the public, with exception of the Board of Pardons and the Minnesota Corrections Authority, and that such bodies maintain records of their actions and make such records available to the public. They can also check to see whether local governmental districts, wards, precincts, etc., have **equal population** according to the 1970 census.

FINANCING STATE GOVERNMENT

Support of property tax reform.

Positions

- The League of Women Voters of Minnesota supports property tax reform through equitable assessments, fewer classifications, and more restrictive criteria for determining exemptions. We also advocate less dependence on the property tax as a source of revenue.

- We support equitable assessments by professionally trained, adequately paid assessors with districts large enough to warrant their full-time employment. Periodic reappraisals should be mandatory. The state should be responsible for achieving uniform standards for assessment and should assess industrial property. There should be fewer classes of property for taxing purposes.
- We believe the criteria for determining property tax exemption should be more restrictive. Property that is profit-making or in competition with private taxpaying enterprises should be taxed regardless of ownership. There should be periodic reconsideration of each exemption and owners of exempt property should pay enough taxes, or a charge in lieu of taxes, to cover the costs of local services. Tax exemptions as socio-economic incentives should be used sparingly and for a limited time in each case.
- We believe that dependence on the property tax should be diminished because it does not necessarily reflect ability to pay and equitable administration is difficult. Local services such as police and fire protection, streets, parks, and sewers are the services most appropriately financed by the property tax. Services of broader than local significance such as welfare are less appropriately financed by the property tax. Education is appropriately financed partly by the property tax and partly by revenue from other sources.

New Study

Study of the source and distribution of state revenue. Study of the effects of shifting tax burdens. Evaluation of the most equitable and effective method of funding services to all levels of government.

The 1975 State Convention adopted these items for study. The study will look at the social and political implications of present financing methods and their effect on people and programs, and will examine alternative sources and distribution of revenue. Consensus will depend on progress of the study.

History

Since 1965, League has studied financing of state and local governments, focusing on the property tax. In 1969, League lobbied successfully for legislation permitting counties to establish a county assessor system; all assessors must be professionally accredited. In the 1973 session, League expressed concern about a proposal to freeze property tax reevaluation procedures. In conjunction with its Education Position, League supported a shift in 1971 away from the property tax and toward greater state funding of education. In 1975 the legislature passed bills providing income-adjusted tax relief in addition to the homestead credit, an additional tax on taconite and iron sulphides, an increase in the gasoline excise tax, increased limitations on assessed valuation, an increase in the individual income tax credit, and state assumption of 90% of welfare medical costs. A constitutional amendment passed in 1970 allows the legislature to restrict the amount of tax-exempt property and to eliminate many inequitable situations. However, the legislature has not acted to implement this mandate.

Local Action

Local Leagues can check to make sure their county has a **county assessor** system with professional, full-time assessors. They can also survey the land in their community to find out how much has **tax-exempt** status.

THE COUNCIL OF METROPOLITAN AREA LEAGUES (CMAL)

The Council of Metropolitan Area Leagues (CMAL) was established in 1962. It is an inter-league organization of the 34 local Leagues in the seven-county metropolitan area, which includes Anoka, Carver, Dakota, Hennepin, Ramsey, Scott and Washington counties. Through CMAL, League members work to solve governmental problems that extend beyond municipal boundaries within the CMAL area.

GOVERNMENT DECISION MAKING

CMAL supports provisions for coordinated metropolitan services focused through the Metropolitan Council. CMAL will support the development of the Metropolitan Council as the decision-making body for metropolitan needs in accordance with these criteria: efficiency and economy, equitable financing, flexibility, citizen control and responsiveness to the electorate.

New Study

CMAL will restudy and update the government decision-making item to include the following three directives: to monitor and evaluate the functioning of the Metropolitan Council using as criteria efficiency and economy, equitable financing, flexibility, citizen control and responsiveness to the electorate; to address the question of appointed versus elective Metropolitan Council; to evaluate the role of the Metropolitan Council and its relationship to other local governing bodies.

History

In the early 1960's, the Metropolitan Planning Commission, a loose confederation of municipal, county, special district, and other interest groups, was created by local elected officials, who appointed members to the Commission. MPC functioned in a purely advisory capacity, and produced a series of studies of the Minneapolis-St. Paul area's physical, geographic and economic characteristics. The 1967 State Legislature established the Metropolitan Council,

FINANCING STATE GOVERNMENT

POSITION STATEMENT

Support of an equitable and flexible system of taxation. (LWVUS Principles) Support of a flexible Minnesota multi-tax system with emphasis on maintaining state services through a combination of spending cuts and increased taxation when state funds are short and decreased taxation when there is a budget surplus. Support of using the Minnesota individual income tax as the elastic tax, making rates more progressive when increasing state revenue and lowering rates for all income levels when decreasing state revenues. Support of state relief for property taxes. (LWVMN 1977) Support of property tax reform. (LWVMN 1967)

Strong support for setting priorities in allocating state funds. Strong support of state aids to local governments, especially to local school districts and to the local governmental unit that provides the major portion of local services (county and/or city). Strong support of more efficient state administrative and legislative expenditures. (LWVMN 1977)

POSITIONS

- . When taxation is increased to provide additional revenue, we:
 - support retaining exemptions to the sales tax; support sales tax increases on cigarettes and tobacco and alcoholic beverages; do not agree on a general raise in sales tax rates.
 - support more progressive individual income tax rates with exemptions retained at 1977 level; support retaining deductibility of federal income taxes as a feature of the Minnesota income tax; oppose an across-the-board increase in income tax rates.
 - support retaining the Minnesota corporate excise tax with no increase in rate; do not agree on changing the corporate tax to a progressive rate.
 - support retaining the homestead credit and senior citizen freeze credit as forms of state relief for property taxes; support retaining the income-adjusted homestead credit (circuit-breaker).
- . When measures are taken to decrease taxation, we:
 - support retaining the 4% Minnesota sales tax with no increase in exemptions.
 - support a decrease in individual income tax rates; oppose an increase in individual income tax exemptions; oppose a general tax refund.
 - support an increase in the homestead credit as a form of state relief for property taxes.
 - do not agree on decreasing the corporate excise tax rate.
 - do not agree on providing an increase in the income-adjusted homestead credit (circuit-breaker).
- . When cuts in state spending are necessary, we:
 - support cuts in spending for general state government, governor and related agencies, and the legislative branch.
 - oppose cuts in state aid to local governments, especially local school districts.
 - oppose cuts in state spending for natural resources, corrections, higher education and agriculture.
- . When increases in state spending are proposed, we support setting priorities for state spending rather than a percentage increase in all areas of state funding. We:
 - support an increase in state aids to local school districts.
 - oppose increases in spending for general state government, governor and related agencies, and the legislative branch; oppose increases in spending for public retirement benefits.
 - support increases for mass transportation of benefit to the entire state.

which took over the old MPC staff, but had broad assignments in area-wide planning and some specific problems to work on, notably solid waste, sewage (waste water) disposal, and parks and open spaces. Its one man-one vote representation formula was strongly supported by League, which also supported its role as overall planning and coordinating agency for the area, with operational boards supervising day-to-day operation of area services, and local governments involvement in decisions affecting them. With support from CMAL the 1974 legislative session passed the Metropolitan Reorganization Act (MRA), which further clarified the relationship between the Metropolitan Council as the planning and policy setting body and the operational boards as the day-to-day providers of area services. Since its inception, the Metropolitan Council has been concerned with overall growth patterns in the metropolitan area, recognizing that areawide coordination of urban services was needed, and that public investment should be channeled to achieve areawide goals. These goals and policies were incorporated into the Development Framework Guide prepared by the Council in 1974-75 with CMAL assistance; CMAL has supported legislation needed for its implementation. Meanwhile, in 1973 CMAL had begun a study of counties in the Twin Cities area and their role and relationship to the Metropolitan Council. Consensus was reached in 1975. This study resulted in two publications, CMAL's **Seven Counties in Transition: A Study of the Evolving Role of the County in the Twin Cities Metropolitan Area**, and the Hennepin county Leagues' in-depth study, **Hennepin County**.

FISCAL DISPARITIES

CMAL supports area-wide sharing of fiscal resources, to move toward the solution of problems created by fiscal disparities and to finance services which benefit the Twin Cities metropolitan area as a whole or affect the lives of all its citizens.

History

A major barrier to area-wide development has been the multiplicity of local government units — more than 300 in the metropolitan area — each competing for tax monies. In 1971, CMAL supported the "fiscal disparities" bill, which provides for sharing 40% of the growth in commercial-industrial tax base among local units of government in the metropolitan area. Nationally, the bill was a first, and though it was challenged in the courts, it was found to be constitutional. Implementation occurred in 1974, and was reflected in taxes collected in 1975.

TRANSPORTATION

CMAL continues its support of improved mass transit and provision of a new non-air-polluting transit system.

History

Massive highway construction with federal funding and a privately-owned bus system that was consistently losing ridership focused Twin Cities area interest

on mass transit and encouraged CMAL to work for establishment of the Metropolitan Transit Commission (MTC) in 1967. In subsequent legislative sessions and interims, League pressed for condemnation powers for MTC (1969), which made it possible to purchase privately-owned bus companies in the metropolitan area, and adequate financing for MTC (1971), which quadrupled MTC's fiscal resources, making possible route improvements, fare subsidies, and significant progress toward a new transit system. The legislature has concluded that an extensive fixed guideway system is uneconomical at this time; in 1975 the Metropolitan Council Transportation Guide called for reliance on the existing highway system, improved bus service, encouragement of para transit, car pooling and vans, and advocated a transportation system designed to encourage growth in areas that already have other urban services like sewers and water.

LAND USE AND ENVIRONMENTAL QUALITY

CMAL recognizes that increased pressures for development in the entire Twin Cities area indicate the need for a strong public voice in land-use decisions. We support metropolitan-level planning, programs and policies directed toward channeling development in ways that will 1) preserve and enhance the natural environment, 2) use public investment to the best advantage, and 3) provide area residents with diversity in choice of facilities and amenities.

Positions

- Channeling growth so that necessary public services are provided in an efficient, orderly pattern.
- Preserving the natural environment to the extent possible by protecting land and water during and after development, and from development where necessary, and preserving open space for recreation, protection and amenity.
- Using land in the seven-county area to implement social goals, such as a full range of housing choice, adequate transportation, parks and the necessary facilities and amenities to enhance the quality of life.
- The Metropolitan Council should be authorized to develop the policy tools necessary to implement these goals, provided local governments are involved in decisions affecting them.

History

With CMAL support, the 1974 Legislature passed the Parks and Open Space Bill authorizing the Metropolitan Council to set priorities for acquisition of open space in the metropolitan area. In 1975 the Council released its Development Guide chapter dealing with parks.

Local Action

Local Leagues in the metropolitan area can find a basis from which to operate in the 1972 CMAL land use consensus. **Land use** decisions are currently made

at the local government level, and it should be possible to use this consensus locally to act on **planning, zoning, growth patterns, housing, transportation, parks, preserving the natural environment, protecting land and water** during and after development, and from development where necessary, and to preserve open spaces.

COUNTY GOVERNMENT ACCOUNTABILITY

CMAL supports measures to insure accountability and visibility of county government. Also, CMAL supports measures to improve cooperation and communication between the Metropolitan Council and county government within the metropolitan area.

Positions

Accountability of a governmental body is obtained by the effective communication of its policies and procedures to residents of its jurisdiction. While accountability to the citizenry is recognized as a responsibility of all governments, CMAL also recognizes the responsibility of citizens to become adequately informed and involved, as well as to participate in the election process. Accountability of county government would be increased by the following (but not limited to):

- Public access to the budget process where priorities and policies are set, including, for example, citizen review of revenue-sharing allocations and funding for public services and citizen review of methods of setting budget priorities.
- Systematic and objective evaluation of county programs.
- Creation of a public information system to insure not only public access to meetings of the County Board and advisory committees but also more understanding of the issues being considered by the County Board, by ample publication of location, time, date and agenda of meetings, dissemination of information on the procedures for citizen appointments, and publication of background information prior to the decision-making time when policy is set.
- Regular communication between county and municipalities and other levels of government.
- Full disclosure of campaign financing information by every candidate in county elections.

The Metropolitan Council is viewed as the regional planning and coordinating body while the counties are viewed as administrators, implementors, and enforcers of regional policy. CMAL believes that counties should be involved in the initial planning and policy-making stages of Metropolitan Council activities in order for counties to carry out their eventual implementation.

of the local government level. The local government is the primary source of funds for the local government. The local government is the primary source of funds for the local government. The local government is the primary source of funds for the local government.

COUNTY GOVERNMENT ACCOUNTABILITY

Local government is responsible to the voters for the services it provides. The local government is responsible to the voters for the services it provides. The local government is responsible to the voters for the services it provides.

Functions

Responsibility of a government is defined by the powers it has. The local government is responsible for the services it provides. The local government is responsible for the services it provides. The local government is responsible for the services it provides.

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September 1975
LEAGUE OF WOMEN VOTERS OF MINNESOTA
555 Wabasha
St. Paul, Minnesota 55102



**CL
LEAGUE
OF WOMEN VOTERS
OF MINNESOTA
PROGRAM
FOR
ACTION
1977-1979
LWV PROGRAM**

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INTRODUCTION

To the League of Women Voters, **Program** means those issues chosen by the members for study and action. At each level of the League — national, state or local — Program includes items adopted for current study, and carefully worded, study-based consensus positions which lead to action.

Included in this booklet are summaries of the 1977-79 Programs of the League of Women Voters of Minnesota (LWVMN), which includes all local Leagues in the state, and the Council of Metropolitan Area Leagues (CMAL), which consists of the local Leagues in the seven-county Minneapolis-St. Paul metropolitan area.

For each LWVMN Program item on which a position has been reached, you will find:

- a summary of the position, along with a brief statement of the relevant national League (LWVUS) position, if there is one (all in boldface);
- details of the LWVMN position, including the date when consensus was reached on each section;
- a history of League and governmental action in the area;
- suggestions for future action by local Leagues.

LWVMN positions have been grouped in the categories recently adopted by the national League: Human Resources, Natural Resources, Government, and International Relations. Exceptions to these groupings are Education and Criminal Justice, which LWVMN retains as separate categories. To emphasize the fact that the state League often acts on national positions, summary statements of LWVUS positions have been included. For more complete information on the Program of the League of Women Voters of the United States, the reader should see **Impact on Issues, 1976-78** (Publication No. 386, LWVUS, 1730 M Street NW, Washington, DC 20036, \$1.00 prepaid).

In addition to the items adopted for LWVUS and LWVMN Programs, League Principles (a guide to action which evolved from and incorporates former national Program positions) may be the basis for state and local League actions. Following a vote of the 1974 LWVUS Convention, "action to implement the Principles" became part of the national bylaws definition of Program.

State Program is selected by LWVMN members in individual units through proposals to their local boards of directors, who send the proposals to the state Board. The state Board then formulates a recommended Program of old, new and/or amended items consisting of those most frequently mentioned. All items, whether recommended or not, may be discussed, amended and adopted or rejected at the biennial state Convention.

Following adoption of the Program, research committees are formed to prepare study information on new items. In small units and at large meetings, members weigh the pros and cons of issues to reach consensus on each study item. The state Board receives the consensus reports from the local Leagues, determines areas of agreement, and formulates position statements. The process works similarly for CMAL, except that the Program items have regional significance and are chosen and studied by members in the metropolitan area.

The state Board also evaluates specific legislation and decides what action should be taken. There are two kinds of action: 1) developing public support for League positions; 2) supporting specific measures and policies which promote a League position or opposing those which threaten it.

League members throughout the state promote public support by talking with legislators and community leaders; attending precinct caucuses and participating in the political process; and using the media, public meetings and personal contacts to tell their story. Local Leagues may take action themselves if the action is consistent with national, state and/or CMAL positions; their membership is informed and in general agreement; and, when the action is on a county level, other Leagues in the county agree.

The state Board takes official action in the name of the League of Women Voters of Minnesota. This action may consist of writing letters, personal lobbying of members of the Legislature or executive agencies, testimony at legislative hearings, or any other measure deemed useful by the Board.

The League of Women Voters strongly endorses citizen involvement in the political process. It encourages League members to participate in the political party of their choice. The League itself is nonpartisan; LWV, as an organization, does not support candidates or political parties. State Board members are restricted to low-level partisan political activities and may not run for party-designated public office.

LEAGUE PRINCIPLES

- The League of Women Voters believes in representative government and in the individual liberties established in the Constitution of the United States.
- The League of Women Voters believes that democratic government depends upon the informed and active participation of its citizens and requires that governmental bodies protect the citizen's right to know by giving adequate notice of proposed actions, holding open meetings and making public records accessible.
- The League of Women Voters believes that every citizen should be protected in the right to vote; that every person should have access to free public education which provides equal opportunity for all; and that no person or group should suffer legal, economic or administrative discrimination.
- The League of Women Voters believes that efficient and economical government requires competent personnel, the clear assignment of responsibility, adequate financing and coordination among the different agencies and levels of government.
- The League of Women Voters believes that responsible government should be responsive to the will of the people; that government should maintain an equitable and flexible system of taxation, promote the conservation and development of natural resources in the public interest, share in the solution of economic and social problems which affect the general welfare, promote a sound economy and adopt domestic policies which facilitate the solution of international problems.
- The League of Women Voters believes that cooperation with other nations is essential in the search for solutions to world problems, and that the development of international organization and international law is imperative in the promotion of world peace.

THE LEAGUE OF WOMEN VOTERS OF MINNESOTA

Program Adopted by State Convention, June, 1977

I. CRIMINAL JUSTICE

A. JUDICIARY: Support of a judicial system with the capacity to assure a speedy trial and equal justice for all.

B. CORRECTIONS: Support of a correctional system responsive to the needs of the individual offender and of society. Support of sentencing decisions based on circumstances in relation to the crime, the offender and the effect on public safety, made by the judge within legislative guidelines.

II. HUMAN RESOURCES: Support of policies to insure equality of opportunity in employment, real property, public accommodations, education, and other public services for all persons. Support of administrative enforcement of antidiscrimination laws. Support of state responsibility for and responsiveness to Indian citizens.

III. EDUCATION: Support of increased state responsibility in creating equal public educational opportunities for all Minnesota children through measures to correct racial imbalance and insure adequate financing of public schools.

• *STUDY of funding of tenure laws (public employment regulations) and the impact of public employee bargaining laws as they apply to schools (position to be announced in 1978).*

• *STUDY of funding of public libraries in Minnesota.*

IV. NATURAL RESOURCES:

A. SOLID WASTE: Support of measures to reduce generation of solid waste.

B. LAND USE: Support of an overall land use plan with maximum cooperation and implementation at the regional and local level, with state help in developing and exercising land use management, with opportunity for maximum local decision making, and with regional planning and regulation for matters of more than local concern.

V. GOVERNMENT

A. CITIZEN RIGHTS: Election Laws — Support of improvements in election laws regulating election procedures, voting and school district elections. **Campaign Practices—** Support of improvements in election laws regulating campaign practices.

B. ORGANIZATION OF GOVERNMENT: Support of improved structure and procedures for the Minnesota Legislature and Executive Branch; support of an improved process for amending the Minnesota Constitution; support of apportionment substantially on population of all elected state and local governmental bodies.

C. FINANCING STATE GOVERNMENT: Support of a flexible Minnesota multi-tax system with emphasis on maintaining state services through a combination of spending cuts and increased taxation when state funds are short and decreased taxation when there is a budget surplus. Support of using the Minnesota individual income tax as the elastic tax, making rates more progressive when increasing state revenue and lowering rates for all income levels when decreasing state revenue. Support of state relief for property taxes. Support of property tax reform. Support for setting priorities in allocating state funds. Support of state aids to local governments, especially to local school districts and to the local governmental unit that provides the major portion of local services (county and/or city). Support of more efficient state administrative and legislative expenditures.

CRIMINAL JUSTICE

JUDICIARY

LWVMN Position — Support of a judicial system with the capacity to assure a speedy trial and equal justice for all.

Details:

- Support of administrative reforms that expedite justice: establishment of a unified court system, an intermediate appellate court, and procedures to strengthen and streamline judicial administration; additional staff for prosecution, public defenders and legal services when such needs are established; statewide guidelines on bail-fixing process; standardization of forms and procedures; use of technology in administration; use of juries in civil cases only by request.
- Support of methods to improve judicial quality: a nonpartisan selection with a commission to propose names for all appointments to the bench; mandatory training for all judges; adequate salary increases for judges and related revision of retirement benefits.
- Support of procedural reforms that insure individual rights and access to due process of law; reform of bail process to recognize methods other than monetary to insure appearance of accused at trial; strict guarantees to insure protection of the defendant and society in the use of plea bargaining; sentencing alternatives; methods to reduce disparity in sentencing; no-fault divorce procedure using irremediable grounds as means for dissolution; guarantees to witnesses in grand jury proceedings re: counsel in proceedings, availability of information to defense counsel and restrictions on waiving immunity in later trials; retention of age 18 for persons under jurisdiction of juvenile court; mandatory first appearance in juvenile court for all persons under jurisdiction of such court; requirement of formal transcript of commitment hearings with a rule or regulation protecting privacy of such records.
- Support of the development of community alternatives as an adjunct to the judicial system: alternatives for sentencing; alternatives for handling behavior now defined as "status offenses" and "social (or victimless) crimes." (1973)

CORRECTIONS

LWVMN Position — Support of a correctional system responsive to the needs of the individual offender and of society. Support of sentencing decisions based on circumstances in relation to the crime, the offender and the effect on public safety, made by the judge within legislative guidelines.

Adult Corrections Position Details:

- Support of correctional options which will protect society from the offender.
- Support of provision of a continuum of correctional options available according to the needs of the individual offender. The continuum should range from maximum security to facilities and services in the community.
- Support of treatment and rehabilitative programs for all offenders. Among the programs should be those of mental health, education, job preparation, employment assistance and counseling. There should be appropriate incentives to encourage offender participation in programs.

- Support of recognition of the offender as an individual with basic human rights commensurate with constitutional rights except as necessary for the protection of offenders and society. These rights include, but are not limited to, healthful conditions and due process.
- Support of ongoing programs of evaluation and research as an aid in setting program priorities. Included within the scope of the program are need identification, data collection and retrievability, and the use of the scientific method in designing the evaluation plan.
- Support of education programs aimed at increasing citizen knowledge and awareness of all facets of corrections.
- Support of up-to-date personnel procedures including, but not limited to, training, compensation plans, grievance procedures. (1975)

Juvenile Justice Position Details:

- A program of evaluation of the juvenile justice system in Minnesota.
- Continual evaluation of all existing programs for juveniles and their families funded and/or used by public agencies.
- The availability of a complete continuum of services for troubled, delinquent, abused and neglected youth and their families. This includes quality community based corrections in all geographic areas as an alternative to the traditional institutional setting in an attempt to assure the most successful rehabilitation and prevent further offenses. It does not deny the value of secure institutional treatment for some. We define quality as including proper supervision, standards, inspections and screening of residents.
- Maximum effort directed toward finding adequate alternatives to detention, juvenile court processes and institutionalization.
- Diversion of juveniles to community alternatives from the formal judicial process at all levels.
- The consideration of confidentiality in efforts to coordinate services for juveniles.
- Constitutional protections for juveniles equal to those for adults, including due process of law and protection from invasion of privacy and protection from unwarranted removal from their families. (1975)

Sentencing Position Details:

- Support for a presumptive sentencing model, not indeterminate, administratively fixed or judicially fixed.
- Consideration of mitigating and/or aggravating circumstances.
- The use of diversion and contracts between offenders and authorities.
- Sentencing based on both the seriousness of the crime and the needs of the offender.
- Sentencing taking into consideration:
 - the need for drug counseling;
 - whether the offender has a marketable skill;
 - academic training of the offender;
 - need for psychiatric treatment;
 - restitution when appropriate;
 - the availability of a residence and/or employment;
 - resolution of the causative situation.

No consensus was reached on plea bargaining, sentence length, good time, or determinate or legislatively fixed models. (1976)

HISTORY OF STATE ACTION

Judiciary: A study of Minnesota's judiciary system was adopted in 1971. Local Leagues observed the various levels of the Minnesota court system and studied their constitutional and statutory requirements. Consensus was reached in March, 1973. League action continues to emphasize court unification, alternatives for handling behavior now defined as "status offenses" and "social (or victimless) crimes," guarantees to witnesses in grand jury proceedings, and support of community alternatives as an adjunct to the judiciary system.

Corrections: A study of both the adult and juvenile correctional systems in Minnesota was authorized at the 1973 state Convention. League examined correctional institutions, programs and personnel on the local, county and state levels. The adult corrections consensus and concurrence with the consensus of the LWV of Minneapolis on juvenile corrections were reached in the spring of 1975. LWVMN members have lobbied in favor of uniform standards and equal treatment of prisoners in all county jails. They have also lobbied for support of the mutual agreement program, a greater use of community corrections, frequent and regular evaluations, drug education programs, consideration of physical or psychological disorders when specifying treatment or work expectations, the concept of inmate rights, preventive programs for juveniles, and corrective training.

Sentencing: Aware that sentencing was likely to be an issue in the 1977 Legislature, the LWVMN Corrections Committee asked for a mini-study and consensus on sentencing in fall, 1976. After consensus was reached, committee members monitored the progress of bills on determinate sentencing during the '76-'77 legislative session. The Legislature decided to study the matter further before recommending changes in the present indeterminate system.

SUGGESTIONS FOR LOCAL ACTION

Local Leagues can develop community understanding and support for such major reforms as merit selection of judges, creation of an intermediate appellate court, and establishment of a uniform court system. They should continue observing their local courts, evaluating the need for more staff, prosecutors, city attorneys, public defenders and legal services. League members can also build support for community-based corrections by educating the community at large as well as other Leaguers about local facilities. Go-see tours or informal talk sessions with participants in such a facility are suggested. Set up panels or forums which included people from all parts of the criminal justice system to inform the community about its operation.

HUMAN RESOURCES

Promote social justice by securing equal rights for all and combating discrimination and poverty.

LWVUS Positions — Action to provide equal access to education (1966), employment (1966) and housing (1968). Action for a federalized system of income assistance, with uniform standards, to meet the basic needs of all persons who are unable to work, whose earnings are inadequate, or for whom jobs are not available. (1971) Action to support equal rights for all and action in support of the Equal Rights Amendment. (1920, 1972).

LWVMN Position — Support of policies to insure equality of opportunity in employment, real property, public accommodations, education, and other public services for all persons. Support of administrative enforcement of antidiscrimination laws. Support of state responsibility for and responsiveness to Indian citizens.

Details:

- Support of the principle that the state is responsible for all its citizens on an equal basis and should work to insure equal treatment for all citizens by all levels of government. (1951)
- Support of antidiscrimination legislation as a necessary means of eliminating discrimination. (1957)
- Support of the principle of fair housing and antidiscrimination laws governing transactions of all real property regardless of whether the financing is public or private. (1961)
- Support of adequately financed enforcement of antidiscrimination laws dealing with employment, housing, real property, public accommodations, education and other public services. (1961)
- Support of state legislation to insure services for Indian citizens which are equal to those provided for other citizens. Where Indians are singled out for special attention, that attention should be directed towards solving existing jurisdictional conflicts in order to guarantee equal treatment of Indian citizens by all levels of government. Programs should have the explicit recognition that the basic decisions regarding Indian lives and property are to be made by them. (1963)
- Support of a state agency of Indian affairs which meets the following criteria: acceptable to the Indians themselves, permanent, staffed by professionally qualified people, authorized to act in setting up, carrying out and coordinating programs, empowered to use the services of other existing agencies and provided with adequate funds. (1963)
- Support of the correction of racial imbalance in the schools. (1967)

HISTORY OF STATE ACTION

Antidiscrimination and ERA: In 1949 LWVMN began a broad study of civil rights in Minnesota. During the 1950s LWVMN focused on employment based on merit and worked with other groups to secure passage of the Fair Employment Practices Act (1955), which was incorporated into the State Act Against Discrimination in 1961. During the 1960s LWVMN continued investigating employment practices, discrimination in housing and public accommodations, the special problems of Minnesota Indians, and two factors contributing to inequality of opportunity in education (the common school district

and racial imbalance). LWVMN supported formation of the Department of Human Rights in 1967 and the 1973 legislation which extended the Department's jurisdiction to all cases of discrimination based on sex, marital status, physical disability or being a recipient of public assistance. In 1977 members supported extending coverage to age and sexual preference. LWVMN members favor education and conciliation to change behavior patterns, guarantees of swift redress for the aggrieved citizen, workable enforcement procedures and adequate funding for the Department of Human Rights.

As a necessary extension of support for equal opportunities for all, the 1972 national Convention authorized action at the state and local levels opposing discriminatory practices against women and supporting the Equal Rights Amendment to the US Constitution. In 1973 LWVMN (as a member of the state Coalition to Ratify the ERA) successfully supported ratification of ERA by the Minnesota Legislature. In 1975 and 1977 LWVMN, in coalition with other groups, continued to interpret the ERA and prevent rescission. LWVMN also lobbied, both alone and in coalition, on a variety of women's issues, such as the elimination of sex bias in school athletic programs and the provision of pilot centers to assist displaced homemakers.

Merging National and State Positions on Equality of Opportunity: The LWVUS began its study of human resources in 1964, reaching consensus in 1966. Support of equal opportunity in housing was added to that for education and employment in 1968. Because the positions of the LWVUS and LWVMN are so similar, they have been merged for state action purposes on welfare, housing supply, tenants' rights, and support of anti-poverty programs. In 1967 LWVMN worked to extend opportunities for education of children receiving Aid to Families with Dependent Children (AFDC). During the 1973 legislative session LWVMN supported measures to abolish the township system of general relief, apply state standards and provide 40% state reimbursement for general relief. The LWVMN then, and in each session since, has urged various supplements for income maintenance programs and a level of payment that would help recipients' income keep pace with escalating living costs.

In 1975 and 1977 LWVMN supported the concept of integrated human service systems in the state, on the basis that this would give clients better accessibility to services needed. Since 1969 LWVMN has supported tenants' rights legislation, a state uniform building code, establishment of the Minnesota Housing Finance Agency, and enabling legislation for agencies which assist in planning and developing housing. With termination of many federal programs affecting the poor and the advent of federal revenue sharing to partially fund replacements, LWVMN realizes the increasing importance of these programs' receiving priority at the local and state levels.

Minnesota American Indians: LWVMN supported creation of the Indian Affairs Commission in 1963 and lobbied in both 1967 and 1976 to retain its independent status when bills were introduced to merge it with the Department of Human Rights. In principle, LWVMN opposes any legislation which singles out any race or provides separate services. However, Indian citizens have historically been singled out for separate consideration, and LWVMN thinks that special attention must continue to be given them as they work for the right to make basic decisions regarding their lives. In 1967 and 1976 legislative proposals recommended major changes in the composition of the Indian Affairs Commission in an attempt to adequately address the needs of both reservation and urban Indians. In both instances, LWVMN worked with Indian groups and assisted in interpreting their needs to legislators. In 1971 and 1973 LWVMN lobbied for legislation to return to the Indians their hunting, fishing and ricing rights guaranteed by early treaties. LWVMN also testified in favor of a revolving fund for Indian business development financed by 20% of a new state tax on severed mineral rights. In the 1975 Legislature LWVMN supported retrocession for the Chippewa reservations. Both in 1975 and 1977 LWVMN supported legislation to create pilot bilingual education programs in the public schools.

SUGGESTIONS FOR LOCAL ACTION

Local Leagues may continue to inform their communities about the merits of the Equal Rights Amendment and be alert to efforts to rescind Minnesota's ratification of ERA. They may monitor local government actions under the Community Development and Housing Act of 1974, watching particularly for the required citizen participation. They should be aware of provisions of the state antidiscrimination law and alert to instances of discrimination at the local level. They may monitor human relations programs in local schools, public and private, including implementation of the Johnson O'Malley Act (Bureau of Indian Affairs); the Elementary and Secondary Education Act, Title I, and its 1974 amendments; national and state laws relating to athletic programs for girls; and state laws requiring minority human relations committees. They should strongly support and monitor programs to help the disadvantaged, including Comprehensive Employment and Training Act programs, food stamps and food pantries, day care, and welfare and social services. They may work to insure citizen participation on public welfare and human services advisory boards and committees. Finally, local Leagues may monitor federal revenue sharing allocations to make sure human needs have high priority.

EDUCATION

(See Human Resources section for additional positions.)

LWVMN Position — Support of increased state responsibility in creating equal public educational opportunities for all Minnesota children through measures to correct racial imbalance and insure adequate financing of public schools.

Details:

- Correction of racial imbalance in the schools. The state should have the power to investigate, to set and enforce standards, and to give extra financial help to achieve these standards. (1967)
- An equalization aid formula which would include a greater proportion of local operating expenses; consideration of per capita income in addition to assessed valuation; continued consideration of the proportion of children at different grade levels (1967); consideration of enrollment fluctuations when determining pupil units, and in the case of declining enrollments, extending beyond two years the time for reducing pupil unit counts (1976); recognition of the proportion of property taxes used for municipal services; and partial financing by property tax to maintain local control. (1967)
- Categorical aid to school districts which have high salary costs per pupil unit. Such aid should not preclude careful planning and evaluation of local school district expenditures. (1976)
- Transportation aid reflecting current costs. (1967)
- Adequate financing of special aids for children with physical and mental problems, gifted children, and children with other learning disabilities. (1967)
- Increasing state responsibility for aspects of education which may require financial aid, specifically assistance in capital improvements, upgrading local educational standards, and encouraging experimental programs. (1967)

1975-77 EDUCATION STUDY

Study of tenure laws (public employment regulations) and the impact of public employee bargaining laws as they apply to schools (position to be announced early in 1978).

1977-79 LIBRARY STUDY

Study of funding of public libraries in Minnesota. (Consensus is expected in early 1979.)

HISTORY OF STATE ACTION

In conjunction with the national study on Human Resources, LWVMN examined equality of educational opportunity in Minnesota in 1966. Focusing on the small school district and racial imbalance, LWVMN reached consensus in 1967 and subsequently supported legislation that eliminated the state's 850 common school districts (those not having a high school) by consolidation. Since 1967 LWVMN has supported the State Board of Education's efforts to achieve racial balance and has urged more transportation aids to help achieve this goal. The LWV is prepared to oppose antibusing bills. During the 1971 legislative session, many LWVMN positions were incorporated into education financing statutes: the state shifted the burden of local school operating costs from reliance on local property taxes through increased state aids; average daily attendance was changed to average daily membership for computing state aids; greater funding was provided for children of AFDC families in districts with relatively high proportions of these children; handicapped aids were expanded to include trainable mentally retarded children. More recent legislation in line with LWV positions increases AFDC pupil payments on a graduated scale as numbers of these students increase. The state now assumes a greater proportion of transportation costs and has increased state reimbursement for the costs of educating handicapped children (including children with learning disabilities). A Council on Quality Education has been established to review and award state funding for innovative programs in local school districts.

In 1976 LWVMN members, via the consensus process, recommended that enrollment fluctuations be considered when determining pupil units and that the time for reducing pupil unit counts be extended beyond two years for declining enrollment districts. The 1977 Legislature provided aid to districts with declining enrollments by allowing pupil unit counts to be averaged over a three-year period. In its 1976 consensus, LWVMN voiced concern for careful local planning as school salary costs rise and enrollments fluctuate, especially when those rising costs might be assumed by the state. Bills to provide aid to districts with high salary costs per pupil unit were introduced but did not pass. However, the 1976 and '77 legislatures added planning requirements for school districts through PER (Curriculum Planning, Evaluation and Reporting) and sections of the 1977 Omnibus Education Aid Bill. Under the latter, local district planning is to be coordinated through the regional ECSU (Educational Cooperative Service Unit).

SUGGESTIONS FOR LOCAL ACTION

Local Leagues may support and encourage desegregation efforts in their schools. They may show their concern about antidiscrimination and antipoverty efforts in the schools by monitoring enforcement of: human relations training programs in the schools; elimination of discrimination because of race, sex, marital status, disability, or receipt of public assistance; and implementation of the federally required committees established under Title I of the Elementary and Secondary Education Act, and the Johnson-O'Malley Act (Bureau of Indian Affairs). Local Leagues may also support aid programs for special children — physically and mentally handicapped, the gifted, and those with learning disabilities. Local League members may observe school election procedures, volunteer to serve on and/or observe their district's PER committee, and monitor progress of the long-range planning process legislated in 1977.

NATURAL RESOURCES

Promote an environment beneficial to life through wise use of resources in the public interest.

WATER RESOURCES

LWVUS Position — Action for improvement of water quality and for planning and management of water resources to meet regional needs and the national interest. (1960, 1967)

AIR QUALITY

LWVUS Position — Action to reduce air pollution from vehicular and stationary sources. (1971)

SOLID WASTE

LWVUS Position — Action supporting policies to reduce the nonessential part of the waste stream, recover its nonreducible portion, then ensure safe disposal of the rest. (1973)

LWVMN Position — Support of measures to reduce generation of solid waste.

Details:

- Support of state government's taking measures to reduce the generation of municipal solid waste through research and development of alternatives to sanitary landfills.
- Support of measures to discourage the use of nonreturnable beverage containers.
- Support of flexibility in the establishment and enforcement of standards in solid waste management to allow the state to adopt more stringent standards than federal standards. (1973)

LAND USE

LWVUS Position — Action in support of management of our finite land resources and built environment to ensure consideration of public and private rights and responsibilities. (1975)

LWVMN Position — Support of an overall land use plan with maximum cooperation and implementation at the regional and local level, with state help in developing and exercising land use management, with opportunity for maximum local decision making, and with regional planning and regulation for matters of more than local concern.

Details:

A state plan should:

- be tied closely to integrated planning (e.g. human services, highways).
- be coordinated with plans and policies of local and regional agencies.
- require local governments to exercise at least a minimum level of planning and control.
- recognize fragile or historic land, renewable resource lands, and natural hazard lands as critical areas and subject them to at least minimum control.
- require impact statements on major public and private development.
- provide financial aid for research, technical assistance and state data for local and regional governmental units.
- provide authority to local and regional governmental units to exercise innovative planning and regulatory techniques such as land banking, planned unit development, transfer of development rights, timed development ordinances.
- provide for an appeals board to arbitrate conflicts among governmental bodies and between citizens and governmental bodies. (1975)

ENERGY

LWVUS Position — Action for conservation of energy. (1975)

1976-78 LWVUS ENERGY STUDY

Evaluate sources of energy and the government's role in meeting future needs. (Position to be announced in 1978.)

TRANSPORTATION

LWVUS Position — Action to reduce vehicular pollution and to provide equal access to housing and employment. (1972, 1976) (This position synthesizes relevant positions on Air Quality, Human Resources and Energy Conservation. Also see CMAL position.)

HISTORY OF STATE ACTION

Water: With the initiation of a national study of water resources in 1956, local Leagues in Minnesota began to investigate problems in their own communities and river basins. LWVMN has been concerned with the state's role in managing and financing water resources development and has supported state participation in interstate commissions to provide comprehensive planning for boundary waters. Action has included support for the Minnesota Pollution Control Agency's requests for adequate funding, training and certification of sewage treatment plant operators, and state funding for municipal sewage plants. Many water quality bills supported by the LWVMN were enacted in 1973: mandatory shoreland zoning in incorporated areas, broadened definition of public waters to include wetlands, mandatory flood plain zoning, strict drainage controls, and statewide water inventory. In the following legislative session, LWVMN opposed attempts to weaken the state's control over public waters by reducing the power of the Department of Natural Resources over drainage regulations. The LWV has lobbied in Washington, DC, and in Minnesota against a new Lock and Dam in Alton, Illinois since 1975, has participated in the Federal 208 Water Quality Study since 1976, and in the Upper Mississippi River Basin Commission's "Great I Study" on future uses of the Mississippi River since 1975.

Air: In 1971 LWV members reached national consensus on air quality, and members testified during legislative hearings on air quality standards. LWV also supported mandatory vehicle emissions inspection and the disbursement of dedicated highway trust funds to municipalities for mass transit, emphasizing mass transit as the logical solution to air pollution problems in heavily trafficked areas. In 1976 LWV supported legislation banning fluorocarbon aerosol containers.

Solid Waste: Local Leagues studied their communities' solid waste management practices to reach both state and national consensus during the 1973 legislative session. LWVMN has lobbied for bills discouraging the use of nonreturnable beverage containers and establishing regional resource recovery centers. Current action supports charging a deposit for beverage containers. In 1977 LWVMN joined other environmental groups in requesting that Reserve Mining Company be required to meet existing air and water quality standards in its disposal of taconite wastes.

Land Use: State and national positions on land use were reached in 1975 after two years of study. In 1977 LWVMN testified in Minnesota and Washington, DC, in favor of full wilderness status for the BWCA. LWVMN also testified in favor of the Minnesota Valley National Wildlife Refuge. Since 1975 LWVMN has supported efforts to enact a state comprehensive land use plan.

Energy: A national position on conservation was reached through concurrence in 1975. Members have just completed a two-year study of energy sources and the government's role in meeting future energy needs (position to be announced in 1978). Action has included support for the adoption of Minnesota's Energy Conservation Law and State Building Code. In late 1977 LWVMN received a grant from the US Energy Research and Development Administration to train local League members as resource people in their communities to teach energy saving techniques.

SUGGESTIONS FOR LOCAL ACTION

Local Leagues may participate in the Minnesota Against Pollution (MAP) program and take action on location of sanitary landfills, variances granted in shoreland zoning, drainage projects, proposals for expenditure of federal revenue sharing funds, wetland protection ordinances, and sediment control ordinances. They may monitor local industries to see if they are conforming to air quality standards as defined by the Minnesota Pollution Control Agency. Leagues may work to establish collection centers for recycling, remembering, though, that recycling glass bottles consumes energy, which makes returnable bottles a far better answer. Public support for deposits on beverage containers continues as an important action item. Re energy, local League members should practice energy conservation at home and support local measures to implement energy conservation, remembering that implementation must take full account of economic consequences, distribute costs and hardships as fairly as possible without bearing unduly on the poor, and give full consideration to the environment. Local Leagues may also explore what their communities and regions are doing about land use planning. Do your local community and region have land use plans? Are they coordinated? Are they being followed? Leaguers may observe land use planning functions and testify thereon, using national and state positions.

GOVERNMENT

Promote an open governmental system that is representative, accountable and responsive to all citizens and protects individual liberties established under the Constitution.

CITIZEN RIGHTS

LWVUS Position — Action to protect the individual liberties guaranteed by the Constitution and the right of every citizen to vote.

ELECTION LAWS

LWVUS Position — Action to support direct election of the President, 25th Amendment succession procedures and two-term tenure limitation. (1970, 1976) Action for self-government and voting representation in Congress for citizens of the District of Columbia. (1938)

LWVMN Position — Support of improvements in election laws regulating election procedures, voting and school district elections.

Details:

- Support of centralized responsibility in the state government for achieving uniform election procedures and for training election officials. (1961)
- Support of extension of mandatory voter registration prior to election day to cover more voters through inclusion of more municipalities through county-wide registration, or through state-wide registration. (1961)
- Support of extension of election laws to cover school district elections, including uniform mandatory voter registration. (1972)
- Support of rotation of names of candidates for the same office on ballots. (1972)

HISTORY OF STATE ACTION

LWVMN began studying election laws in 1957. Many League members, as direct observers of the election process, have seen the need for standardized procedures and adequate training of election judges. The LWVMN supported a bill passed by the 1977 Legislature which provides for the mandatory training of election judges. In 1973 an Omnibus Registration Bill passed with LWVMN support. This bill centralizes responsibility for registration rules and regulations with the Secretary of State, establishes state-wide registration procedures, requires counties to maintain permanent registration lists, and permits postcard and election day registration. The 1974 Legislature amended this bill, however, to allow a county with no population center of 10,000 or more to be exempted from permanent registration by a resolution of its county board.

School District Election Laws: League members reached consensus in 1972 and lobbied for a bill which passed in 1973, simplifying absentee balloting, requiring rotation of candidates' names on non-partisan ballots, and forbidding election day campaigning or solicitation of votes within 100 feet of a polling place.

Rotation of Names on Ballots: This issue centers around rotation of party columns and/or putting one party at the top of the ballot in presidential election years and the other party at

the top in gubernatorial election years. The 1976 Legislature passed a ballot rotation bill which the League followed but did not support.

Action on National Positions: LWVMN participated in a massive petition campaign for DC self government and voting representation in 1970 and supported national bills providing limited rights for DC in 1970 and '74; LWV has lobbied for direct election of the president since 1971.

CAMPAIGN PRACTICES

LWVUS Position — Action to improve methods of financing political campaigns in order to make our government more accountable, more representative, more responsive to all of our citizens. (1973)

LWVMN Position — Support of improvements in election laws regulating campaign practices.

Details:

- Support of the public's right to comprehensive disclosure of all political campaign contributions and expenditures; mandatory, timely, uniform and complete reports of campaign contributions and expenditures should be made to a central authority responsible for disseminating such information to the public; responsibility for reporting contributions to the candidate's campaign and for reporting expenditures by the candidate and those made on the candidate's behalf rests squarely on the candidate; penalties should be stringent enough to insure compliance by candidates. (1961)
- Judicious use of public resources to finance campaigns. (1972)
- Reduction of the amount of money spent on campaigns. (1972)

HISTORY OF STATE ACTION

LWVMN has been active on this subject since 1961. In 1973 LWVMN worked in coalition for major campaign financing legislation which established the State Ethics Commission. LWVMN monitors this body, now called the Ethical Practices Board. The 1977 Legislature proposed a bill that League testified against, since it would have: changed the name of the EPB for the second time; required that a citizen who wanted information on contributions to a candidate call the county auditor, who would request it from the EPB; changed the date up to which the candidate agrees not to exceed expenditure limits from January 1 of the election year to the "day following adjournment *sine die* of the Legislature." As the session drew to a close, this bill was still in committee. LWVUS conducted a petition drive and intensive lobbying for the campaign reforms of the Federal Election Campaign Act of 1974. After the Supreme Court found portions of the law limiting candidate spending and allowing for selection of FEC members by Congress unconstitutional, LWVUS successfully lobbied for a new law creating an independent and constitutionally acceptable FEC.

OPEN MEETINGS AND OPEN RECORDS

LWVUS Position — Governmental bodies (should) protect the citizen's right to know by giving adequate notice of proposed actions, holding open meetings and making public records accessible. (Principles, 1974)

HISTORY OF STATE ACTION

Open Meetings: Support for open meetings was first made explicit in the LWVUS 1972 US Congress position; in 1973 Leagues were empowered to apply that position at the

state and local levels. The 1974 Minnesota Open Meeting Law requires all meetings of governmental bodies to be open to the public (except the Board of Pardons; the Corrections Board; and the Legislature, which sets its own rules) and that these bodies maintain records on their actions which are accessible to the public.

LWVMN testified for this law, and members continue to monitor compliance at state and local levels of government. The 1976 Legislature tried to amend the Open Meeting Law to allow for some closed sessions; however, the House tabled the bill, and no Senate action was taken. LWVMN would oppose any attempt to revive such a bill.

Open Records: Ever since the 1974 Minnesota Legislature enacted the Data Privacy Act, LWVMN has monitored the actions of the Legislature in the area of open records, balancing our desire for openness with the individual's right to privacy. In 1975 the Data Privacy Act was amended by adding three classifications of data: public, private and confidential. The present law, as amended in 1976, simplifies the data reporting requirements for governmental units but makes the data classification system considerably more complex. Data must be made expressly "not public" by state statute or federal law to be either confidential or private. Until appropriate statutory classifications can be made by the Legislature, governmental units may apply for an emergency classification for private or confidential material. The 1977 Legislature was unable to agree on a new bill and acted to continue emergency classifications until July 31, 1978.

ORGANIZATION OF GOVERNMENT

LWVUS Positions — Action in support of responsive legislative processes characterized by accountability, representativeness, decision-making capability and effective performance. (1972) Action to support the exercise of presidential powers within the constitutional balance of power. (1976) Action for apportionment substantially on population of congressional districts and of all elected state and local governmental bodies. (1966, 1972)

LWVMN Position — Support of improved structure and procedures for the Minnesota Legislature and Executive Branch; support of an improved process for amending the Minnesota Constitution; support of apportionment substantially on population of all elected state and local governmental bodies.

Details:

- Support of legislative reform through improved procedures for providing information, adequate research assistance, no increase in size (reduction in size is desirable), realistic compensation for legislators, improved organization of committees, legislative sessions of adequate length, and allowing the Legislature to call itself into special session. The Legislature should meet annually and should have the power to determine the time of meeting and length of session and should have the power to recess. (1955, 1968)
- Support of a post-auditor appointed by and directly responsible to the Legislature. (1955)
- Support of changes in executive structure characterized by clear lines of authority and responsibility, elimination of duplication and overlapping of agencies, a structure of organization designed to focus on current and emerging problems, and a system of standard nomenclature. (1970)

- Support of measures to change the process of amending the State Constitution by retaining a simple majority vote by the Legislature in proposing an amendment and requiring a simple majority of those voting on the question for ratification. (1947)
- The Legislature should reapportion itself regularly and equitably. Though primary responsibility for reapportionment rests with the Legislature, definite procedures should be established to use when the Legislature fails to act. (1947)

HISTORY OF STATE ACTION

Legislative Reform: Organization of State Government was adopted for study in 1967 with an overall look at the Minnesota Legislature and the Executive Branch. Consensus positions reached in 1968 and 1970 incorporated earlier LWVMN positions on support for annual flexible sessions, legislative post-audit, reapportionment, and changing the amending process, some of them dating from League's 1947 study of the State Constitution. Minnesota now has a two-year flexible session. The legislative process has become more open to the public, more research assistants have been hired, and information about the Legislature and copies of bills are easier to obtain. Organization of committees continues to improve, although reducing the number of committees has substantially increased the number of sub-committees. Legislators received a per diem increase in compensation and additional expense allowances in 1973; the 1975 Legislature voted to provide lodging expenses in addition to per diem and also to allow travel expenses within a legislator's district. The 1977 Legislature increased legislators' per diem allowances and provided for salary increases beginning in 1979.

Executive Reform: The 1973 Legislature created a new Department of Finance, a central state agency to have financial control over executive departments, while a post-audit commission was established to report to the Legislature on performance of state agencies and effectiveness of its programs. Legislation in 1975 renamed certain agencies to create a uniform designation for state boards, commissions, committees and councils. Functions of certain agencies were transferred or abolished, two advisory committees were created, 221 appointed positions were abolished or transferred from appointment by the Governor to appointment by another authority, and 156 new positions were created. The 1977 Legislature created a new Department of Economic Security (consolidating the functions of the Departments of Vocational Rehabilitation and Employment Services, Governor's Manpower Office, and the income maintenance program from the Department of Public Welfare). Other legislation allows the Governor to appoint commissioners to state departments and agencies for terms coinciding with his/her own, limits the Governor's power to create task forces, defines executive orders and provides for their expiration. Under another provision, the appointment process reverts back to current practice after 1987.

Amending the Constitution: The 1947 State Constitution study showed the need for changing the amending process. Ratification of a constitutional amendment requires a majority vote of all those voting in the election. Thus a voter who fails to vote on the amendment automatically casts a "no" vote. LWVMN believes that the requirement for ratification should be changed to a majority of those voting on the question. In 1974 LWVMN supported a constitutional amendment allowing amendments to be passed by a 55% majority of those voting on the question; the amendment was defeated by the voters.

Reapportionment: LWVUS supports apportionment substantially on population, and opposes any amendment to the US Constitution to permit factors other than population to be used in apportioning state legislatures. LWVMN's study of the State Constitution showed that the Legislature's failure to reapportion itself was unconstitutional. LWVMN concluded that the Constitution should be changed to define procedures to be taken if the Legislature fails to act.

FINANCING STATE GOVERNMENT

LWVMN Position — Support of a flexible Minnesota multi-tax system with emphasis on maintaining state services through a combination of spending cuts and increased taxation when state funds are short and decreased taxation when there is a budget surplus. Support of using the Minnesota individual income tax as the elastic tax, making rates more progressive when increasing state revenue and lowering rates for all income levels when decreasing state revenue. Support of state relief for property taxes. Support of property tax reform. Support of setting priorities in allocating state funds. Support of state aids to local governments, especially to local school districts and to the local governmental unit that provides the major portion of local services (county and/or city). Support of more efficient state administrative and legislative expenditures.

Details:

- Support for property tax reform through equitable assessments, fewer classifications, and more restrictive criteria for determining exemptions. LWVMN also advocates less dependence on the property tax as a source of revenue. (1967)
- Support for equitable assessments by professionally trained, adequately paid assessors with districts large enough to warrant their full-time employment. Periodic reappraisals should be mandatory. The state should be responsible for achieving uniform standards for assessment and should assess industrial property. There should be fewer classes of property for taxing purposes. (1967)
- The criteria for determining property tax exemption should be more restrictive. Property that is profit-making or in competition with private taxpaying enterprises should be taxed regardless of ownership. There should be periodic reconsideration of each exemption, and owners of exempt property should pay enough taxes, or a charge in lieu of taxes, to cover the costs of local services. Tax exemptions as socio-economic incentives should be used sparingly and for a limited time in each case. (1967)
- Dependence on the property tax should be diminished because it does not necessarily reflect ability to pay and equitable administration is difficult. Local services such as police and fire protection, streets, parks, and sewers are the services most appropriately financed by the property tax. Services of broader than local significance such as welfare are less appropriately financed by the property tax. Education is appropriately financed partly by the property tax and partly by revenue from other sources. (1967)
- When taxation is increased to provide additional revenue, LWVMN:
 - supports retaining exemptions to the **sales tax**; supports sales tax increases on cigarettes and tobacco and alcoholic beverages; does not agree on a general raise in sales tax rates.
 - supports more progressive **individual income tax** rates with exemptions retained at 1977 level; supports retaining deductibility of federal income taxes as a feature of the Minnesota income tax; opposes an across-the-board increase in income tax rates.
 - supports retaining the Minnesota **corporate excise tax** with no increase in rate; does not agree on changing the corporate tax to a progressive rate.
 - supports retaining the homestead credit and senior citizen freeze credit as forms of state relief for **property taxes**; supports retaining the income-adjusted homestead credit (circuit breaker). (1977)
- When measures are taken to decrease taxation, LWVMN:
 - supports retaining the 4% Minnesota **sales tax** with no increase in exemptions.
 - supports a decrease in **individual income tax** rates; opposes an increase in individual income tax exemptions; opposes a general tax refund.
 - supports an increase in the homestead credit as a form of state relief for **property taxes**.
 - does not agree on decreasing the **corporate excise tax** rate.
 - does not agree on providing an increase in the income-adjusted homestead credit (circuit breaker).
- When cuts in state spending are necessary, LWVMN:
 - supports cuts in spending for general state government, governor and related agencies, and the legislative branch.
 - opposes cuts in state aid to local governments, especially local school districts.
 - opposes cuts in state spending for natural resources, corrections, higher education and agriculture. (1977)
- When increases in state spending are proposed, LWVMN supports setting priorities for state spending rather than a percentage increase in all areas of state funding. LWVMN:
 - supports an increase in state aids to local school districts.
 - opposes increases in spending for general state government, governor and related agencies, and the legislative branch; opposes increases in spending for public retirement benefits.
 - supports increases for mass transportation of benefit to the entire state. (1977)

HISTORY OF STATE ACTION

Since the mid '50s, LWVMN has studied financing of state and local governments. Early studies focused on the property tax, resulting in LWVMN support for property tax reform. In 1969 LWVMN lobbied successfully for legislation permitting counties to establish county assessor systems; all assessors must be professionally accredited. A constitutional amendment passed in 1970 allows the Legislature to restrict the amount of tax-exempt property and to eliminate many inequitable situations. In keeping with its Education Position, LWVMN supported a shift in 1971 away from the property tax and toward greater state funding of education. In 1975 the Legislature passed bills providing for income-adjusted property tax relief in addition to the homestead credit, and increased limitations on assessed valuation. The 1977 Legislature continued the trend toward less reliance on the property tax by reducing the assessment ratio on urban and rural homesteads and increasing the income-adjusted property tax credit. The 1975 LWVMN Convention again adopted financing state government as a study, in an attempt to expand the position beyond the property tax issue. The study included sources and distribution of state revenue and led to the present expanded position.

SUGGESTIONS FOR LOCAL ACTION

Citizen Rights: Local League members may observe the voter registration processes and should be alert for voting rights violations. They may check to see whether candidates and volunteer committees file campaign expenditure reports, whether polling places are conveniently located, and whether school elections function properly. They may monitor local governing bodies to make sure they are complying with the Open Meeting Law.

Organization of Government: Members may write their legislators in response to Times for Action on legislative and executive reforms. They may also check to see whether local governmental districts, wards, precincts, etc., have equal population according to the 1970 census.

Financing State Government: Local Leagues may contact their legislators in response to Times for Action on taxation and appropriation legislation. They may use the slide show prepared by LWVMN to educate their communities on state financing.

INTERNATIONAL RELATIONS

Promote peace in an interdependent world through cooperation with other nations and the strengthening of international organization.

UNITED NATIONS

LWVUS Position — Action to strengthen the United Nations, in recognition of the need for cooperation among nations in an interdependent world. (1977)

HISTORY OF LEAGUE ACTION

Delegates at the very first League Convention in 1920 called for "adhesion of the US to the League of Nations." A 1942 study, in the midst of World War II, led to a 1944 LWVUS position supporting "US membership in an international organization for the peaceful settlement of disputes, with the machinery to handle economic, social, and political problems." LWVUS launched an educational campaign to promote understanding of the Dumbarton Oaks and Bretton Woods agreements to establish the UN, the World Bank and the International Monetary Fund. In 1962 a LWVUS study evaluated "means of strengthening the UN" under cold war conditions. With the shift of alignments at the UN from East-West to North (rich)-South (poor), LWVUS undertook a reexamination of the UN in 1976 "with emphasis on relations between developed and developing countries and their implications for US policy" which resulted in the present position.

TRADE

LWVUS Position — Action in support of systematic reduction of tariff and non-tariff trade barriers and broad, long-range presidential authority to negotiate trade agreements. (1973)

HISTORY OF LEAGUE ACTION

Even in the '20s the LWVUS recognized that high tariffs and restrictive trade practices caused friction among nations which could lead to war. In subsequent years LWVUS supported measures to relax trade restrictions including, in 1964, those on East-West trade. LWVUS has supported limited commodity arrangements; and, after a new consensus in 1973, it supported the 1974 Trade Act, which opened the way for US participation in the Tokyo Round of tariff negotiations under the auspices of the General Agreement on Tariffs and Trade (GATT). LWVUS took action on behalf of adjustment assistance (as opposed to tariffs and quotas) in 1976 and 1977. LWVUS has been supportive of measures which would expand trade, research and development, and tourism; and has been against protectionist proposals, especially in answer to balance of payments problems.

DEVELOPMENT

LWVUS Position — Action for US development assistance policies that improve the quality of life for the people of the developing countries. (1970)

HISTORY OF LEAGUE ACTION

LWVUS positions have included support for assistance to developing countries since the '20s. After World War II, LWVUS supported the implementation of the Marshall Plan and President Truman's Point Four program. By the end of the '40s LWVUS was deeply committed to new international efforts to assist poor and emerging nations in Asia, Africa, the Middle East and Latin America. LWVUS' current position has evolved through continuing action and study, with recent periods climaxing in 1964, 1970 and 1977. LWVUS is especially concerned that there be separation of development aid from military aid, because in war or preparation for it, development aid is likely to be overlooked.

SUGGESTIONS FOR LOCAL ACTION

League members should respond quickly to calls to action, and suggestions in **Report from the Hill**, LWVUS' newsletter on legislative activity at the national level. Local IR chairs can inform themselves and their members on the current status of LWV concerns by calling the LWVMN office to hear recordings from "Spotmaster," the LWVUS' weekly summary of activity. Those in and near the Twin Cities may join the World Affairs Council, and all may support the UN Rally and World Trade Week. IR committees should work in their communities to identify people interested in world affairs and to expand knowledge of international institutions and issues, including speaking out on the beneficial effects of expanding free trade.

THE COUNCIL OF METROPOLITAN AREA LEAGUES (CMAL)

The Council of Metropolitan Area Leagues (CMAL) was established in 1962. It is an interLeague organization composed of the 35 local Leagues in the seven-county metropolitan area, which includes Anoka, Carver, Dakota, Hennepin, Ramsey, Scott and Washington counties. Through CMAL, League members work to solve governmental problems of metropolitan concern.

GOVERNMENT DECISION-MAKING

METROPOLITAN COUNCIL

CMAL Position — Supports the development of the Metropolitan Council as the decision-making body for metropolitan needs in accordance with these criteria: efficiency and economy, equitable financing, flexibility, citizen control and responsiveness to the electorate. CMAL supports provision for coordinated metropolitan services focused through the Metropolitan Council. (1966)

Details:

- CMAL supports retention of an **appointed Metropolitan Council** under circumstances prevailing in December, 1976. CMAL also supports an open appointment process including publicized vacancies; increased citizen, local governmental, and legislative influence on appointments; formal qualifications for office; and establishment of a removal procedure for members of the Council. In the event that it appears that the Council may become an elected body, CMAL supports nonpartisanship of candidates, maintaining of population as the basis for districts, election of Council members at the same time as local officials (assuming passage of the Uniform Election Law), continuance of a part-time Council and of the per diem basis for compensation. (1977)
- CMAL supports area-wide sharing of fiscal resources, to move towards the solution of problems created by **fiscal disparities** and to finance services which benefit the Twin Cities Metropolitan Area as a whole or affect the lives of all its citizens. (1970)

COUNTY GOVERNMENT

CMAL Position — Supports measures to insure accountability and visibility of county government. Also, CMAL supports measures to improve cooperation and communication between the Metropolitan Council and county government within the metropolitan area. (1975)

Details:

- Accountability of a governmental body is obtained by the effective communication of its policies and procedures to residents of its jurisdiction. While accountability to the citizenry is recognized as a responsibility of all governments, CMAL also recognizes the responsibility of citizens to become adequately informed and involved as well as to participate in the election process. Accountability of county government would be increased by the following (but not limited to):
 - Systematic and objective evaluation of county programs.
 - Creation of a public information system to insure not only public access to meetings of the County Board and advisory committees but also more understanding of the issues being considered by the County Board, by ample publication of location, time, date and agenda of meetings, dissemination of information on the procedures for citizen appointments, and publication of background information prior to the decision-making time when policy is set.
 - Regular communication between county and municipalities and other levels of government.
 - Full disclosure of campaign financing information by every candidate in county elections.
- The Metropolitan Council is viewed as the regional planning and coordinating body, while the counties are viewed as administrators, implementors, and enforcers of regional policy. CMAL believes that counties should be involved in the initial planning and policy-making stages of Metropolitan Council activities in order for counties to carry out their eventual implementation.

HISTORY OF CMAL ACTION

Metropolitan Government — In the early 1960s, the Metropolitan Planning Commission, a loose confederation of municipal, county, special district, and other interest groups, was created by local elected officials, who appointed members to the Commission. MPC functioned in a purely advisory capacity and produced a series of studies of the Minneapolis-St. Paul area's physical, geographic and economic characteristics. The 1967 state Legislature established the Metropolitan Council, which took over the old MPC staff but had broad assignments in area-wide planning and some specific problems to work on, notably solid waste, sewage (waste water) disposal, and parks and open spaces. Its one man-one vote representation formula was strongly supported by CMAL, which also supported its role as overall planning and coordinating agency for the area, with operational boards supervising day-to-day operation of area services, and local government involvement in decisions affecting them. With support from CMAL the 1974 legislative session passed the Metropolitan Reorganization Act (MRA), which further clarified the relationship between the Metropolitan Council as the planning and policy setting body and the operational boards as the day-to-day providers of area services. Since its inception, the Metropolitan Council has been concerned with overall growth patterns in the metropolitan area, recognizing that areawide coordination of urban services is needed, and that public investment should be channeled to achieve area wide goals. These goals and policies were incorporated into the Development Framework Guide prepared by the Council in 1974-75 with CMAL assistance; CMAL has supported legislation needed for its implementation.

Fiscal Disparities — A major barrier to area-wide development has been the multiplicity of local government units — more than 300 in the metropolitan area — each competing for tax monies. In 1971 CMAL supported the "fiscal disparities" bill, which provides for sharing 40% of the growth in commercial-industrial tax base among local units of government in the metropolitan area. Nationally, the bill was a first, and though it was challenged in the courts, it was found to be constitutional. Implementation occurred in 1974 and was reflected in taxes collected in 1975.

County Government — Meanwhile, in 1973 CMAL had begun a study of counties in the Twin Cities area and their role and relationship to the Metropolitan Council. Consensus was reached in 1975. This study resulted in two publications, CMAL's SEVEN COUNTIES IN TRANSITION: A STUDY OF THE EVOLVING ROLE OF THE COUNTY IN THE TWIN CITIES METROPOLITAN AREA, and the Hennepin County Leagues' in-depth study, HENNEPIN COUNTY.

Update on Government Decision-making — In 1975 CMAL restudied and updated the governmental decision-making position, looking closely at the question of an elected or appointed Council, and assessing the relationship of the Council to other local governing bodies. A survey of attitudes of local officials towards the Metropolitan Council was published in December, 1976, and League members reached consensus in support of maintaining an appointed Council in early 1977.

TRANSPORTATION

CMAL Position — Support for improved mass transit and provision of a new non-air-polluting transit system. (1967) (Also see LWVUS position.)

HISTORY OF CMAL ACTION

Massive highway construction with federal funding and a privately owned bus system that was consistently losing ridership focused Twin Cities area interest on mass transit and encouraged CMAL to work for establishment of the Metropolitan Transit Commission (MTC) in 1967. In subsequent legislative sessions and interims, CMAL pressed for condemnation powers for MTC (1969), which made it possible to purchase privately owned bus companies in the metropolitan area; and adequate financing for MTC (1971), which quadrupled MTC's fiscal resources, making possible route improvements, fare subsidies, and significant progress toward a new transit system. The Legislature has concluded that an extensive fixed guideway system is uneconomical at this time; in 1975 the Metropolitan Council Transportation Guide called for reliance on the existing highway system, improved bus service, encouragement of paratransit, car pooling and vans, and advocated a transportation system designed to encourage growth in areas that already have other urban services like sewers and water.

LAND USE AND ENVIRONMENTAL QUALITY

CMAL Position — CMAL recognizes that increased pressures for development in the entire Twin Cities area indicate the need for a strong public voice in land-use decisions. CMAL supports metropolitan-level planning, programs and policies directed toward channeling development in ways that will (1) preserve and enhance the natural environment, (2) use public investment to the best advantages, and (3) provide area residents with diversity in choice of facilities and amenities. (1972) (Also see LWVMN and LWVUS positions.)

Details:

- Channeling growth so that necessary public services are provided in an efficient, orderly pattern.
- Preserving the natural environment to the extent possible by protecting land and water during and after development, and from development where necessary, and preserving open space for recreation, protection and amenity.
- Using land in the seven-county area to implement social goals, such as a full range of housing choice, adequate transportation, parks and the necessary facilities and amenities to enhance the quality of life.
- The Metropolitan Council should be authorized to develop the policy tools necessary to implement these goals, provided local governments are involved in decisions affecting them.

HISTORY OF CMAL ACTION

With CMAL support, the 1974 Legislature passed the Parks and Open Space Bill authorizing the Metropolitan Council to set priorities for acquisition of open space in the metropolitan area. In 1975 the Council released its Development Guide chapter dealing with parks.

SUGGESTIONS FOR LOCAL ACTION

Local Leagues in the metropolitan area may find a basis from which to operate in the 1972 CMAL land use consensus. Land use decisions are currently made at the local government level, and it should be possible to use this consensus locally to act on planning, zoning, growth patterns, housing, transportation, parks, preserving the natural environment, protecting land and water during and after development (and from development where necessary), and to preserve open spaces.

1977-79 STUDY OF CITIES/URBAN CRISIS

Study of the interrelationships within the metropolitan area with respect to social needs and conditions, with emphasis on integration of existing League positions. (Consensus is expected in 1979. This study is being undertaken in conjunction with the LWVUS study of the same issue.)

February 1978

LEAGUE OF WOMEN VOTERS OF MINNESOTA

555 Wabasha

St. Paul, Minnesota 55102

**CL
LEAGUE
OF WOMEN VOTERS
OF MINNESOTA
PROGRAM
FOR
ACTION**

1979-1981

LWV PROGRAM

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INTRODUCTION

To the League of Women Voters, **Program** means those issues chosen by the members for study and action. At each level of the League — national, state or local — Program includes items adopted for current study, and carefully worded, study-based consensus positions which lead to action.

Included in this booklet are summaries of the 1979-81 Programs of the League of Women Voters of Minnesota (LWVMN), which includes all local Leagues in the state, and the Council of Metropolitan Area Leagues (CMAL), which consists of the local Leagues in the seven-county Minneapolis-St. Paul metropolitan area.

For each LWVMN Program item on which a position has been reached, you will find:

- a summary of the position, along with a brief statement of the relevant national League (LWVUS) position, if there is one (all in boldface);
- details of the LWVMN position, including the date when consensus was reached on each section;
- a history of League and governmental action on the topic;
- suggestions for future action by local Leagues.

LWVMN positions have been grouped according to LWVUS classifications into Human Resources, Natural Resources, Government, and International Relations. Exceptions to these groupings are Education and Criminal Justice, which LWVMN retains as separate categories. To emphasize the fact that the state League often acts on national positions, summary statements of LWVUS positions have been included. For more complete information on the Program of the League of Women Voters of the United States, the reader should see **Impact on Issues, 1978-80** (Publication No. 386, LWVUS, 1730 M Street NW, Washington, DC 20036, \$1.50 prepaid).

In addition to the items adopted for LWVUS and LWVMN Programs, League Principles (a guide to action which evolved from and incorporates former national Program positions) may be the basis for state and local League actions. Following a vote of the 1974 LWVUS Convention, "action to implement the Principles" became part of the national bylaws definition of Program.

State Program is selected by LWVMN members in individual units through proposals to their local boards of directors, who send the proposals to the state Board. The state Board then formulates a recommended Program of old, new and/or amended items consisting of those most frequently mentioned. All items, whether recommended or not, may be discussed, amended and adopted or rejected at the biennial state Convention.

Following adoption of the Program, research committees are formed to prepare study information on new items. In small units and at large meetings, members weigh the pros and cons of issues to reach consensus on each study item. The state Board receives the consensus reports from the local Leagues, determines areas of agreement, and formulates position statements. The process works similarly for CMAL, except that the Program items have regional significance and are chosen and studied by members in the metropolitan area.

The state Board also evaluates specific legislation and decides what action should be taken. There are two kinds of action: 1) developing public support for League positions; 2) supporting specific measures and policies which promote a League position or opposing those which threaten it.

League members throughout the state promote public support by talking with legislators and community leaders; attending precinct caucuses and participating in the political process; and using the media, public meetings and personal contacts to tell their story. Local Leagues may take action themselves if the action is consistent with national, state and/or CMAL positions; their membership is informed and in general agreement; and, when the action is on a county level, other Leagues in the county agree.

The state Board takes official action in the name of the League of Women Voters of Minnesota. This action may consist of writing letters, personal lobbying of members of the Legislature or executive agencies, testimony at legislative hearings, or any other measure deemed useful by the Board.

The League of Women Voters strongly endorses citizen involvement in the political process. It encourages League members to participate in the political party of their choice. The League itself is nonpartisan; LWV, as an organization, does not support candidates or political parties. State Board members are restricted to low-level partisan political activities and may not run for party-designated public office.

LEAGUE PRINCIPLES

- The League of Women Voters believes in representative government and in the individual liberties established in the Constitution of the United States.
- The League of Women Voters believes that democratic government depends upon the informed and active participation of its citizens and requires that governmental bodies protect the citizen's right to know by giving adequate notice of proposed actions, holding open meetings and making public records accessible.
- The League of Women Voters believes that every citizen should be protected in the right to vote; that every person should have access to free public education which provides equal opportunity for all; and that no person or group should suffer legal, economic or administrative discrimination.
- The League of Women Voters believes that efficient and economical government requires competent personnel, the clear assignment of responsibility, adequate financing and coordination among the different agencies and levels of government.
- The League of Women Voters believes that responsible government should be responsive to the will of the people; that government should maintain an equitable and flexible system of taxation, promote the conservation and development of natural resources in the public interest, share in the solution of economic and social problems which affect the general welfare, promote a sound economy and adopt domestic policies which facilitate the solution of international problems.
- The League of Women Voters believes that cooperation with other nations is essential in the search for solutions to world problems, and that the development of international organization and international law is imperative in the promotion of world peace.

THE LEAGUE OF WOMEN VOTERS OF MINNESOTA

Program Adopted by State Convention, June, 1979

I. CRIMINAL JUSTICE

A. JUDICIARY: Support of a judicial system with the capacity to assure a speedy trial and equal justice for all.

B. CORRECTIONS: Support of a correctional system responsive to the needs of the individual offender and of society. Support of sentencing decisions based on circumstances in relation to the crime, the offender and the effect on public safety, made by the judge within legislative guidelines.

II. HUMAN RESOURCES: Support of policies to insure equality of opportunity in employment, real property, public accommodations, education, and other public services for all persons. Support of administrative enforcement of antidiscrimination laws. Support of state responsibility for and responsiveness to Indian citizens.

III. EDUCATION

A. EQUAL OPPORTUNITY: Support of increased state responsibility in creating equal public educational opportunities for all Minnesota children through measures to correct racial imbalance and insure adequate financing of public schools.

B. COLLECTIVE BARGAINING AND TENURE: Support of improvements in the collective bargaining and tenure laws of the state as they apply to K-12 teachers only.

C. LIBRARY FUNDING: Support for increased and restructured funding for public libraries, so that the state can meet goals included in the 1977 Minnesota Long Range Plan for Library Service.

IV. NATURAL RESOURCES

A. SOLID WASTE: Support of measures to reduce generation of solid waste.

B. LAND USE: Support of an overall land use plan with maximum cooperation and implementation at the regional and local level, with state help in developing and exercising land use management, with opportunity for maximum local decision making, and with regional planning and regulation for matters of more than local concern.

V. GOVERNMENT

A. CITIZEN RIGHTS: Election Laws — Support of improvements in election laws regulating election procedures, voting and school district elections. **Campaign Practices —** Support of improvements in election laws regulating campaign practices.

B. ORGANIZATION OF GOVERNMENT: Support of improved structure and procedures for the Minnesota Legislature and Executive Branch; support of an improved process for amending the Minnesota Constitution; support of apportionment substantially on population of congressional districts and of all elected state and local governmental bodies.

• *STUDY of the process of initiative, referendum and recall.*

C. FINANCING STATE GOVERNMENT: Support of a flexible Minnesota multi-tax system with emphasis on maintaining state services through a combination of spending cuts and increased taxation when state funds are short and decreased taxation when there is a budget surplus. Support of using the Minnesota individual income tax as the elastic tax, making rates more progressive when increasing state revenue and lowering rates for all income levels when decreasing state revenue. Support of state relief for property taxes. Support of property tax reform. Support for setting priorities in allocating state funds. Support of state aids to local governments, especially to local school districts and to the local governmental unit that provides the major portion of local services (county and/or city). Support of more efficient state administrative and legislative expenditures.

CRIMINAL JUSTICE

JUDICIARY

LWVMN Position — Support of a judicial system with the capacity to assure a speedy trial and equal justice for all.

Details:

- Support of administrative reforms that expedite justice: establishment of a unified court system, an intermediate appellate court, and procedures to strengthen and streamline judicial administration; additional staff for prosecution, public defenders and legal services when such needs are established; statewide guidelines on bail-fixing process; standardization of forms and procedures; use of technology in administration; use of juries in civil cases only by request.
- Support of methods to improve judicial quality: a nonpartisan selection with a commission to propose names for all appointments to the bench; mandatory training for all judges; adequate salary increases for judges and related revision of retirement benefits.
- Support of procedural reforms that insure individual rights and access to due process of law: reform of bail process to recognize methods other than monetary to insure appearance of accused at trial; strict guarantees to insure protection of the defendant and society in the use of plea bargaining; sentencing alternatives; methods to reduce disparity in sentencing; no-fault divorce procedure using irremediable differences as grounds for dissolution; guarantees to witnesses in grand jury proceedings re: counsel in proceedings, availability of information to defense counsel and restrictions on waiving immunity in later trials; retention of age 18 for persons under jurisdiction of juvenile court; mandatory first appearance in juvenile court for all persons under jurisdiction of such court; requirement of formal transcript of commitment hearings with a rule or regulation protecting privacy of such records.
- Support of the development of community alternatives as an adjunct to the judicial system: alternatives for sentencing; alternatives for handling behavior now defined as "status offenses" and "social (or victimless) crimes." (1973)

CORRECTIONS

LWVMN Position — Support of a correctional system responsive to the needs of the individual offender and of society. Support of sentencing decisions based on circumstances in relation to the crime, the offender and the effect on public safety, made by the judge within legislative guidelines.

Adult Corrections Position Details:

- Support of correctional options which will protect society from the offender.
- Support of provision of a continuum of correctional options available according to the needs of the individual offender. The continuum should range from maximum security to facilities and services in the community.
- Support of treatment and rehabilitative programs for all offenders. Among the programs should be those of mental health, education, job preparation, employment assistance and counseling. There should be appropriate incentives to encourage offender participation in programs.
- Support of recognition of the offender as an individual with basic human rights commensurate with constitutional rights except as necessary for the protection of offenders and society. These rights include, but are not limited to, healthful conditions and due process.
- Support of ongoing programs of evaluation and research as an aid in setting program priorities. Included within the scope of the program are need identification, data collection and retrievability, and the use of the scientific method in designing the evaluation plan.
- Support of education programs aimed at increasing citizen knowledge and awareness of all facets of corrections.
- Support of up-to-date personnel procedures including, but not limited to, training, compensation plans, grievance procedures. (1975)

Juvenile Justice Position Details:

- A program of evaluation of the juvenile justice system in Minnesota.
- Continual evaluation of all existing programs for juveniles and their families funded and/or used by public agencies.
- The availability of a complete continuum of services for troubled, delinquent, abused and neglected youth and their families. This includes quality community based corrections in all geographic areas as an alternative to the traditional institutional setting in an attempt to assure the most successful rehabilitation and prevent further offenses. It does not deny the value of secure institutional treatment for some. We define quality as including proper supervision, standards, inspections and screening of residents.
- Maximum effort directed toward finding adequate alternatives to detention, juvenile court processes and institutionalization.
- Diversion of juveniles to community alternatives from the formal judicial process at all levels.
- The consideration of confidentiality in efforts to coordinate services for juveniles.
- Constitutional protections for juveniles equal to those for adults, including due process of law and protection from invasion of privacy and protection from unwarranted removal from their families. (1975)

Sentencing Position Details:

- Support for a presumptive sentencing model, but not indeterminate sentencing, the presumptive sentencing model to be fixed by administrative or judicial staff.

- Consideration of mitigating and/or aggravating circumstances.
- The use of diversion and contracts between offenders and authorities.
- Sentencing based on both the seriousness of the crime and the needs of the offender.
- Sentencing taking into consideration:
 - the need for drug counseling;
 - whether the offender has a marketable skill;
 - academic training of the offender;
 - need for psychiatric treatment;
 - restitution when appropriate;
 - the availability of a residence and/or employment;
 - resolution of the causative situation.

No consensus was reached on plea bargaining, sentence length, good time, or determinate or legislatively fixed models. (1976)

HISTORY OF STATE ACTION

Judiciary: A study of Minnesota's judiciary system was adopted in 1971. Local Leagues observed the various levels of the Minnesota court system and studied their constitutional and statutory requirements. Consensus was reached in March, 1973. League action continues to emphasize court unification, alternatives for handling behavior now defined as "status offenses" and "social (or victimless) crimes," guarantee to witnesses in grand jury proceedings, and support of community alternatives as an adjunct to the judiciary system.

Corrections: A study of both the adult and juvenile correctional systems in Minnesota was authorized at the 1973 state Convention. League examined correctional institutions, programs and personnel on the local, county and state levels. The adult corrections consensus and concurrence with the consensus of the LWV of Minneapolis on juvenile corrections were reached in the spring of 1975. LWVMN members have lobbied in favor of uniform standards and equal treatment of prisoners in all county jails. They have also lobbied for support of the mutual agreement program, a greater use of community corrections, frequent and regular evaluations, drug education programs, consideration of physical or psychological disorders when specifying treatment or work expectations, the concept of inmate rights, preventive programs for juveniles, and corrective training.

Sentencing: Aware that sentencing was likely to be an issue in the 1977 Legislature, the LWVMN Corrections Committee asked for a mini-study and consensus on sentencing in fall, 1976. Members supported presumptive sentencing, under which the Legislature would set minimum and maximum outer limits and a "presumed" sentence somewhere in between. The judge could vary the sentence, within the limits, based on mitigating or aggravating circumstances defined by the Legislature.

Committee members monitored the progress of bills on determinate sentencing during the '76 and '77 legislative sessions, while the Legislature continued to study the matter before recommending changes in Minnesota's indeterminate system. The 1978 Legislature passed a "guideline" determinate sentencing law which calls for a specified sentence based on the crime, allowing a 15% variance. The law, which takes effect in July 1980, creates a nine-member commission appointed by the Governor to set the sentencing guidelines. The League testified in favor of those portions of this law consistent with our position and did not support or oppose the rest of the provisions. Members will monitor the effects of the new law.

SUGGESTIONS FOR LOCAL ACTION

Local Leagues can develop community understanding and support for such major reforms as merit selection of judges, creation of an intermediate appellate court, and establishment of a uniform court system. They should continue observing their local courts, evaluating the need for more staff, prosecutors, city attorneys, public defenders and legal services. League members can also build support for community-based corrections by educating the community at large as well as other Leaguers about local facilities. Go-see tours or informal talk sessions with participants in such a facility are suggested. Set up panels or forums which include people from all parts of the criminal justice system to inform the community about its operation.

HUMAN RESOURCES

Promote social justice by securing equal rights for all and combating discrimination and poverty.

LWVUS Positions — Action to provide equal access to education (1966), employment (1966) and housing (1968). Action for a federalized system of income assistance, with uniform standards, to meet the basic needs of all persons who are unable to work, whose earnings are inadequate, or for whom jobs are not available. (1971) Action to support equal rights for all and action in support of the Equal Rights Amendment. (1920, 1972).

LWVMN Position — Support of policies to insure equality of opportunity in employment, real property, public accommodations, education, and other public services for all persons. Support of administrative enforcement of antidiscrimination laws. Support of state responsibility for and responsiveness to Indian citizens.

Details:

- Support of the principle that the state is responsible for all its citizens on an equal basis and should work to insure equal treatment for all citizens by all levels of government. (1951)
- Support of antidiscrimination legislation as a necessary means of eliminating discrimination. (1957)
- Support of the principle of fair housing and antidiscrimination laws governing transactions of all real property regardless of whether the financing is public or private. (1961)
- Support of adequately financed enforcement of antidiscrimination laws dealing with employment, housing, real property, public accommodations, education and other public services. (1961)
- Support of state legislation to insure services for Indian citizens which are equal to those provided for other citizens. Where Indians are singled out for special attention, that attention should be directed towards solving existing jurisdictional conflicts in order to guarantee equal treatment of Indian citizens by all levels of government. Programs should have the explicit recognition that the basic decisions regarding Indian lives and property are to be made by the Indians themselves. (1963)

- Support of a state agency of Indian affairs which meets the following criteria: acceptable to the Indians themselves; permanent; staffed by professionally qualified people; authorized to act in setting up, carrying out and coordinating programs; empowered to use the services of other existing agencies and provided with adequate funds. (1963)
- Support of the correction of racial imbalance in the schools. (1967)

HISTORY OF STATE ACTION

Antidiscrimination and ERA: In 1949 LWVMN began a broad study of civil rights in Minnesota. During the 1950s LWVMN focused on employment based on merit and worked with other groups to secure passage of the Fair Employment Practices Act (1955), which was incorporated into the State Act Against Discrimination in 1961. During the 1960s LWVMN continued investigating employment practices, discrimination in housing and public accommodations, the special problems of Minnesota Indians, and two factors contributing to inequality of opportunity in education (the common school district and racial imbalance). LWVMN supported formation of the Department of Human Rights in 1967 and the 1973 legislation which extended the Department's jurisdiction to all cases of discrimination based on sex, marital status, physical disability or status as a recipient of public assistance. In 1977 members supported extending coverage to age and sexual preference. LWVMN members favor education and conciliation to change behavior patterns, guarantees of swift redress for the aggrieved citizen, workable enforcement procedures and adequate funding for the Department of Human Rights.

As a necessary extension of support for equal opportunities for all, the 1972 national Convention authorized action at the state and local levels opposing discriminatory practices against women and supporting the Equal Rights Amendment to the US Constitution. In 1973 LWVMN (as a member of the state Coalition to Ratify the ERA) successfully supported ratification of ERA by the Minnesota Legislature. Since 1975, LWVMN has continued to interpret the ERA and to work to prevent rescission.

In 1979, 45 local Leagues participated in a project to monitor local school district compliance with laws relating to equal opportunity for girls in athletics. LWVMN lobbied on this issue during the 1979 Legislative session. Other discrimination issues supported by LWVMN, both alone and in coalition, include: pilot centers to assist displaced homemakers; reinstatement of medicaid funding for abortions; and elimination of discriminatory inheritance tax and insurance laws.

Merging National and State Positions on Equality of Opportunity: The LWVUS began its study of human resources in 1964, reaching consensus in 1966. Support of equal opportunity in housing was added to that for education and employment in 1968. Because the positions of the LWVUS and LWVMN are so similar, they have been merged for state action purposes on welfare, housing supply, tenants' rights, and support of anti-poverty programs. In 1967 LWVMN worked to extend opportunities for education of children receiving Aid to Families with Dependent Children (AFDC). During the 1973 legislative session LWVMN supported measures to abolish the township system of general relief, apply state standards and provide 40% state reimbursement for general relief. The LWVMN then, and in each session since, has urged various supplements for income maintenance programs and a level of payment that would help recipients' income keep pace with escalating living costs. In 1978, LWVMN supported a sliding fee scale subsidy for day care services for low and moderate income families.

In 1975 and 1977 LWVMN supported the concept of integrated human service systems in the state, on the basis that this would give clients better accessibility to services needed. Since 1969 LWVMN has supported tenants' rights legislation,

a state uniform building code, establishment of the Minnesota Housing Finance Agency, and enabling legislation for agencies which assist in planning and developing housing. With termination of many federal programs affecting the poor and the advent of federal revenue sharing to partially fund replacements, LWVMN realizes the increasing importance of these programs' receiving priority at the local and state levels.

Minnesota American Indians: LWVMN supported creation of the Indian Affairs Commission in 1963 and lobbied in both 1967 and 1976 to retain its independent status when bills were introduced to merge it with the Department of Human Rights. In principle, LWVMN opposes any legislation which singles out any race or provides separate services. However, Indian citizens have historically been singled out for separate consideration, and LWVMN thinks that special attention must continue to be given them as they work for the right to make basic decisions regarding their lives. In 1967 and 1976 legislative proposals recommended major changes in the composition of the Indian Affairs Commission in an attempt to adequately address the needs of both reservation and urban Indians. In both instances, LWVMN worked with Indian groups and assisted in interpreting their needs to legislators. In 1971 and 1973 LWVMN lobbied for legislation to return to the Indians their hunting, fishing and ricing rights guaranteed by early treaties. LWVMN also testified in favor of a revolving fund for Indian business development financed by 20% of a new state tax on severed mineral rights. In the 1975 Legislature LWVMN supported retrocession for the Chippewa reservations. Both in 1975 and 1977 LWVMN supported legislation to create pilot bilingual education programs in the public schools.

SUGGESTIONS FOR LOCAL ACTION

Local Leagues may continue to inform their communities about the merits of the Equal Rights Amendment and be alert to efforts to rescind Minnesota's ratification of ERA. They may monitor local government actions under the Community Development and Housing Act of 1974, watching particularly for the required citizen participation. They should be aware of provisions of the state antidiscrimination law and alert to instances of discrimination at the local level. They may monitor human relations programs in local schools, public and private, including implementation of the Johnson O'Malley Act (Bureau of Indian Affairs); the Elementary and Secondary Education Act, Title I, and its 1974 amendments; national and state laws relating to athletic programs for girls; and state laws requiring minority human relations committees. They should strongly support and monitor programs to help the disadvantaged, including Comprehensive Employment and Training Act programs, food stamps and food pantries, day care, and welfare and social services. They may work to insure citizen participation on public welfare and human services advisory boards and committees. Finally, local Leagues may monitor federal revenue sharing allocations to make sure human needs have high priority.

EDUCATION

(See Human Resources section for additional positions.)

EQUAL OPPORTUNITY

LWVMN Position — Support of increased state responsibility in creating equal public educational opportunities for all Minnesota children through measures to correct racial imbalance and insure adequate financing of public schools.

Details:

- Correction of racial imbalance in the schools. The state should have the power to investigate, to set and enforce standards, and to give extra financial help to achieve these standards. (1967)
- An equalization aid formula which would include a greater proportion of local operating expenses; consideration of per capita income in addition to assessed valuation; continued consideration of the proportion of children at different grade levels (1967); consideration of enrollment fluctuations when determining pupil units, and in the case of declining enrollments, extending beyond two years the time for reducing pupil unit counts (1976); recognition of the proportion of property taxes used for municipal services; and partial financing by property tax to maintain local control. (1967)
- Categorical aid to school districts which have high salary costs per pupil unit. Such aid should not preclude careful planning and evaluation of local school district expenditures. (1976)
- Transportation aid reflecting current costs. (1967)
- Adequate financing of special aids for children with physical and mental problems, and children with other learning disabilities. Support of funding for special programs for gifted and high potential students. (1967)
- Increasing state responsibility for aspects of education which may require financial aid, specifically assistance in capital improvements, upgrading local educational standards, and encouraging experimental programs. (1967)

COLLECTIVE BARGAINING AND TENURE

LWVMN Position — Support of improvements in the collective bargaining and tenure laws of the state as they apply to K-12 teachers only.

Details:

- Support of collective bargaining for teachers with changes in Minnesota's collective bargaining law to
 - require that teacher bargaining agents and school boards publish first offers and all subsequent written offers during the negotiations.
 - require that arbitrators hearing teacher contracts know school law and procedures.
 - allow a limited number of school board bargaining strategy sessions which are closed to the public.
- Support of the present bargaining law provision which allows parties to the negotiations in each district to determine for themselves which items they consider negotiable. If necessary, the district court would make the final decision.

- Support of the school board as the representative of the public in the negotiation process. Neither parent-community advisory committees nor representatives on the negotiating team should be required by the state.
- LWVMN does not support extension of the right to strike.
- Support of Tenure/Continuing Contract laws for teachers, with changes in the current state law to:
 - require periodic review and evaluation of tenured teachers' performance, leading to remedial help when indicated.
 - retain teacher probationary periods, but lengthen the probation period of Continuing Contract teachers. (Continuing Contract does not apply to first class cities.)
 - require school boards to consider factors in addition to order of employment when they must make staff dismissals due to reduction of positions. Such factors include recent teaching experience in the field of certification, program needs of the district, and special expertise of the individual faculty member.
- Opposes **mandatory** negotiation of procedures for reducing staff.
- Support for retention of state laws defining fair dismissal procedures. (1978)

LIBRARY FUNDING

LWVMN Position — Support for increased and restructured funding for public libraries so that the state can meet goals included in the 1977 Minnesota Long Range Plan for Library Service.

Details:

- Supports increased funding of Minnesota public libraries by means of a combination of substantial local funding, an increase in state funding, and a moderate increase in special-purpose federal funding.
 - considers the 1978 funding proportions — 85% local government, 6% other local funds, 6% state, 3% federal — to be inequitable, in that funding depends predominantly on the local property tax.
 - supports substantial local funding (more than the 30% proposed by the National Commission on Libraries and Information Science (NCLIS) but less than the current 91%), in the belief that local control insures sensitivity to local needs.
 - supports an increased level and greater proportion of state funding for public libraries (but not to the 50% proposed by NCLIS), believing that public libraries, like public schools, share significantly in the education of the state's citizens.
 - supports an increased level and moderately increased proportion of federal funding for public libraries (but not as much as the 20% proposed by NCLIS).
- Supports distribution of state and federal funds to Minnesota public library systems according to a formula based largely on population, but also taking into account square miles of area served and the inverse of assessed adjusted valuation, so as to achieve the most equitable and satisfactory distribution of funds.
- Supports four goals of the Minnesota Long Range Plan for Library Service, ranked as follows: (1) making services accessible to all citizens; (2) fostering a system of shared resources; (3) developing multi-county regional systems; (4) establishing libraries in areas without them.
- Supports the sharing of resources; using trained and supervised volunteers; and charging fees for time-consuming research and special materials, programs, equipment and services.
- Opposes cutting services and/or hours. (1979)

HISTORY OF STATE ACTION

In conjunction with the national study on Human Resources, LWVMN examined equality of educational opportunity in Minnesota in 1966. Focusing on the small school district and racial imbalance, LWVMN reached consensus in 1967 and subsequently supported legislation that eliminated the state's 850 common school districts (those not having a high school) by consolidation. Since 1967 LWVMN has supported the State Board of Education's efforts to achieve racial balance and has urged more transportation aids to help achieve this goal. The LWV is prepared to oppose antibusing bills. During the 1971 legislative session, many LWVMN positions were incorporated into education financing statutes: the state shifted the burden of local school operating costs from reliance on local property taxes through increased state aids; average daily attendance was changed to average daily membership for computing state aids; greater funding was provided for children of AFDC families in districts with relatively high proportions of these children; handicapped aids were expanded to include trainable mentally retarded children. More recent legislation in line with LWV positions increases AFDC pupil payments on a graduated scale as numbers of these students increase. The state now assumes a greater proportion of transportation costs and has increased state reimbursement for the costs of educating handicapped children (including children with learning disabilities). A Council on Quality Education has been established to review and award state funding for innovative programs in local school districts.

In 1976 LWVMN members, via the consensus process, recommended that enrollment fluctuations be considered when determining pupil units and that the time for reducing pupil unit counts be extended beyond two years for declining enrollment districts. The 1977 Legislature provided aid to districts with declining enrollments by allowing pupil unit counts to be averaged over a three-year period. In its 1976 consensus, LWVMN voiced concern for careful local planning as school salary costs rise and enrollments fluctuate, especially when those rising costs might be assumed by the state. Bills to provide aid to districts with high salary costs per pupil unit were introduced but did not pass. However, the 1976 and '77 legislatures added planning requirements for school districts through PER (Curriculum Planning, Evaluation and Reporting) and sections of the 1977 Omnibus Education Aid Bill. Under the latter, local district planning is to be coordinated through the regional ECSU (Educational Cooperative Service Unit). In 1979, LWVMN, working in a broad-based coalition, was successful in lobbying for state funding of programs for gifted and talented students.

SUGGESTIONS FOR LOCAL ACTION

Local Leagues may support and encourage desegregation efforts in their schools. They may show their concern about antidiscrimination and antipoverty efforts in the schools by monitoring enforcement of: human relations training programs in the schools; elimination of discrimination because of race, sex, marital status, disability, or receipt of public assistance; and implementation of the federally required committees established under Title I of the Elementary and Secondary Education Act, and the Johnson-O'Malley Act (Bureau of Indian Affairs). Local Leagues may support aid programs for children who are physically and mentally handicapped or those with learning disabilities. They may also support special programs for gifted and high potential students. Local League members may observe school election procedures, volunteer to serve on and/or observe their district's PER committee, and monitor progress of the long-range planning process legislated in 1977.

NATURAL RESOURCES

Promote the wise management of resources in the public interest and an environment beneficial to life.

WATER RESOURCES

LWVUS Position — Action for improvement of water quality and for planning and management of water resources to meet regional needs and the national interest. (1960, 1967)

AIR QUALITY

LWVUS Position — Action to reduce air pollution from vehicular and stationary sources. (1971)

SOLID WASTE

LWVUS Position — Action supporting policies to reduce the nonessential part of the waste stream, recover its nonreducible portion, then ensure safe disposal of the rest. (1973)

LWVMN Position — Support of measures to reduce generation of solid waste.

Details:

- Support of state government's taking measures to reduce the generation of municipal solid waste through research and development of alternatives to sanitary landfills.
- Support of measures to discourage the use of nonreturnable beverage containers.
- Support of flexibility in the establishment and enforcement of standards in solid waste management to allow the state to adopt more stringent standards than federal standards. (1973)

LAND USE

LWVUS Position — Action in support of management of our finite land resources and built environment to ensure consideration of public and private rights and responsibilities. (1975)

LWVMN Position — Support of an overall land use plan with maximum cooperation and implementation at the regional and local level, with state help in developing and exercising land use management, with opportunity for maximum local decision making, and with regional planning and regulation for matters of more than local concern.

Details:

A state plan should:

- be tied closely to integrated planning (e.g. human services, highways).
- be coordinated with plans and policies of local and regional agencies.
- require local governments to exercise at least a minimum level of planning and control.
- recognize fragile or historic land, renewable resource lands, and natural hazard lands as critical areas and subject them to at least minimum control.
- require impact statements on major public and private development.
- provide financial aid for research, technical assistance and state data for local and regional governmental units.
- provide authority to local and regional governmental units to exercise innovative planning and regulatory techniques such as land banking, planned unit development, transfer of development rights, timed development ordinances.
- provide for an appeals board to arbitrate conflicts among governmental bodies and between citizens and governmental bodies. (1975)

ENERGY

LWVUS Position — Action supporting policies that: (1) bring about a significant and progressive reduction in the U.S. energy growth rate; (2) give priority to conservation, renewable resources and the environmentally sound use of coal in the U.S. energy mix between now and the year 2000; (3) effect a shift to predominant reliance on renewable resources beyond the year 2000. (1978)

TRANSPORTATION

LWVUS Position — Action to reduce vehicular pollution and to provide equal access to housing and employment. (1972, 1976) (This position synthesizes relevant positions on Air Quality, Human Resources and Energy Conservation. Also see CMAL position.)

HISTORY OF STATE ACTION

Water: With the initiation of a national study of water resources in 1956, local Leagues in Minnesota began to investigate problems in their own communities and river basins. LWVMN has been concerned with the state's role in managing and financing water resources development and has supported state participation in interstate commissions to provide comprehensive planning for boundary waters. Action has included support for the Minnesota Pollution Control Agency's requests for adequate funding, training and certification of sewage treatment plant operators, and state funding for municipal sewage plants. Many water quality bills supported by the LWVMN were enacted in 1973: mandatory shoreland zoning in incorporated areas, broadened definition of public waters to include wetlands, mandatory flood plain zoning, strict drainage controls, and statewide water inventory. In the following legislative session, LWVMN opposed attempts to weaken the state's control over public waters by reducing the power of the Department of Natural Resources over drainage regulations. The LWV lobbied in Washington, DC, and in Minnesota against a new Lock and Dam in Alton, Illinois, participated in the Federal 208 Water Quality Study and in the Upper Mississippi River Basin Commission's GREAT I Study on

future uses of the Mississippi. In 1978 and 1979 emphasis on noncontamination of potable water became one of LWVMN's concerns.

Air: In 1971 LWV members reached national consensus on air quality, and members testified during legislative hearings on air quality standards. LWV also supported mandatory vehicle emissions inspection and the disbursement of dedicated highway trust funds to municipalities for mass transit, emphasizing mass transit as the logical solution to air pollution problems in heavily trafficked areas. In 1976 LWV supported legislation banning fluorocarbon aerosol containers.

Solid Waste: Local Leagues studied their communities' solid waste management practices to reach both state and national consensus during the 1973 legislative session. LWVMN has lobbied for bills discouraging the use of nonreturnable beverage containers (rejected by the Legislature in 1978 and 1979) and establishing regional resource recovery centers. Current action supports charging a deposit for beverage containers. In 1977 LWVMN joined other environmental groups in requesting that Reserve Mining Company be required to meet existing air and water quality standards in its disposal of taconite wastes.

Land Use: State and national positions on land use were reached in 1975 after two years of study. In 1977 and 1979 LWVMN testified in Minnesota and Washington, DC, in favor of full wilderness status for the Boundary Waters Canoe Area (BWCA), which was established by Congress in 1978. In 1979, the Minnesota Legislature established a State Citizens Committee to advise the US Forest Service on BWCA management, an action LWVMN opposed as a wasteful duplication of federal policy. LWVMN also testified in favor of the Minnesota Valley National Wildlife Refuge. Since 1975 LWVMN has supported efforts to enact a state comprehensive land use plan.

Energy: Action has included support for the adoption of Minnesota's Energy Conservation Law and State Building Code. In late 1977 LWVMN received a grant from the US Energy Research and Development Administration to train local League members as resource people in their communities to teach energy saving techniques. Another result of the grant was the publication in 1979 of an Energy Information Directory compiled by the LWVMN.

SUGGESTIONS FOR LOCAL ACTION

Local Leagues may participate in the Minnesota Against Pollution (MAP) program and take action on location of sanitary landfills, variances granted in shoreland zoning, drainage projects, proposals for expenditure of federal revenue sharing funds, wetland protection ordinances, and sediment control ordinances. They may monitor local industries to see if they are conforming to air quality standards as defined by the Minnesota Pollution Control Agency. Leagues may work to establish collection centers for recycling, remembering, though, that recycling glass bottles consumes energy, which makes returnable bottles a far better answer. Public support for deposits on beverage containers continues as an important action item. Re energy, local League members should practice energy conservation at home and support local measures to implement energy conservation, remembering that implementation must take full account of economic consequences, distribute costs and hardships as fairly as possible without bearing unduly on the poor, and give full consideration to the environment. Education as to the availability and feasibility of renewable energy sources and their application locally (earth-sheltered housing, solar heating, wind generators, etc.) could be worthwhile LWV community projects. Local Leagues may also explore what their communities and regions are doing about land use planning. Do your local community and region have land use plans? Are they coordinated? Are they being followed? Leaguers may observe land use planning functions and testify thereon, using national and state positions.

GOVERNMENT

Promote an open governmental system that is representative, accountable and responsive to all citizens and protects individual liberties established under the Constitution.

CITIZEN RIGHTS

LWVUS Position — Action to protect the individual liberties guaranteed by the Constitution and the right of every citizen to vote.

ELECTION LAWS

LWVUS Position — Action to support direct election of the President, 25th Amendment succession procedures and two-term tenure limitation. (1970, 1976) Action for self-government and voting representation in Congress for citizens of the District of Columbia. (1938)

LWVMN Position — Support of improvements in election laws regulating election procedures, voting and school district elections.

Details:

- Support of centralized responsibility in the state government for achieving uniform election procedures and for training election officials. (1961)
- Support of extension of mandatory voter registration prior to election day to cover more voters through inclusion of more municipalities through county-wide registration, or through state-wide registration. (1961)
- Support of extension of election laws to cover school district elections, including uniform mandatory voter registration. (1972)
- Support of rotation of names of candidates for the same office on ballots. (1972)

HISTORY OF STATE ACTION

LWVMN began studying election laws in 1957. Many League members, as direct observers of the election process, have seen the need for standardized procedures and adequate training of election judges. The LWVMN supported a bill passed by the 1977 Legislature which provides for the mandatory training of election judges. In 1973 an Omnibus Registration Bill passed with LWVMN support. This bill centralizes responsibility for registration rules and regulations with the Secretary of State, establishes state-wide registration procedures, requires counties to maintain permanent registration lists, and permits postcard and election day registration. The 1974 Legislature amended this bill, however, to allow a county with no population center of 10,000 or more to be exempted from permanent registration by a resolution of its county board.

School District Election Laws: League members reached consensus in 1972 and lobbied for a bill which passed in 1973, simplifying absentee balloting, requiring rotation of candidates' names on non-partisan ballots, and forbidding election day campaigning or solicitation of votes within 100 feet of a polling place.

Rotation of Names on Ballots: This issue centers around rotation of party columns and/or putting one party at the top of the ballot in presidential election years and the other party at the top in gubernatorial election years. The 1976 Legislature passed a ballot rotation bill which the League followed but did not support.

Action on National Positions: In August, 1978, the US Congress passed the District of Columbia Amendment, which gives voting Congressional representation to residents of the District. After intensive lobbying, mainly by LWVMN lobbyists, the Minnesota Legislature ratified the Amendment on March 19, 1979. It will become a part of the US Constitution when 38 states have ratified it. LWV has also continued lobbying for direct election of the President.

CAMPAIGN PRACTICES

LWVUS Position — Action to improve methods of financing political campaigns in order to make our government more accountable, more representative, more responsive to all of our citizens. (1973)

LWVMN Position — Support of improvements in election laws regulating campaign practices.

Details:

- Support of the public's right to comprehensive disclosure of all political campaign contributions and expenditures: mandatory, timely, uniform and complete reports of campaign contributions and expenditures should be made to a central authority responsible for disseminating such information to the public; responsibility for reporting contributions to the candidate's campaign and for reporting expenditures by the candidate and those made on the candidate's behalf rests squarely on the candidate; penalties should be stringent enough to insure compliance by candidates. (1961)
- Judicious use of public resources to finance campaigns. (1972)
- Reduction of the amount of money spent on campaigns. (1972)

HISTORY OF STATE ACTION

LWVMN has been active on this subject since 1961. In 1973 LWVMN worked in coalition for major campaign financing legislation which established the State Ethics Commission. LWVMN monitors this body, now called the Ethical Practices Board, and continues to review legislation affecting the EPB. LWVUS conducted a petition drive and intensive lobbying for the campaign reforms of the Federal Election Campaign Act of 1974. After the Supreme Court found portions of the law limiting candidate spending and allowing for selection of FEC members by Congress unconstitutional, LWVUS successfully lobbied for a new law creating an independent and constitutionally acceptable FEC.

OPEN MEETINGS AND OPEN RECORDS

LWVUS Position — Governmental bodies (should) protect the citizen's right to know by giving adequate notice of proposed actions, holding open meetings and making public records accessible. (Principles, 1974)

HISTORY OF STATE ACTION

Open Meetings: Support for open meetings was first made explicit in the LWVUS 1972 US Congress position; in 1973 Leagues were empowered to apply that position at the state and local levels. The 1974 Minnesota Open Meeting Law requires all meetings of governmental bodies to be open to the public (except the Board of Pardons; the Corrections Board; and the Legislature, which sets its own rules) and that these bodies maintain records on their actions which are accessible to the public.

LWVMN testified for this law, and members continue to monitor compliance at state and local levels of government. The 1976 Legislature tried to amend the Open Meeting Law to allow for some closed sessions; however, the House tabled the bill, and no Senate action was taken. LWVMN opposes any changes in the law, except it would support a limited number of school board bargaining strategy sessions which are closed to the public. (See 1978 Collective Bargaining position, page 12.)

Open Records: Ever since the 1974 Minnesota Legislature enacted the Data Privacy Act, LWVMN has monitored the actions of the Legislature in the area of open records, balancing our desire for openness with the individual's right to privacy. In 1975 the Data Privacy Act was amended by adding three classifications of data: public, private and confidential. The present law, as amended in 1976, simplifies the data reporting requirements for governmental units but makes the data classification system considerably more complex. Data must be made expressly "not public" by state statute or federal law to be either confidential or private. In 1979, the Legislature finally dealt with this issue, passing a LWVMN-supported bill which defined terms and stated that all government data will be open to the public unless specifically classified as confidential or private by state statute.

ORGANIZATION OF GOVERNMENT

LWVUS Positions — Action in support of responsive legislative processes characterized by accountability, representativeness, decision-making capability and effective performance. (1972) Action to support the exercise of presidential powers within the constitutional balance of power. (1976) Action for apportionment substantially on population of congressional districts and of all elected state and local governmental bodies. (1966, 1972)

LWVMN Position — Support of improved structure and procedures for the Minnesota Legislature and Executive Branch; support of an improved process for amending the Minnesota Constitution; support of apportionment substantially on population of congressional districts and of all elected state and local governmental bodies.

Details:

- Support of legislative reform through improved procedures for providing information, adequate research assistance, no increase in size (reduction in size is desirable), realistic compensation for legislators, improved organization of committees, legislative sessions of adequate length, and allowing the Legislature to call itself into special session. The Legislature should meet annually and should have the power to determine the time of meeting and length of session and should have the power to recess. (1955, 1968)
- Support of a post-auditor appointed by and directly responsible to the Legislature. (1955)
- Support of changes in executive structure characterized by clear lines of authority and responsibility, elimination of duplication and overlapping of agencies, a structure of organization designed to focus on current and emerging problems, and a system of standard nomenclature. (1970)
- Support of measures to change the process of amending the State Constitution by retaining a simple majority vote by the Legislature in proposing an amendment and requiring a simple majority of those voting on the question for ratification. (1947, 1962)
- Support of regular and equitable reapportionment, with definite procedures established to ensure prompt redistricting by the Legislature or by a reapportionment commission; support of procedures which provide for:
 - compact contiguous districts giving advantage to no particular person or group.
 - public accessibility to legislative or commission deliberations and action.
 - prompt judicial review. (1979)

1979 INITIATIVE, REFERENDUM, RECALL STUDY

Study of the process of initiative, referendum and recall. (Consensus is expected in summer 1980.)

HISTORY OF STATE ACTION

Legislative Reform: Organization of State Government was adopted for study in 1967 with an overall look at the Minnesota Legislature and the Executive Branch. Consensus positions reached in 1968 and 1970 incorporated earlier LWVMN positions on support for annual flexible sessions, legislative post-audit, reapportionment, and changing the amending process, some of them dating from League's 1947 study of the State Constitution. Minnesota now has a two-year flexible session. The legislative process has become more open to the public, more research assistants have been hired, and information about the Legislature and copies of bills are easier to obtain. Organization of committees continues to improve, although reducing the number of committees has substantially increased the number of sub-committees. Legislators received a per diem increase in compensation and additional expense allowances in 1973; the 1975 Legislature voted to provide lodging expenses in addition to per diem and also to allow travel expenses within a legislator's district. The 1977 Legislature increased legislators' per diem allowances and provided for salary increases beginning in 1979.

Executive Reform: The 1973 Legislature created a new Department of Finance, a central state agency to have financial control over executive departments, while a post-audit commission was established to report to the Legislature on performance of state agencies and effectiveness of its programs. Legislation in 1975 renamed certain agencies to create a uniform designation for state boards,

commissions, committees and councils. Functions of certain agencies were transferred or abolished, two advisory committees were created, 221 appointed positions were abolished or transferred from appointment by the Governor to appointment by another authority, and 156 new positions were created. The 1977 Legislature created a new Department of Economic Security (consolidating the functions of the Departments of Vocational Rehabilitation and Employment Services, Governor's Manpower Office, and the income maintenance program from the Department of Public Welfare). Other legislation allows the Governor to appoint commissioners to state departments and agencies for terms coinciding with his/her own, limits the Governor's power to create task forces, defines executive orders and provides for their expiration. Under another provision, the appointment process reverts back to current practice after 1987.

Amending the Constitution: The 1947 State Constitution study showed the need for changing the amending process. Ratification of a constitutional amendment requires a majority vote of all those voting in the election. Thus a voter who fails to vote on the amendment automatically casts a "no" vote. LWVMN believes that the requirement for ratification should be changed to a majority of those voting on the question. In 1974 LWVMN supported a constitutional amendment allowing amendments to be passed by a 55% majority of those voting on the question; the amendment was defeated by the voters.

Reapportionment: LWV has supported reapportionment substantially on population since 1966. The 1979 LWVMN Convention revised the state position to make it responsive to the issue of reapportionment in the 1980's. LWVMN will continue to lobby on reapportionment measures before the Legislature.

FINANCING STATE GOVERNMENT

LWVMN Position — Support of a flexible Minnesota multi-tax system with emphasis on maintaining state services through a combination of spending cuts and increased taxation when state funds are short and decreased taxation when there is a budget surplus. Support of using the Minnesota individual income tax as the elastic tax, making rates more progressive when increasing state revenue and lowering rates for all income levels when decreasing state revenue. Support of state relief for property taxes. Support of property tax reform. Support for setting priorities in allocating state funds. Support of state aids to local governments, especially to local school districts and to the local governmental unit that provides the major portion of local services (county and/or city). Support of more efficient state administrative and legislative expenditures.

Details:

- Support for property tax reform through equitable assessments, fewer classifications, and more restrictive criteria for determining exemptions. LWVMN also advocates less dependence on the property tax as a source of revenue. (1967)
- Support for equitable assessments by professionally trained, adequately paid assessors with districts large enough to warrant their full-time employment. Periodic reappraisals should be mandatory. The state should be responsible for achieving uniform standards for assessment and should assess industrial property. There should be fewer classes of property for taxing purposes. (1967)

- The criteria for determining property tax exemption should be more restrictive. Property that is profit-making or in competition with private taxpaying enterprises should be taxed regardless of ownership. There should be periodic reconsideration of each exemption, and owners of exempt property should pay enough taxes, or a charge in lieu of taxes, to cover the costs of local services. Tax exemptions as socio-economic incentives should be used sparingly and for a limited time in each case. (1967)
- Dependence on the property tax should be diminished because it does not necessarily reflect ability to pay and equitable administration is difficult. Local services such as police and fire protection, streets, parks, and sewers are the services most appropriately financed by the property tax. Services of broader than local significance such as welfare are less appropriately financed by the property tax. Education is appropriately financed partly by the property tax and partly by revenue from other sources. (1967)
- When taxation is increased to provide additional revenue, LWVMN:
 - supports retaining exemptions to the **sales tax**; supports sales tax increases on cigarettes and tobacco and alcoholic beverages; does not agree on a general raise in sales tax rates.
 - supports more progressive **individual income tax** rates with exemptions retained at 1977 level; supports retaining deductibility of federal income taxes as a feature of the Minnesota income tax; opposes an across-the-board increase in income tax rates.
 - supports retaining the Minnesota **corporate excise tax** with no increase in rate; does not agree on changing the corporate tax to a progressive rate.
 - supports retaining the homestead credit and senior citizens freeze credit as forms of state relief for **property taxes**; supports retaining the income-adjusted homestead credit (circuit breaker). (1977)
- When measures are taken to decrease taxation, LWVMN:
 - supports retaining the 4% Minnesota **sales tax** with no increase in exemptions.
 - supports a decrease in **individual income tax** rates; opposes an increase in individual income tax exemptions; opposes a general tax refund.
 - supports an increase in the homestead credit as a form of state relief for **property taxes**.
 - does not agree on decreasing the **corporate excise tax** rate.
 - does not agree on providing an increase in the income-adjusted homestead credit (circuit breaker)
- When cuts in state spending are necessary, LWVMN:
 - supports cuts in spending for general state government, governor and related agencies, and the legislative branch.
 - opposes cuts in state aid to local governments, especially local school districts.
 - opposes cuts in state spending for natural resources, corrections, higher education and agriculture. (1977)
- When increases in state spending are proposed, LWVMN supports setting priorities for state spending rather than a percentage increase in all areas of state funding. LWVMN:
 - supports an increase in state aids to local school districts.
 - opposes increases in spending for general state government, governor and related agencies, and the legislative branch; opposes increases in spending for public retirement benefits.
 - supports increases for mass transportation of benefit to the entire state. (1977)

HISTORY OF STATE ACTION

Since the mid '50s, LWVMN has studied financing of state and local governments. Early studies focused on the property tax, resulting in LWVMN support for property tax reform. In 1969 LWVMN lobbied successfully for legislation permitting counties to establish county assessor systems; all assessors must be professionally accredited. A constitutional amendment passed in 1970 allows the Legislature to restrict the amount of tax-exempt property and to eliminate many inequitable situations. In keeping with its Education Position, LWVMN supported a shift in 1971 away from the property tax and toward greater state funding of education. In 1975 the Legislature passed bills providing for income-adjusted property tax relief in addition to the homestead credit, and increased limitations on assessed valuation. The 1977 Legislature continued the trend toward less reliance on the property tax by reducing the assessment ratio on urban and rural homesteads and increasing the income-adjusted property tax credit. LWVMN again studied financing state government in 1975-1977 and adopted an expanded position. In 1979 this position and the existence of a state budget surplus enabled LWVMN to lobby for decreased taxation and to support reducing individual income tax rates by changing the tax brackets. The 1979 Legislature passed a comprehensive tax relief law which included adjusting income tax rates by indexing income tax brackets for inflation.

SUGGESTIONS FOR LOCAL ACTION

Citizen Rights: Local League members may observe the voter registration processes and should be alert for voting rights violations. They may check to see whether candidates and volunteer committees file campaign expenditure reports, whether polling places are conveniently located, and whether school elections function properly. They may monitor local governing bodies to make sure they are complying with the Open Meeting Law.

Organization of Government: Members may write their legislators in response to Times for Action on legislative and executive reforms. They may also check to see whether local governmental districts, wards, precincts, etc., have equal population according to the 1970 census.

Financing State Government: Local Leagues may contact their legislators in response to Times for Action on taxation and appropriation legislation. They may use the slide show prepared by LWVMN to educate their communities on state financing.

URBAN CRISIS

LWVUS Position — Action to promote the well-being of America's cities through a comprehensive national urban policy. (1979)

HISTORY OF LEAGUE ACTION

This position was announced in summer 1979 after a one-year study of government policies needed to revitalize our cities. The position strongly supports aid targeted to needy cities and countercyclical measures to combat general economic recessions. League members will be lobbying Congress to support such measures.

INTERNATIONAL RELATIONS

Promote peace in an interdependent world through cooperation with other nations and the strengthening of international organization.

UNITED NATIONS

LWVUS Position — Action to strengthen the United Nations, in recognition of the need for cooperation among nations in an interdependent world. (1977)

HISTORY OF LEAGUE ACTION

Delegates at the very first League Convention in 1920 called for "adhesion of the US to the League of Nations." A 1942 study, in the midst of World War II, led to a 1944 LWVUS position supporting "US membership in an international organization for the peaceful settlement of disputes, with the machinery to handle economic, social, and political problems." LWVUS launched an educational campaign to promote understanding of the Dumbarton Oaks and Bretton Woods agreements to establish the UN, the World Bank and the International Monetary Fund. In 1962 a LWVUS study evaluated "means of strengthening the UN" under cold war conditions. With the shift of alignments at the UN from East-West to North (rich)-South (poor), LWVUS undertook a reexamination of the UN in 1976 "with emphasis on relations between developed and developing countries and their implications for US policy" which resulted in the present position.

TRADE

LWVUS Position — Action in support of systematic reduction of tariff and non-tariff trade barriers and broad, long-range presidential authority to negotiate trade agreements. (1973)

HISTORY OF LEAGUE ACTION

Even in the '20s the LWVUS recognized that high tariffs and restrictive trade practices caused friction among nations which could lead to war. In subsequent years LWVUS supported measures to relax trade restrictions including, in 1964, those on East-West trade. LWVUS has supported limited commodity arrangements; and, after a new consensus in 1973, it supported the 1974 Trade Act, which opened the way for US participation in the Tokyo Round of tariff negotiations under the auspices of the General Agreement on Tariffs and Trade (GATT). LWVUS took action on behalf of adjustment assistance (as opposed to tariffs and quotas) in 1976 and 1977. LWVUS has been supportive of measures which would expand trade, research and development, and tourism; and has been against protectionist proposals, especially in answer to balance of payments problems. League promoted ratification of the Multilateral Trade Agreements made as a result of the Tokyo Round of GATT, which ended in April 1979. The US Congress, by an overwhelming majority, passed legislation to implement the Agreement.

DEVELOPMENT

LWVUS Position — Action for US development assistance policies that improve the quality of life for the people of the developing countries. (1970)

HISTORY OF LEAGUE ACTION

LWVUS positions have included support for assistance to developing countries since the '20s. After World War II, LWVUS supported the implementation of the Marshall Plan and President Truman's Point Four program. By the end of the '40s LWVUS was deeply committed to new international efforts to assist poor and emerging nations in Asia, Africa, the Middle East and Latin America. LWVUS' current position has evolved through continuing action and study, with recent periods climaxing in 1964, 1970 and 1977. LWVUS is especially concerned that there be separation of development aid from military aid, because in war or preparation for it, development aid is likely to be overlooked.

SUGGESTIONS FOR LOCAL ACTION

League members should respond quickly to calls to action, and suggestions in **Report from the Hill**, LWVUS' newsletter on legislative activity at the national level. Local IR chairs can inform themselves and their members on the current status of LWV concerns by calling the LWVMN office to hear recordings from "Spotmaster," the LWVUS' weekly summary of activity. Those in and near the Twin Cities may join the World Affairs Council, and all may support the UN Rally and World Trade Week. IR committees should work in their communities to identify people interested in world affairs and to expand knowledge of international institutions and issues, including speaking out on the beneficial effects of expanding free trade. Local Leagues should review the Buy America amendment passed in 1976 and encourage legislators to remove this protectionist amendment.

THE COUNCIL OF METROPOLITAN AREA LEAGUES (CMAL)

The Council of Metropolitan Area Leagues (CMAL) was established in 1962. It is an interLeague organization composed of the 33 local Leagues in the seven-county metropolitan area, which includes Anoka, Carver, Dakota, Hennepin, Ramsey, Scott and Washington counties. Through CMAL, League members work to solve governmental problems of metropolitan concern.

METROPOLITAN COUNCIL

CMAL Position . Supports the development of the Metropolitan Council as the decision-making body for metropolitan needs in accordance with these criteria: efficiency and economy, equitable financing, flexibility, citizen control and responsiveness to the electorate. CMAL supports provision for coordinated metropolitan services focused through the Metropolitan Council.

Details:

- CMAL supports retention of an **appointed Metropolitan Council**
 - The appointive process has provided high caliber individuals with broad vision and concern for the metro area as a whole.
 - The appointed Council is seen as less parochial, less subject to special interests, and better able to adopt and maintain unpopular positions for the good of the entire area.
 - The appointed Council is responsible to our elected State Legislature and watched over by our elected local officials. (1976)
- CMAL supports an open appointment process including publicized vacancies; increased citizen, local governmental and legislative influence on appointments; formal qualifications for office; and establishment of a removal procedure for members of the Council. In the event that it appears that the Council may become an elected body, CMAL supports nonpartisanship of candidates, maintaining of population as the basis for districts, election of Council members at the same time as local officials (assuming passage of the Uniform Election Law), continuance of a part-time Council and of the per diem basis for compensation. (1976)
- CMAL supports area-wide sharing of fiscal resources, to move towards the solution of problems created by **fiscal disparities** and to finance services which benefit the Twin Cities Metropolitan Area as a whole or affect the lives of all its citizens. (1970)

HISTORY OF CMAL ACTION

Metropolitan Government — In the early 1960s, the Metropolitan Planning Commission, a loose confederation of municipal, county, special district, and other interest groups, was created by local elected officials, who appointed members to the Commission. MPC functioned in a purely advisory capacity and produced a series of studies of the Minneapolis-St. Paul area's physical, geographic and economic characteristics. The 1967 state Legislature established the Metropolitan Council, which took over the old MPC staff but had broad assignments in area-wide planning and some specific problems to work on, notably solid waste, sewage (waste water) disposal, and parks and open spaces. Its one man-one vote representation formula was strongly supported by CMAL, which also supported its role as overall planning and coordinating agency for the area with operational boards supervising day-to-day operation of area services, and local government involvement in decisions affecting them. With support from CMAL the 1974 legislative session passed the Metropolitan Reorganization Act (MRA), which further clarified the relationship between the Metropolitan Council as the planning and policy setting body and the operational boards as the day-to-day providers of area services. Since its inception, the Metropolitan Council has been concerned with overall growth patterns in the metropolitan area, recognizing that areawide coordination of urban services is needed, and that public investment should be channeled to achieve area-wide goals. These goals and policies were incorporated into the Development Framework Guide prepared by the Council in 1974-75 with CMAL assistance; CMAL has supported legislation needed for its implementation.

In 1975 CMAL restudied and updated the governmental decision-making position, looking closely at the question of an elected or appointed Council, and assessing the relationship of the Council to other local governing bodies. A survey of attitudes of local officials towards the Metropolitan Council was published in December, 1976.

In 1977 CMAL supported open appointments legislation and retention of an appointed Metropolitan Council. Testimony before a Senate Task Force on Metro Affairs stressed that the Council: is a planning and coordinating agency that does not legislate and has limited tax authority (is not another layer of government); is accountable to the Legislature and responsive to the people of the region; has an excellent track record in dealing with regional planning; and would provide a difficult problem in all aspects of an election effort.

CMAL opposed elected Metropolitan Council legislation in 1978, noting that a popularly elected body representing more than half the population of the state could not continue in the same relationship with the Legislature. In reviewing the Council's role in the Family Housing Program in 1978, CMAL expressed its concern about the Council acting as an operating agency, not as an overall planning and coordinating body.

In 1979 CMAL prepared a statement opposing legislation requiring a local referendum on airport expansion or new location since such a referendum would bypass the Council's responsibility and authority.

Fiscal Disparities — A major barrier to area-wide development has been the multiplicity of local government units — more than 300 in the metropolitan area — each competing for tax monies. In 1971 CMAL supported the "fiscal disparities" bill, which provides for sharing 40% of the growth in commercial-industrial tax base among local units of government in the metropolitan area. Nationally, the bill was a first, and though it was challenged in the courts, it was found to be constitutional. Implementation occurred in 1974 and was reflected in taxes collected in 1975.

In 1975 CMAL supported the Metropolitan Investment Framework before the Metropolitan Council's Physical Development Committee because it furthered the goal of area-wide sharing of fiscal resources to finance metropolitan services, and aids in the solution of the problems of fiscal disparities. CMAL also supported the Investment Framework before the full Council in 1976, stressing that it was a means of systematically evaluating the economic responsibilities of metropolitan government. The Investment Framework was adopted by the Council in 1977.

League members requested the 1979 CMAL update paper **THE RESPONSE TO FISCAL PROBLEMS IN THE SEVEN COUNTY METROPOLITAN AREA**. It reviews existing and proposed programs that deal with problems created by the differences in taxing capabilities among communities in the seven-county metropolitan area. Copies of the paper were distributed to interested legislators and selected local government officials.

1979-81 STUDY

Study the role of regional decision-making by examining how the Metropolitan Council's decision-making and policy-setting affects local planning and decision-making.

COUNTY GOVERNMENT

CMAL Position — Supports measures to insure accountability and visibility of county government. Also, CMAL supports measures to improve cooperation and communication between the Metropolitan Council and county government within the metropolitan area. (1975)

Details:

- Accountability of a governmental body is obtained by the effective communication of its policies and procedures to residents of its jurisdiction. While accountability to the citizenry is recognized as a responsibility of all governments, CMAL also recognizes the responsibility of citizens to become adequately informed and involved as well as to participate in the election process. Accountability of county government would be increased by the following (but not limited to):
 - Systematic and objective evaluation of county programs.
 - Creation of a public information system to insure not only public access to meetings of the County Board and advisory committees but also more understanding of the issues being considered by the County Board, by ample publication of location, time, date and agenda of meetings, dissemination of information on the procedures for citizen appointments, and publication of background information prior to the decision-making time when policy is set.
 - Regular communication between county and municipalities and other levels of government.
 - Full disclosure of campaign financing information by every candidate in county elections.
- The Metropolitan Council is viewed as the regional planning and coordinating body, while the counties are viewed as administrators, implementors, and enforcers of regional policy. CMAL believes that counties should be involved in the initial planning and policy-making stages of Metropolitan Council activities in order for counties to carry out their eventual implementation.

HISTORY OF CMAL ACTION

In 1973 CMAL had begun a study of counties in the Twin Cities area and their role and relationship to the Metropolitan Council. Consensus was reached in 1975. This study resulted in two publications, CMAL's **SEVEN COUNTIES IN TRANSITION: A STUDY OF THE EVOLVING ROLE OF THE COUNTY IN THE TWIN CITIES METROPOLITAN AREA**, and the Hennepin County Leagues' in-depth study, **HENNEPIN COUNTY**.

TRANSPORTATION

CMAL Position — Support for improved mass transit and provision of a new non-air-polluting transit system. (1967) (Also see LWVUS position.)

HISTORY OF CMAL ACTION

Massive highway construction with federal funding and a privately owned bus system that was consistently losing ridership focused Twin Cities area interest on mass transit and encouraged CMAL to work for establishment of the Metropolitan Transit Commission (MTC) in 1967. In subsequent legislative sessions and interims, CMAL pressed for condemnation powers for MTC (1969), which made it possible to purchase privately owned bus companies in the metropolitan area; and adequate financing for MTC (1971), which quadrupled MTC's fiscal resources, making possible route improvements, fare subsidies, and significant progress toward a new transit system. The Legislature has concluded that an extensive fixed guideway system is uneconomical at this time. In 1975 the Metropolitan Council Transportation Guide called for reliance on the existing highway system; improved bus service; encouragement of paratransit, car pooling and vans; and advocated a transportation system designed to encourage growth in areas that already have other urban services like sewers and water.

LAND USE AND ENVIRONMENTAL QUALITY

CMAL Position — CMAL recognizes that increased pressures for development in the entire Twin Cities area indicate the need for a strong public voice in land-use decisions. CMAL supports metropolitan-level planning, programs and policies directed toward channeling development in ways that will (1) preserve and enhance the natural environment, (2) use public investment to the best advantages, and (3) provide area residents with diversity in choice of facilities and amenities. (1972) (Also see LWVMN and LWVUS positions.)

Details:

- Channeling growth so that necessary public services are provided in an efficient, orderly pattern.
- Preserving the natural environment to the extent possible by protecting land and water during and after development, and from development where necessary, and preserving open space for recreation, protection and amenity.
- Using land in the seven-county area to implement social goals, such as a full range of housing choice, adequate transportation, parks and the necessary facilities and amenities to enhance the quality of life.
- The Metropolitan Council should be authorized to develop the policy tools necessary to implement these goals, provided local governments are involved in decisions affecting them.

HISTORY OF CMAL ACTION

Parks and Open Space: With CMAL support, the 1974 Legislature passed the Parks and Open Space Bill authorizing the Metropolitan Council to set priorities for acquisition of open space in the metropolitan area. In 1975 the Council released its Development Guide chapter dealing with parks. CMAL testified before the Metropolitan Council in 1976 in support of the Five-Year Capital Improvement Program for parks and open space. 1977 found CMAL supporting the Regional Special Use Policy Plan and Regional Trails Policy Plan. In 1978 CMAL encouraged the Council to amend the Development Guide to include the Trails Policy; the Council completed this in November 1978. In 1979 CMAL supported legislation that authorized \$27 million in bonds for acquisition and betterment of regional parks in the metropolitan area.

Housing: CMAL provided supportive testimony before the Metropolitan Council in regard to the Housing Policy Plan in 1976. That year CMAL also met with the Council's Modest-Cost Private Housing Advisory Committee to express concern with the Committee's report and encourage their continued efforts. In 1978 CMAL supported the Council's work to provide subsidized housing within our region and the Council's Family Housing Program via the existing LWVUS position. However, CMAL did question the advisability of the Council's acting as an operating agency in this situation (see Government Decision-Making above). The 1979 CMAL publication FOCUS ON HOUSING resulted from the 1977-79 Cities/Urban Crisis study. It provides background and vocabulary on housing programs so League members can take action using existing LWV positions. In 1979 CMAL also supported the proposed amendments to the Development Guide Housing Chapter because they improve the ability of local communities to provide housing affordable by all income ranges.

Water Resources: In 1975 CMAL addressed the Minnesota Pollution Control Agency in support of the designation of the Metropolitan Council as the agency to assist local units of government in the identification of critical water areas and in implementing necessary steps to protect them. That year CMAL also told the Metropolitan Council and the Minnesota Environmental Control Agency of its support for the designation of the Mississippi River as a Critical Area. In 1977 CMAL reviewed and supported the Upper Mississippi River Basin Commission's Level B Study Report on water quality and conservation. Continued designation of the Mississippi River Corridor as a Critical Area was the subject of CMAL Metropolitan Council testimony in 1979.

Land Use Planning: CMAL published THE LAND USE PUZZLE in 1972 and participated in an areawide survey of attitudes toward regionalism and decentralization. CMAL then sponsored conferences on Innovations in Government in 1973 and 1974 to provide an opportunity for area planners and local officials to exchange information. In 1975 CMAL encouraged legislators to recommend necessary enabling legislation for the Metropolitan Council Development Framework Guide. Specifically CMAL asked that local planning be made mandatory and that those plans be coordinated through the Metropolitan Council. CMAL also supported 1975 legislation that: provided funds for communities throughout the state to do comprehensive land use planning; established the mechanism for the Metropolitan Council to review the mandated local comprehensive plans.

SUGGESTIONS FOR LOCAL ACTION

Local Leagues in the metropolitan area may find a basis from which to operate in the 1972 CMAL land use consensus. Land use decisions are currently made at the local government level, and it should be possible to use this consensus locally to act on planning, zoning, growth patterns, housing, transportation, parks, preserving the natural environment, protecting land and water during and after development (and from development where necessary), and to preserve open spaces.

League of Women Voters of Minnesota, 555 Wabasha, St. Paul,
Minnesota - August, 1982

CHILD SUPPORT

LWVMN POSITION: SUPPORT OF STRICTER ENFORCEMENT OF COURT-
ORDERED CHILD SUPPORT PAYMENTS.

Details:

The League of Women Voters of Minnesota supports:

- . efforts to make support collections and enforcement services equally available to non-Public Assistance families.
- . efforts to adequately publicize available services.
- . providing adequate staff to enforce child support in an efficient and expeditious manner.

History of League Action: In February, 1981, the LWVMpls prepared a study on child support, updating the Single Working Mother: Can She Make It? The study provides a specific picture of national, state, and local programs in effect, current and proposed legislation, and some viewpoints on how effectively government is handling this issue. Supplementing this study with research and interviews in their locality, Leagues throughout the state agreed to concur with part of the LWVMpls position in February, 1982.

LWVMN provided testimony on proposed child support legislation, particularly emphasizing making enforcement services more equitable for non-Public Assistance families. Two bills passed. League has participated in information forums, provided speakers on the topic, and interviewed for newspaper articles. We have testified before the Council on the Economic Status of Women and served on a county Task Force on Child Support. Leaguers coordinated a child support call-in survey with the National Association of Social Workers and provided information through the NASW on child support enforcement services and new legislation to women's organizations' newsletters and counseling and social services agencies.

Suggestions for Local Action: Local Leagues could encourage increased media coverage and public awareness of the child support issue in their community. Leagues could educate and lobby their legislators and local policy-makers on the cost effectiveness and equitability of providing child support enforcement services, particularly for the non-Public Assistance families.

League of Women Voters of Minnesota, 555 Wabasha, St. Paul,
Minnesota - June, 1980

INITIATIVE, REFERENDUM AND RECALL

LWVMN POSITION: Support of the continuation of legislative initiative and compulsory voter referendum on constitutional amendments; opposition to most forms of voter initiative and referendum on statutes; opposition to recall by voters of members of the Legislature and state constitutional officers; support of strict procedural limits on any process of initiative, referendum or recall.

Details:

The League of Women Voters of Minnesota:

- . supports the continued initiation of constitutional amendments by the legislative branch; opposes all forms of voter initiative of such amendments (direct, indirect or advisory);
- . supports the continuation of compulsory voter referendum on constitutional amendments;
- . opposes direct initiative and advisory initiative on statutes; does not agree on indirect initiative on statutes;
- . opposes optional and compulsory referendum on statutes; does not agree on petition referendum on statutes;
- . opposes voter recall of members of the Legislature and state constitutional officers; does not agree on voter recall of judges or appointed officials;
- . supports strict procedural limits on any form of initiative, referendum or recall considered or adopted in Minnesota, including restrictions on:
 - time span for collecting signatures;
 - eligibility requirements for persons signing and collecting petitions;
 - percentage of signatures required, geographic distribution of signers, and verification of signatures;
 - size of vote required for passage;
 - procedure for repeal or amendment of a successful initiative or referendum;
 - contributions to and spending for ballot issue campaigns.

League of Women Voters of Minnesota, 555 Wabasha, St. Paul,
Minnesota - March, 1980

FAMILY VIOLENCE

LWVMN POSITION: SUPPORT FOR IMPROVED PROCEEDURES FOR AGEN-
CIES DEALING WITH FAMILY VIOLENCE; SUP-
PORT FOR IMPROVED SERVICES FOR THE
VICTIMS.

Details:

The League of Women Voters of Minnesota supports:

- . Using a multi-disciplinary approach in dealing with child abuse.
- . Providing more advocates to protect the interests of victims of family violence.
- . Establishing more shelters for battered women.
- . Specific training in crisis intervention for police officers.
- . Establishing a complete and continuing system of data collection on incidents of family violence to aid in planning and evaluation of services.
- . A continuing program of mediation as an alternative to criminal prosecution in resolving domestic disputes.
- . Provision of immediate legal remedies for victims of family violence.
- . Developing a coordinated training program for all legal and human services professionals to address the problems of family violence.

THE COUNCIL OF
METROPOLITAN AREA LEAGUES
(CMAL)

GOVERNMENT DECISION MAKING

ENVIRONMENT

CMAL POSITION: Supports a requirement that local governments adopt implementation ordinances for protection of environmental quality for review and approval by the Metropolitan Council (1981).

Details:

This includes water quality standards in the management of non-point sources of water pollution, the management of on-site disposal systems, and the protection of open space and wetlands.

The Metropolitan Council should have a role in educating the public.

PARKS

CMAL POSITION: Supports a regional funding source for the operation and maintenance of regional parks (1981).

Details:

Area-wide sharing of operating and maintenance costs is more financially equitable where service and benefit is of broader than local significance. Standards and funding should depend on use and kind of individual park.

SOLID WASTE

CMAL POSITION: Supports the establishment by the Metropolitan Council of a system for controlling the flow of solid waste for recycling and resource recovery (1981).

HOUSING

CMAL POSITION: Supports the Metropolitan Council as the Housing and Redevelopment Authority acting as an administrative agency providing technical assistance to communities requesting service. CMAL opposes an independent regional body separate from the Council to own and operate subsidized housing...(1981).

(over)

HEALTH

CMAL POSITION: Supports continuation of health planning and coordination at the metropolitan level with state and/or regional funds, if federal funds are reduced (1981).

1981-83 STUDY

Evaluate transportation needs and options in the seven-county metro area with emphasis on financing and the role of the private and public sector.

History: The Metro Council adopted a Surface Water Management Plan amendment to the Development Guide in 1982, which CMAL, in general, supported. It places responsibility for management plans and implementation at the local level with broad regional guidelines. A task force established by the Council, in 1982, made recommendations for funding sources for the operation and maintenance of regional parks, including a property tax levy, which CMAL opposed.

November 1979

LEAGUE OF WOMEN VOTERS OF MINNESOTA

555 Wabasha

St. Paul, Minnesota 55102

**CL
LEAGUE
OF WOMEN VOTERS
OF MINNESOTA
PROGRAM
FOR
ACTION**

1983-1985

LWV PROGRAM

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INTRODUCTION

To the League of Women Voters, **Program** means those issues chosen by the members for study and action. At each level of the League — national, state or local — Program includes items adopted for current study, and carefully worded, study-based consensus positions which lead to action.

Included in this booklet are summaries of the 1983-85 Programs of the League of Women Voters of Minnesota (LWVMN), which includes all local Leagues in the state, and the Council of Metropolitan Area Leagues, (CMAL), which consists of the local Leagues in the seven-county Minneapolis-St. Paul metropolitan area.

For each LWVMN Program item on which a position has been reached, you will find:

- a summary of the position, along with a brief statement of the relevant national League (LWVUS) position, if there is one (all in boldface);
- details of the LWVMN position, including the date when consensus was reached on each section;
- a history of League and governmental action on the topic;
- suggestions for future action by local Leagues.

LWVMN positions have been grouped according to LWVUS classifications into Social Policy/Human Resources, Natural Resources, Government, and International Relations. Exception to these groups are Education and Criminal Justice, which LWVMN retains as separate categories. To emphasize the fact that the state League often acts on national positions, summary statements of LWVUS positions have been included. For more complete information on the Program of the League of Women Voters of the United States, the reader should see **Impact on Issues**, 1982-84 (Publication No. 386, LWVUS, 1730 M Street NW, Washington, DC 20036, \$2.50 prepaid).

In addition to the items adopted for LWVUS and LWVMN Programs, League Principles (a guide to action which evolved from and incorporates former national Program positions) may be the basis for state and local League actions. Following a vote of the 1974 LWVUS Convention, "action to implement the Principles" became part of the national bylaws definition of Program.

State Program is selected by LWVMN members in individual units through proposals to their local boards of directors, who send the proposals to the state Board. The state Board then formulates a recommended Program of old, new and/or amended items consisting of those most frequently mentioned. All items, whether recommended or not, may be discussed, amended and adopted or rejected at the biennial state Convention.

Following adoption of the Program, research committees are formed to prepare study information on new items. In small units and at large meetings, members weigh the pros and cons of issues to reach consensus on each study item. The state Board receives the consensus reports from the local Leagues, determines areas of agreement, and formulates position statements. Only after consensus is reached and a position is formed can League take action. The state Board also evaluates specific legislation and decides what action should be taken. There are two kinds of action: 1) developing public support for League positions; 2) supporting specific measures and policies which promote a League position or opposing those which threaten it. The process works similarly for CMAL, except that the Program items have regional significance and are chosen and studied by members in the metropolitan area.

League members throughout the state promote public support for positions by talking with legislators and community leaders; attending precinct caucuses and participating in the political process; and using the media, public meetings and personal contacts to tell their story. Local Leagues may take action themselves if the action is consistent with national, state and/or CMAL positions; their membership is informed and in general agreement, and, when the action is on a county level, other Leagues in the county agree.

The state Board takes official action in the name of the League of Women Voters of Minnesota. This action may consist of writing letters, personal lobbying of members of the Legislature or executive agencies, testimony at legislative hearings, holding press conferences, or any other measure deemed useful by the Board.

The League of Women Voters strongly endorses citizen involvement in the political process. It encourages League members to participate in the political party of their choice. The League itself is nonpartisan; LWV, as an organization, does not support candidates or political parties. State Board members are restricted to low-level partisan political activities and may not run for party-designated public office.

LEAGUE PRINCIPLES

- The League of Women Voters believes in representative government and in the individual liberties established in the Constitution of the United States.
- The League of Women Voters believes that democratic government depends upon the informed and active participation of its citizens and requires that governmental bodies protect the citizen's right to know by giving adequate notice of proposed actions, holding open meetings and making public records accessible.
- The League of Women Voters believes that every citizen should be protected in the right to vote; that every person should have access to free public education which provides equal opportunity for all; and that no person or group should suffer legal, economic or administrative discrimination.
- The League of Women Voters believes that efficient and economical government requires competent personnel, the clear assignment of responsibility, adequate financing and coordination among the different agencies and levels of government.
- The League of Women Voters believes that responsible government should be responsive to the will of the people; that government should maintain an equitable and flexible system of taxation, promote the conservation and development of natural resources in the public interest, share in the solution of economic and social problems which affect the general welfare, promote a sound economy and adopt domestic policies which facilitate the solution of international problems.
- The League of Women Voters believes that cooperation with other nations is essential in the search for solutions to world problems, and that the development of international organization and international law is imperative in the promotion of world peace.

THE LEAGUE OF WOMEN VOTERS OF MINNESOTA

Program Adopted by State Convention, June 1983

I. CRIMINAL JUSTICE

A. JUDICIARY: Support of a judicial system with the capacity to assure a speedy trial and equal justice for all.

B. CORRECTIONS: Support of a correctional system responsive to the needs of the individual offender and of society. Support of sentencing decisions based on circumstances in relation to the crime, the offender and the effect on public safety, made by the judge within legislative guidelines.

II. HUMAN RESOURCES/SOCIAL POLICY

Support of policies to insure equality of opportunity in employment, real property, public accommodations, education, and other public services for all persons. Support of administrative enforcement of anti-discrimination laws. Support of state responsibility for and responsiveness to Indian citizens.

A. CHILD SUPPORT: Support of stricter enforcement of court-ordered child support payments.

B. FAMILY VIOLENCE: Support for improved procedures for agencies dealing with family violence; support for improved services for the victims.

III. EDUCATION

A. EQUAL OPPORTUNITY: Support of increased state responsibility in creating equal public educational opportunities for all Minnesota children through measures to correct racial imbalance and insure adequate financing of public schools.

B. COLLECTIVE BARGAINING AND TENURE: Support of improvements in the collective bargaining and tenure laws of the state as they apply to K-12 teachers only.

C. LIBRARY FUNDING: Support for increased and restructured funding for public libraries.

D. FUNDING: All Minnesota children should have equal access to a good public education. A student's access to a good education should not depend on the wealth of his or her school district nor upon the willingness of local voters to tax themselves. State funding for education should be at a level that makes programs of comparable substance and quality available to all.

IV. NATURAL RESOURCES

A. SOLID WASTE: Support of measures to reduce generation of solid waste.

B. LAND USE: Support of an overall land use plan with maximum cooperation and implementation at the regional and local level, with state help in developing and exercising land use management, with opportunity for maximum local decision making, and with regional planning and regulation for matters of more than local concern.

- Study of Minnesota Water Rights and use, including the preservation and protection of groundwater, with regional emphasis.

V. GOVERNMENT

A. CITIZEN RIGHTS: Election Laws — Support of improvements in election laws regulating election procedures, voting and school district elections. **Campaign Practices** — Support of improvements in election laws regulating campaign practices.

B. ORGANIZATION OF GOVERNMENT: Support of improved structure and procedures for the Minnesota Legislature and Executive Branch; support of an improved process for amending the Minnesota Constitution; support of apportionment substantially on population of congressional districts and of all elected state and local governmental bodies.

C. INITIATIVE, REFERENDUM AND RECALL: Support of the continuation of legislative initiative and compulsory voter referendum on constitutional amendments; opposition to most forms of voter initiative and referendum on statutes; opposition to recall by voters of members of the Legislative and state constitutional officers; support of strict procedural limits on any process of initiative, referendum or recall.

D. FINANCING STATE GOVERNMENT: Support of a flexible Minnesota multi-tax system with emphasis on maintaining state services through a combination of spending cuts and increased taxation when state funds are short and decreased taxation when there is a budget surplus. Support of using the Minnesota individual income tax as the elastic tax, making rates more progressive when increasing state revenue and lowering rates for all income levels when decreasing state revenue. Support of state relief for property taxes. Support of property tax reform. Support for setting priorities in allocating state funds. Support of state aids to local governments, especially to local school districts and to the local government unit that provides the major portion of local services (county and/or city). Support of more efficient state administrative and legislative expenditures.

CRIMINAL JUSTICE JUDICIARY

LWVMN Position — Support of a judicial system with the capacity to assure a speedy trial and equal justice for all.

Details:

- Support of administrative reforms that expedite justice: establishment of a unified court system, an intermediate appellate court, and procedures to strengthen and streamline judicial administration; additional staff for prosecution, public defenders and legal services when such needs are established; statewide guidelines on bail-fixing process; standardization of forms and procedures; use of technology in administration; use of juries in civil cases only by request.
- Support of methods to improve judicial quality: a nonpartisan selection with a commission to propose names for all appointments to the bench; mandatory training for all judges; adequate salary increases for judges and related revision of retirement benefits.
- Support of procedural reforms that insure individual rights and access to due process of law: reform of bail process to recognize methods other than monetary to insure appearance of accused at trial; strict guarantees to insure protection of the defendant and society in the use of plea bargaining; sentencing alternatives; methods to reduce disparity in sentencing; no-fault divorce procedure using irreconcilable differences as grounds for dissolution; guarantees to witnesses in grand jury proceedings re:

counsel in proceedings, availability of information to defense counsel and restrictions on waiving immunity in later trials; retention of age 18 for persons under jurisdiction of juvenile court; mandatory first appearance in juvenile court for all persons under jurisdiction of such court; requirement for formal transcript of commitment hearings with a rule or regulation protecting privacy of such records.

- Support of the development of community alternatives as an adjunct to the judicial system: alternatives for sentencing; alternatives for handling behavior now defined as "status offenses" and "social (or victimless) crimes." (1973)

CORRECTIONS

LWVMN Position — Support of a correctional system responsive to the needs of the individual offender and of society. Support of sentencing decisions based on circumstances in relation to the crime, the offender and the effect on public safety, made by the judge within legislative guidelines.

Adult Corrections Position Details:

- Support of correctional options which will protect society from the offender.
- Support of provision of a continuum of correctional options available according to the needs of the individual offender. The continuum should range from maximum security to facilities and services in the community.
- Support of treatment and rehabilitative programs for all offenders. Among the programs should be those of mental health, education, job preparation, employment assistance and counseling. There should be appropriate incentives to encourage offender participation in programs.
- Support of recognition of the offender as an individual with basic human rights commensurate with constitutional rights except as necessary for the protection of offenders and society. These rights include, but are not limited to, healthful conditions and due process.
- Support of ongoing programs of evaluation and research as an aid in setting program priorities. Included within the scope of the program are need identification, data collection and retrievability, and the use of the scientific methods in designing the evaluation plan.
- Support of education programs aimed at increasing citizen knowledge and awareness of all facets of corrections.
- Support of up-to-date personnel procedures including, but not limited to, training, compensation plans, grievance procedures. (1975)

Juvenile Justice Position Details:

- A program of evaluation of the juvenile justice system in Minnesota.
- Continual evaluation of all existing programs for juveniles and their families funded and/or used by public agencies.
- The availability of a complete continuum of services for troubled, delinquent, abused and neglected youth and their families. This includes quality community based corrections in all geographic areas as an alternative to the traditional institutional setting in an attempt to assure the most successful rehabilitation and prevent further offenses. It does not deny the value of secure institutional treatment for some. We define quality as including proper supervision, standards, inspections and screening of residents.
- Maximum effort directed toward finding adequate alternatives to detention, juvenile court processes and institutionalization.

- Diversion of juveniles to community alternatives from the formal judicial process at all levels.
- The consideration of confidentiality in efforts to coordinate services for juveniles.
- Constitutional protections for juveniles equal to those for adults, including due process of law and protection from invasion of privacy and protection from unwarranted removal from their families. (1975)

Sentencing Position Details:

- Support for a presumptive sentencing model, but not indeterminate sentencing, the presumptive sentencing model to be fixed by administrative or judicial staff.
- Consideration of mitigating and/or aggravating circumstances.
- The use of diversion and contracts between offenders and authorities.
- Sentencing based on both the seriousness of the crime and the needs of the offender.
- Sentencing taking into consideration:
 - the need for drug counseling;
 - whether the offender has a marketable skill;
 - academic training of the offender;
 - need for psychiatric treatment;
 - restitution when appropriate;
 - the availability of a residence and/or employment;
 - resolution of the causative situation.

No consensus was reached on plea bargaining, sentence length, good time, or determinate or legislatively fixed models. (1976)

HISTORY OF STATE ACTION

Judiciary: A study of Minnesota's judiciary system was adopted in 1971. Local Leagues observed the various levels of the Minnesota court system and studied their constitutional and statutory requirements. Consensus was reached in March, 1973. In 1982 the Legislature passed a proposed constitutional amendment for a new state court of appeals. League lobbied successfully for the passage of this amendment and enabling legislation was passed in 1983. The new court will serve as an intermediary between district courts and the Minnesota Supreme Court.

League action continues to emphasize court unification, alternatives for handling behavior now defined as "status offenses" and "social (or victimless) crimes," guarantee to witnesses in grand jury proceedings, and support of community alternatives as an adjunct to the judiciary system.

Corrections: A study of both the adult and juvenile correctional systems in Minnesota was authorized at the 1973 state Convention. League examined correctional institutions, programs and personnel on the local, county and state levels. The adult corrections consensus and concurrence with the consensus of the LWV of Minneapolis on juvenile corrections were reached in the spring of 1975. The 1981 state Convention gave direction to the state Board by passing a call to action urging immediate funding for a new Minnesota Correctional Institution for Women. League lobbied in support of this during the 1983 legislative session and a bonding bill was passed providing for funding of a new facility.

LWVMN members have lobbied in favor of uniform standards and equal treatment of prisoners in all county jails. They have also lobbied for support of the mutual agreement program, a greater use of community corrections, frequent and regular evaluations, drug education programs, consideration of physical and psychological disorders when specifying treatment or work expectations, the concept of inmate rights, preventive programs for juveniles, and corrective training.

Sentencing: Aware that sentencing was likely to be an issue in the 1977 Legislature, the LWVMN Corrections Committee asked for a mini-study and consensus on sentencing in fall, 1976. Members supported presumptive sentencing, under which the Legislature would set minimum and maximum outer limits and a "presumed" sentence somewhere in between. The judge could vary the sentence, within the limits, based on mitigating or aggravating circumstances defined by the Legislature.

Committee members monitored the progress of bills on determinate sentencing during the '76 and '77 legislative session, while the Legislature continued to study the matter before recommending changes in Minnesota's indeterminate system. The 1978 Legislature passed a "guideline" determinate sentencing law which calls for a specified sentence based on the crime, allowing a 15% variance. The law created a ten-member commission appointed by the Governor, to set the guidelines and became effective in July, 1980. The League testified in favor of those portions of this law consistent with our position and did not support or oppose the rest of the provisions. Members continue to monitor the application of the sentencing guidelines.

SUGGESTIONS FOR LOCAL ACTION

Local Leagues should become familiar with the criminal justice system in their community and develop community understanding of that system. This can be accomplished by observing local courts; arranging tours of the local jail and/or correctional facility; informal talk sessions with court services staff. League members can develop support for such reforms as merit selection of judges and establishment of a uniform court system; find out what services and programs are available for juveniles; write letters to the editor of the local paper; publish informative articles or sponsor panels or forums about concerns in the criminal justice field.

HUMAN RESOURCES/SOCIAL POLICY

Promote social justice by securing equal rights for all and combating discrimination and poverty.

LWVUS Positions — Action to provide equal access to education (1966), employment (1966) and housing (1968). Action for a federalized system of income assistance, with uniform standards, to meet the basic needs of all persons who are unable to work, whose earnings are inadequate, or for whom jobs are not available. (1971) Action to support equal rights for all and action in support of the Equal Rights Amendment. (1920, 1972)

LWVMN Position — Support of policies to insure quality of opportunity in employment, real property, public accommodations, education, and other public services for all persons. Support of administrative enforcement of antidiscrimination laws. Support of state responsibility for and responsiveness to Indian citizens.

Details:

- Support of the principle that the state is responsible for all its citizens on an equal basis and should work to insure equal treatment for all citizens by all levels of government. (1951)
- Support of antidiscrimination legislation as a necessary means of eliminating discrimination. (1957)

- Support of the principle of fair housing and antidiscrimination laws governing transactions of all real property regardless of whether the financing is public or private. (1961)
- Support of adequately financed enforcement of antidiscrimination laws dealing with employment, housing, real property, public accommodations, education and other public services. (1961)
- Support of state legislation to insure services for Indian citizens which are equal to those provided for other citizens. Where Indians are singled out for special attention, that attention should be directed towards solving existing jurisdictional conflicts in order to guarantee equal treatment of Indian citizens by all levels of government. Programs should have the explicit recognition that the basic decisions regarding Indian lives and property are to be made by the Indians themselves. (1963)
- Support of a state agency of Indian affairs which meets the following criteria: acceptable to the Indians themselves; permanent; staffed by professionally qualified people; authorized to act in setting up, carrying out and coordinating programs; empowered to use the services of other existing agencies and provided with adequate funds. (1963)
- Support of the correction of racial imbalance in the schools. (1967)
- Support of life-long access to public education for expanded job opportunities and personal enrichment to achieve educational equity for all citizens. (Convention 1983)
- Support of flexible employment hours and shared job positions in government and private industry.
- Support of economic equity which seeks to eliminate economic discrimination against women.

Family Violence: Support for improved procedures for agencies dealing with family violence; support for improved services for the victims.

Details:

- Supports using a multi-disciplinary approach in dealing with child abuse.
- Supports providing more advocates to protect the interests of victims of family violence.
- Supports establishing more shelters for battered women.
- Supports specific training in crisis intervention for police officers.
- Supports establishing a complete and continuing system of data collection on incidents of family violence to aid in planning and evaluation of services.
- Supports a continuing program of mediation as an alternative to criminal prosecution in resolving domestic disputes.
- Supports provision of immediate legal remedies for victims of family violence.
- Supports developing a coordinated training program for all legal and human services professionals to address the problems of family violence.

Child Support: Support of stricter enforcement of court-ordered child support payments.

Details:

- Support of efforts to make support collections and enforcement services equally available to non-public assistance families.
- Support of efforts to adequately publicize available services.
- Support of providing adequate staff to enforce child support in an efficient and expeditious manner.

HISTORY OF STATE ACTION

Antidiscrimination and ERA: In 1949 LWVMN began a broad study of civil rights in Minnesota. During the 1950s LWVMN focused on employment based on merit and worked with other groups to secure passage of the Fair Employment Practices Act (1955), which was incorporated into the State Act Against Discrimination in 1961. During the 1960s LWVMN continued investigating employment practices, discrimination in housing and public accommodations, the special problems of Minnesota Indians, and two factors contributing to inequality of opportunity in education (the common school district and racial imbalance). LWVMN supported formation of the Department of Human Rights in 1967 and the 1973 legislation which extended the Department's jurisdiction to all cases of discrimination based on sex, marital status, physical disability or status as a recipient of public assistance. In 1977 members supported extending coverage to age and sexual preference. LWVMN members favor education and conciliation to change behavior patterns, guarantees of swift redress for the aggrieved citizen, workable enforcement procedures and adequate funding for the Department of Human Rights.

As a necessary extension of support for equal opportunities for all, the 1972 national Convention authorized action at the state and local levels opposing discriminatory practices against women and supporting the Equal Rights Amendment to the US Constitution. In 1973 LWVMN (as a member of the state Coalition to Ratify the ERA) successfully supported ratification of ERA by the Minnesota Legislature. Since 1975, LWVMN has continued to interpret the ERA and to work to prevent recession. In 1983 the League vigorously supported a Minnesota ERA and opposed irrelevant amendments to the ERA.

In 1979, 45 local Leagues participated in a project to monitor local school district compliance with laws relating to equal opportunity for girls in athletics. LWVMN lobbied on this issue during the 1979 legislative session. Other discrimination issues supported by LWVMN, both alone and in coalition, include: pilot centers to assist displaced homemakers; reinstatement of medicaid funding for abortions; and elimination of discriminatory inheritance tax and insurance laws.

Merging National and State Positions on Equality of Opportunity: The LWVUS began its study of human resources in 1964, reaching consensus in 1966. Support of equal opportunity in housing was added to that for education and employment in 1968. Because the positions of the LWVUS and LWVMN are so similar, they have been merged for state action purposes on welfare, housing supply, tenants' rights, and support of anti-poverty programs in 1967 LWVMN worked to extend opportunities for education of children receiving Aid to Families with Dependent Children (AFDC). During the 1973 legislative session LWVMN supported measures to abolish the township system of general relief, apply state standards and provide 40% state reimbursement for general relief. The LWVMN then, and in each session since, has urged various supplements for income maintenance programs and a level of payment that would help recipients' income keep pace with escalating living costs. In 1978, LWVMN supported a sliding fee scale subsidy for day care services for low and moderate income families and continued to work for it in 1983. In 1980 the LWVMN wrote and supported legislation for job sharing in state government.

In 1975 and 1977 LWVMN supported the concept of integrated human service systems in the state, on the basis that this would give clients better accessibility to services needed. Since 1969 LWVMN has supported tenants' rights legislation, a state uniform building code, establishment of the Minnesota Housing Finance Agency, and enabling legislation for agencies which assist in planning and developing housing. With termination of many federal programs affecting the poor and the advent of federal revenue sharing to partially fund replacements, LWVMN realizes the increasing importance of these programs' receiving priority at the local and state levels. In 1983 the LWVMN joined other groups to support the funding of the Minnesota Department of Human Rights.

Child Support: In February, 1981, the LWV-Minneapolis prepared a study on child support, updating the Single Working Mother: Can She Make It? The study provides a specific picture of national, state and local programs in effect, current and proposed legislation, and some viewpoints on how effectively government is handling this issue. Supplementing this study with research and interviews in their locality, Leagues throughout the state agreed to concur with part of the LWV-Minneapolis position in February, 1982.

LWVMN provided testimony on proposed child support legislation, particularly emphasizing making enforcement services more equitable for non-Public Assistance families. League had participated in information forums, provided speakers on the topic, and interviewed for newspaper articles. LWVMN representatives testified before the Council on the Economic Status of Women and served on a county Task Force on Child Support. Leaguers coordinated a child support call-in survey with the National Association of Social Workers and provided information through the NASW on child support enforcement services and new legislation to women's organizations' newsletters and counseling and social services agencies. In 1983 League supported the Omnibus Child Support Bill which allowed child support ordered when a family is on AFDC to continue after AFDC is cancelled.

Minnesota American Indians: LWVMN supported creation of the Indian Affairs Commission in 1963 and lobbied in both 1967 and 1976 to retain its independent status when bills were introduced to merge it with the Department of Human Rights. In principle, LWVMN opposes any legislation which singles out any race or provides separate services. However, Indian citizens have historically been singled out for separate consideration, and LWVMN thinks that special attention must continue to be given them as they work for the right to make basic decisions regarding their lives. In 1967 and 1976 legislative proposals recommended major changes in the composition of the Indian Affairs Commission in an attempt to adequately address the needs of both reservation and urban Indians. In both instances, LWVMN worked with Indian groups and assisted in interpreting their needs to legislators. In 1971 and 1973 LWVMN lobbied for legislation to return to the Indians their hunting, fishing and ricing rights guaranteed by early treaties. LWVMN also testified in favor of a revolving fund for Indian business development financed by 20% of a new state tax on severed mineral rights. In the 1975 Legislature LWVMN supported retrocession for the Chippewa reservations. Both in 1975 and 1977 LWVMN supported legislation to create pilot bilingual education programs in the public schools.

SUGGESTIONS FOR LOCAL ACTION

Local Leagues may continue to inform their communities about the merits of the Equal Rights Amendment. They are encouraged to join the Minnesota Equal Rights Alliance and coordinate ERA activities with other supporting groups in the community. They should be aware of provisions of the state antidiscrimination law and alert to instances of discrimination at the local level. They may monitor human relations programs in local schools, public and private, including implementation of the Johnson O'Malley Act (Bureau of Indian Affairs); the Elementary and Secondary Education Act, Title I, and its 1974 amendments; national and state laws relating to athletic programs for girls; and state laws requiring minority human relations committees. They should strongly support and monitor programs to help the disadvantaged, including food stamps and food pantries, day care, and welfare and social services with particular emphasis on the growing numbers of poor women and children. They may work to insure citizen participation on public welfare and human services advisory boards and committees. Local Leagues may also monitor federal block grant allocations to make sure human needs have high priority.

- They could monitor Private Industry Councils (PICs) which determine how job funds of the Job Training Partnership Act of 1982 are spent.

- Finally, local Leagues should monitor county government as it addresses the economic needs of women and children.

Local Leagues could encourage increased media coverage and public awareness of the child support issue in their community. Leagues could educate and lobby their legislators and local policy-makers on the cost effectiveness and equitability of providing child support enforcement services, particularly for the non-Public Assistance families.

EDUCATION

(See Human Resources section for additional positions.)

EQUAL OPPORTUNITY

LWVMN Position — Support of increased state responsibility in creating equal public educational opportunities for all Minnesota children through measures to correct racial imbalance and insure adequate financing of public schools.

Details:

- Supports correction of racial imbalance in the schools. The state should have the power to investigate, to set and enforce standards, and to give extra financial help to achieve these standards. (1967)

FINANCING OF EDUCATION

LWVMN Position — All Minnesota children should have equal access to a good public education. A student's access to a good education should not depend on the wealth of his or her school district nor upon the willingness of local voters to tax themselves. State funding for education should be at a level that makes programs of comparable substance and quality available to all.

Details:

- The League of Women Voters of Minnesota supports the concept of the foundation formula program. Any revisions in the current school finance law should:
 - support provision of adequate funding to meet the real costs of education; (1983)
 - support encouragement of financial efficiencies; (1983)
 - support continuing the concept of state provided categorical aids; (1983)
 - support reorganization of school districts with extremely low enrollments; (1983)
 - support allowing local districts to raise a limited amount of additional funds for supplemental programs through local levies to maintain local choice and ensure local accountability; (1983)
 - support using the income tax as the mainstay of school funding; (1983)
 - support maintaining most social and recreational services now offered at schools but seek alternative funding sources for many. (1983)

League members are opposed to continuation of the current Minnesota private school tuition tax deduction. (1983)

COLLECTIVE BARGAINING AND TENURE

LWVMN Position — Support of improvements in the collective bargaining and tenure laws of the state as they apply to K-12 teachers only.

Details:

- Support of collective bargaining for teachers with changes in Minnesota's collective bargaining law to
 - require that teacher bargaining agents and school boards publish first offers and all subsequent written offers during the negotiations.
 - require that arbitrators hearing teacher contracts know school law and procedures.
 - allow a limited number of school board bargaining strategy sessions which are closed to the public.
- Support of the present bargaining law provision which allows parties to the negotiations in each district to determine for themselves which items they consider negotiable. If necessary, the district court would make the final decision.
- Support of the school board as the representative of the public in the negotiation process. Neither parent-community advisory committees nor representatives on the negotiation team should be required by the state.
- LWVMN does not support extension of the right to strike.
- Support of Tenure/Continuing Contract laws for teachers, with changes in the current state law to:
 - require periodic review and evaluation of tenured teachers' performance, leading to remedial help when indicated.
 - retain teacher probationary periods, but lengthen the probation period of Continuing Contract teachers. (Continuing Contract does not apply to first class cities.)
 - require school boards to consider factors in addition to order of employment when they must make staff dismissals due to reduction of positions. Such factors include recent teaching experience in the field of certification, program needs of the district, and special expertise of the individual faculty member.
- Opposes **mandatory** negotiation of procedures for reducing staff.
- Support for retention of state laws defining fair dismissal procedures. (1978)

LIBRARY FUNDING

LWVMN Position — Support for increased and restructured funding for public libraries.

Details:

- Supports increased funding of Minnesota public libraries by means of a combination of substantial local funding, an increase in state funding, and a moderate increase in special-purpose federal funding.
 - considers the 1978 funding proportions — 85% local government, 6% other local funds, 6% state, 3% federal — to be inequitable, in that funding depends predominantly on the local property tax.
 - supports substantial local funding (more than the 30% proposed by the National Commission on Libraries and Information Science (NCLIS) but less than the current 91%), in the belief that local control insures sensitivity to local needs.
 - supports an increased level and greater proportion of state funding for public libraries (but not to the 50% proposed by NCLIS), believing that public libraries, like public schools, share significantly in the education of the state's citizens.
 - supports an increased level and moderately increased proportion of federal funding for public libraries (but not as much as the 20% proposed by NCLIS).
- Supports distribution of state and federal funds to Minnesota public library systems according to a formula based largely on population, but also taking into account square miles of area served and the inverse of assessed adjusted valuation, so as to achieve the most equitable and satisfactory distribution of funds.

- Supports four goals of the Minnesota Long Range Plan for Library Service, ranked as follows: (1) making services accessible to all citizens; (2) fostering a system of shared resources; (3) developing multi-county regional systems; (4) establishing libraries in areas without them.
- Supports the sharing of resources; using trained and supervised volunteers; and charging fees for time-consuming research and special materials, programs, equipment and services.
- Opposes cutting services and/or hours. (1979)

HISTORY OF STATE ACTION

Equal Opportunity: In 1966, in conjunction with the national study of Human Resources, LWVMN examined equality of opportunity in education in Minnesota, focusing on the small school district and racial imbalance. LWVMN supported the consolidation of the state's 850 common school districts (those not having a high school), the State Board of Education's efforts to achieve racial balance, and supported increased transportation aid to achieve that goal.

During the 1971 legislative session, many League positions supported the education finance statute: the shift from local property tax to increased state aid for support of local operating costs; change to use of average daily membership for computing state aids; increased AFDC in districts with relatively high proportions of these children; expansion of handicapped aids to include trainable mentally retarded children. Later, a graduated scale of AFDC payments as numbers of students increased, and increased support of the cost of educating handicapped students (including the learning disabled), and the formation of the Council on Quality of Education were enacted with LWVMN support.

In 1976 the consensus enabled LWVMN support of legislation which helped offset the cost of enrollment fluctuations. LWVMN urged careful planning of measures to account for high salary costs. The 1976 and 1977 Legislatures required local district planning through PER (Curriculum Planning, Evaluation and Reporting), and regional planning coordinated by the ECSU's (Educational Cooperative Service Units). In 1979, LWVMN, working with a broad-based coalition, lobbied successfully for state aids for gifted and talented students.

Following a two-year study adopted by the 1981 Convention, LWVMN developed its current school finance position. Member consensus reaffirmed the concept of equal access to a good public education for all students. During the 1983 legislative session, LWVMN monitored the progress of the Omnibus School Aids Bill. A major change in the school finance law, the "Five Tier Formula," goes into effect in 1984-85. It eliminates many of the features of the previous law and is designed to provide greater control over the level of spending beyond the basic formula. A "training and experience index" in the first tier recognizes the problem of mature staff costs. Each tier is "equalized" to some extent by state monies.

The Spring 1983 decision of the US Supreme Court affirmed the constitutionality of the Minnesota statute which permits income tax deduction for parents for the cost of tuition, textbooks and transportation of their children in public and private elementary school. The League will strengthen its efforts to oppose increases in the law's permitted deductions because the consensus was not based on the constitutionality of the law.

Collective Bargaining and Tenure: The current position is based on the 1978 study and consensus. Interest in this issue has been heightened by the layoff of staff because of financial problems and enrollment decline and the effect of the seniority dismissal system in particular. A resolution passed at the 1983 state Convention called for renewed local and state effort to take action based on the portion of the position dealing with staff dismissals due to reduction of positions.

Library Funding: The 1978-79 study and consensus resulted in the current LWVMN

position. Lobbyists have monitored state legislation since that time. Several local Leagues have active positions on libraries. LWVMN was represented in 1980 at the White House Conference on Libraries.

SUGGESTIONS FOR LOCAL ACTION

Local Leagues may take a position on excess levy referenda in their district. They should evaluate the impact of the increase on local property tax and the need for additional dollars for education in deciding whether to support a referendum. In any case, local Leagues may provide a forum for discussion and dissemination of information during a referendum campaign.

League may monitor the impact of the new finance formula on their districts. How many tiers has your district opted for? What is the effect on local property tax?

Leagues may lobby the school board and teacher contract negotiators to bargain for language changes on seniority dismissal. Our position calls for factors in addition to order of employment to be considered. These factors include recent teaching experience, program needs, and teacher expertise.

Under the Human Resources position our new language on life-long learning permits local Leagues to support community education programs and other local efforts to broaden access to education.

The state position on libraries enables local action on accessibility, sharing of resources, support of multi-county and regional systems, and the establishment of libraries. It permits opposition to cutting services and/or hours.

Local Leagues may support and encourage desegregation efforts in their schools. They may show their concern about antidiscrimination and antipoverty efforts in the schools. Leagues may support programs funded by categorical aids for children with special needs including the handicapped and gifted and talented.

NATURAL RESOURCES

Promote the wise management of resources in the public interest and an environment beneficial to life.

WATER RESOURCES

LWVUS Position — Action for improvement of water quality and for planning and management of water resources to meet regional needs and the national interest. (1960, 1967)

LWVMN — Study adopted 1983: Water Rights and Use.

"Study of Minnesota Water Rights and Use, including the preservation and protection of groundwater, with regional emphasis."

AIR QUALITY

LWVUS Position — Action to reduce air pollution from vehicular and stationary sources. (1971)

SOLID WASTE

LWVUS Position — Action supporting policies to reduce the non-essential part of the waste stream, recover its nonreducible portion, then ensure safe disposal of the rest. (1973)

LWVMN Position — Support of measures to reduce generation of solid waste.

Details:

- Support of state government's taking measures to reduce the generation of municipal solid waste through research and development of alternatives to sanitary landfills.
- Support of measures to discourage the use of nonreturnable beverage containers.
- Support of flexibility in the establishment and enforcement of standards in solid waste management to allow the state to adopt more stringent standards than federal standards. (1973)

LAND USE

LWVUS Position — Action in support of management of our finite land resources and built environment to ensure consideration of public and private rights and responsibilities. (1975)

LWVMN Position — Support of an overall land use plan with maximum cooperation and implementation at the regional and local level, with state help in developing and exercising land use management, with opportunity for maximum local decision making, and with regional planning and regulation for matters of more than local concern.

Details

Supports a state plan that should:

- be tied closely to integrated planning (e.g. human services, highways).
- be coordinated with plans and policies of local and regional agencies.
- require local governments to exercise at least a minimum level of planning and control.
- recognize fragile or historic land, renewable resource lands, and natural hazard lands as critical areas and subject them to at least minimum control.
- require impact statements on major public and private development.
- provide financial aid for research, technical assistance and state data for local and regional governmental units.
- provide authority to local and regional governmental units to exercise innovative planning and regulatory techniques such as land banking, planned unit development, transfer of development rights, timed development ordinances.
- provide for an appeals board to arbitrate conflicts among governmental bodies and between citizens and governmental bodies. (1975)

ENERGY

LWVUS Position — Action supporting policies that: (1) bring about a significant and progressive reduction in the US energy growth rate; (2)

give priority to conservation, renewable resources and the environmentally sound use of coal in the US energy mix between now and the year 2000; (3) effect a shift to predominant reliance on renewable resources beyond the year 2000. (1978)

TRANSPORTATION

LWVUS Position — Action to reduce vehicular pollution and to provide equal access to housing and employment. (1972, 1976) (This position synthesizes relevant positions on Air Quality, Human Resources and Energy Conversation. Also see CMAL position.)

HISTORY OF STATE ACTION

Water: With the initiation of a national study of water resources in 1956, local Leagues in Minnesota began to investigate problems in their own communities and river basins. LWVMN has been concerned with the state's role in managing and financing water resources development and has supported state participation in interstate commissions to provide comprehensive planning for boundary waters. Action has included support for the Minnesota Pollution Control Agency's requests for adequate funding, training and certification of sewage treatment plant operators, and state funding for municipal sewage plans. Many **water quality bills** supported by the LWVMN were enacted in 1973: mandatory shoreland zoning in incorporated areas, broadened definition of public waters to include wetlands, mandatory flood plain zoning, strict drainage controls, and statewide water inventory. In the following legislative session, LWVMN opposed attempts to weaken the state's control over public waters by reducing the power of the Department of Natural Resources over drainage regulations. The LWV lobbied in Washington, DC, and in Minnesota against a new Lock and Dam in Alton, Illinois, participated in the Federal 208 Water Quality Study and in the Upper Mississippi River Basin Commission's GREAT I Study on future uses of the Mississippi. In 1978 and 1979 emphasis on noncontamination of potable water became one of LWVMN's concerns.

Legislation in the 80's has so far concerned the managerial aspects of water — in 1983 the Legislature dismantled the Water Planning Board with its staff coming under the wing of the Environmental Quality Board.

Air: In 1971 LWV members reached national consensus on air quality, and members testified during legislative hearings on air quality standards. LWV also supported mandatory vehicle emissions inspection and the disbursement of dedicated highway trust funds to municipalities for mass transit, emphasizing mass transit as the logical solution to air pollution problems in heavily trafficked areas. In 1976 LWV supported legislation banning fluorocarbon aerosol containers. Since 1981 LWV has worked to strengthen and readopt the National Clean Air Act. As of fall 1983, we are still working. In 1982 LWVMN testified at regulatory hearings for the Minnesota Pollution Control Agency on maintaining or strengthening ozone and sulfur dioxide standards for the state. As a result of the hearings standards were somewhat lowered.

The 1982 Legislature passed a new law to define "acid deposition," and required that a list be made of areas considered to have natural resources sensitive to acid precipitation. A time frame was established for developing and implementing a plan to control acid rain. LWVMN has supported acid rain controls at both the state and national level.

Solid Waste: Local Leagues studied their communities' solid waste management practices to reach both state and national consensus during the 1973 legislative session. LWVMN has lobbied for bills discouraging the use of nonreturnable beverage con-

tainers (rejected by the Legislature in 1978 and 1979) and establishing regional resource recovery centers. Current action supports charging a deposit for beverage containers. In 1977 LWVMN joined other environmental groups in requesting that Reserve Mining Company be required to meet existing air and water quality standards in its disposal of taconite wastes. In 1982 the League promoted the filing of a bill at the Legislature to establish a deposit legislation law in Minnesota. This bill will be considered in the 1984 session of the Legislature.

Hazardous Waste: The LWV supported the adoption by the state Legislature of the Waste Management Act of 1980, and later in that year sponsored a series of five informational meetings on the act throughout the state. Since that time, we have continued to support the process of citizen action and involvement with the Waste Management Board as they seek to site waste facilities. We were gratified in the 1983 legislative session by the passage of a state "Superfund" bill to aid cleanup of hazardous waste spills, past and future.

Also in 1983, Minnesota entered the Midwest Interstate Low-Level Radioactive Waste Compact for management of waste disposal on a regional basis. There is a possibility of 11 states belonging, four have so far ratified, and organizational activities have just begun. Illinois, considered a possible host state, is in the process of amending the Compact language before passage, which may mean amendment or re adoption by states that have already ratified. Affected Leagues will be joining together in a statement of agreement regarding League position on the Compact.

Land Use: State and national positions on land use were reached in 1975 after two years of study. In 1977 and 1979 LWVMN testified in Minnesota and Washington, DC, in favor of full wilderness status for the Boundary Waters Canoe Area (BWCA), which was established in Congress in 1978. In 1979, the Minnesota Legislature established a State Citizens Committee to advise the US Forest Service on BWCA management, an action LWVMN opposed as a wasteful duplication of federal policy. LWVMN also testified in favor of the Minnesota Valley National Wildlife Refuge. Since 1975 LWVMN has supported efforts to enact a state comprehensive land use plan.

Energy: Action has included support for the adoption of Minnesota's Energy Conservation Law and State Building Code. In late 1977 LWVMN received a grant from the US Energy Research and Development Administration to train local League members as resource people in their communities to teach energy saving techniques. Another result of the grant was the publication in 1979 of an Energy Information Directory compiled by the LWVMN. The LWV continues to support conservation and development of alternatives to fossil fuels.

SUGGESTIONS FOR LOCAL ACTION

Local Leagues may take action on location of sanitary landfills, variances granted in shoreland zoning, drainage projects, proposals for expenditures of federal revenue sharing funds, wetland protection ordinances, and sediment control ordinances. They may monitor local industries to see if they are conforming to air quality standards as defined by the Minnesota Pollution Control Agency. Leagues may work to establish collection centers for recycling. Public support for deposits on beverage containers continues as an important action item. Re energy, local League members should practice energy conservation at home and support local measures to implement energy conservation, remembering that implementation must take full account of economic consequences, distribute costs and hardships as fairly as possible without bearing unduly on the poor, and give full consideration to the environment. Education as to the availability and feasibility of renewable energy sources and their application locally (earth-sheltered housing, solar heating, wind generators, etc.) could be worthwhile LWV community projects. Local Leagues may also explore what their communities and regions are doing about land use planning. Do your local community and region have land use plans? Are they coordinated? Are they being followed? Leaguers may observe land use planning functions and testify thereon, using national and state positions.

GOVERNMENT

Promote an open governmental system that is representative, accountable and responsive to all citizens and protects individual liberties established in the Constitution.

CITIZEN RIGHTS

LWVUS Position — Action to protect the individual liberties guaranteed by the Constitution and the right of every citizen to vote.

PUBLIC POLICY ON REPRODUCTIVE CHOICES

LWVUS Position — The League of Women Voters of the United States believes that public policy in a pluralistic society must affirm the constitutional right of privacy of the individual to make reproductive choices. (This position was reached in 1983 following a state by state concurrence.)

ELECTION LAWS

LWVUS Position — Action to support direct election of the President, 25th Amendment succession procedures and two-term tenure limitation. (1970, 1976) Action for self-government and voting representation in Congress for citizens of the District of Columbia. (1938)

LWVMN Position — Support of improvements in election laws regulating election procedures, voting and school district elections.

Details:

- Support of centralized responsibility in the state government for achieving uniform election procedures and for training election officials. (1961)
- Support of extension of mandatory voter registration prior to election day to cover more voters through inclusion of more municipalities through countywide registration, or through statewide registration. (1961)
- Support of extension of election laws to cover school district elections, including uniform mandatory voter registration. (1972)
- Support of rotation of names of candidates for the same office on ballots. (1972)

HISTORY OF STATE ACTION

Election Laws: LWVMN began studying election laws in 1957. Many League members, as direct observers of the election process, have seen the need for standardized procedures and adequate training of election judges. The LWVMN supported a bill passed by the 1977 Legislature which provides for the mandatory training of election judges. In 1983 the Legislature passed legislation allowing public employees to serve as election judges; allowing persons time off from work to serve as election judges and providing reimbursements for mileage and hourly pay for training time.

In 1973 an Omnibus Registration Bill passed with LWVMN support. This bill centralizes responsibility for registration rules and regulations with the Secretary of State,

established statewide registration procedures, requires counties to maintain permanent registration lists, and permits postcard and election day registration. The 1974 Legislature amended this bill, however, to allow a county with no population center of 10,000 or more to be exempted from permanent registration by a resolution of its county board. The 1983 Legislature facilitated absentee voting for persons unable to vote at a polling place on election day by requiring the county auditor's office to be open on the Saturday afternoon and Monday evening prior to a primary or general election.

School District Election Laws: League members reached consensus in 1972 and lobbied for a bill which passed in 1973, simplifying absentee balloting, requiring rotation of candidates' names on non-partisan ballots, and forbidding election day campaigning or solicitation of votes within 100 feet of a polling place.

Rotation of Names on Ballots: This issue centers around rotation of party columns and/or putting one party at the top of the ballot in presidential election years and the other party at the top in gubernatorial election years. The 1976 Legislature passed a ballot rotation bill which the League followed but did not support.

Action on National Positions: In August, 1978, the US Congress passed the District of Columbia Amendment, which gives voting Congressional representation to residents of the District. After intensive lobbying, mainly by LWVMN lobbyists, the Minnesota Legislature ratified the Amendment on March 19, 1979. It will become a part of the US Constitution when 38 states have ratified it. As of fall 1983, 15 states have ratified the DC Voting Rights Act. The deadline for passage of the Constitutional amendment is August, 1985. LWV has also continued lobbying for direct election of the President.

CAMPAIGN PRACTICES

LWVUS Position — Action to improve methods of financing political campaigns in order to make our government more accountable, more representative, more responsive to all of our citizens. (1973)

LWVMN Position — Support of improvements in election laws regulating campaign practices.

Details:

- Support of the public's right to comprehensive disclosure of all political campaign contributions and expenditures; mandatory, timely, uniform and complete reports of campaign contributions and expenditures should be made to a central authority responsible for disseminating such information to the public; responsibility for reporting contributions to the candidate's campaign and for reporting expenditures by the candidate and those made on the candidate's behalf rests squarely on the candidate; penalties should be stringent enough to insure compliance by candidates. (1961)
- Support of judicious use of public resources to finance campaigns. (1972)
- Support of reduction of the amount of money spent on campaigns. (1972)

HISTORY OF STATE ACTION

LWVMN has been active on this subject since 1961. In 1973 LWVMN worked in coalition for major campaign financing legislation which established the State Ethics Commission. LWVMN monitors this body, now called the Ethical Practices Board, and continues to review legislation affecting the EPB. In 1980, Minnesota voters passed a constitutional amendment raising campaign spending limits for candidates for executive and legislative offices and public disclosure of campaign spending for all state candidates.

LWVMN supported this amendment. In the 1983 legislative session a bill to set campaign spending limits for candidates for US Congress and Senate who choose to accept public financing failed to pass. LWVMN lobbied and testified for this bill. A revival of this bill is likely, however, because the cost of running a campaign has become to some prohibitively expensive.

LWVUS conducted a petition drive and intensive lobbying for the campaign reforms of the Federal Election Campaign Act of 1974. After the Supreme Court found portions of the law limiting candidate spending and allowing for selection of FEC members by Congress unconstitutional, LWVUS successfully lobbied for a new law creating an independent and constitutionally acceptable FEC.

The League continues to work to make the federal elections process more open and equitable. Recent national action has focused on support for legislation mandating public financing for congressional elections and placing limits on the size of donations that political action committees can give to candidates. Leagues continue to apply the position in working for campaign reform measures at the state and local levels.

OPEN MEETINGS AND OPEN RECORDS

LWVUS Position — Governmental bodies (should) protect the citizen's right to know by giving adequate notice of proposed actions, holding open meetings and making public records accessible. (Principles, 1974)

HISTORY OF STATE ACTION

Open Meetings: Support for open meetings was first made explicit in the LWVUS 1972 US Congress position; in 1973 Leagues were empowered to apply that position at the state and local levels. The 1974 Minnesota Open Meeting Law requires all meetings of governmental bodies to be open to the public (except the Board of Pardons; the Corrections Board; and the Legislature, which sets its own rules) and that these bodies maintain records on their actions which are accessible to the public.

LWVMN testified for this law, and members continue to monitor compliance at state and local levels of government. The 1976 Legislature tried to amend the Open Meeting Law to allow for some closed sessions; however, the House tabled the bill, and no Senate action was taken. LWVMN opposes any changes in the law, except it would support a limited number of school board bargaining strategy sessions which are closed to the public. The law continues to be subject to re-interpretation and application. The Minnesota Supreme Court in July, 1983 reversed a district court ruling that private discussion by school board members prior to a meeting where a vote was to be taken was in violation of the law. The Supreme Court ruled such discussions were not in violation since those gatherings were conducted with less than a quorum present.

The 1983 Legislature passed an LWVMN supported bill that requires pertinent materials on subjects discussed at an open meeting be made available to the public.

Open Records: Ever since the 1974 Minnesota Legislature enacted the Data Privacy Act, LWVMN has monitored the action of the Legislature in the area of open records, balancing our desire for openness with the individual's right to privacy. In 1975 the Data Privacy Act was amended by adding three classifications of data: public, private and confidential. The present law, as amended in 1976, simplifies the data reporting requirements for governmental units but makes the data classification system considerably more complex. Data must be made expressly "not public" by state statute or federal law to be either confidential or private. In 1979, the Legislature finally dealt with this issue, passing a LWVMN-supported bill which defined terms and stated that all government data will be open to the public unless specifically classified as confidential or private by state statute.

LWVMN continues to monitor all bills dealing with the Data Privacy Act. There have been recent attempts to facilitate the classification of materials, a move resisted by LWVMN since it impedes the public's right to know.

ORGANIZATION OF GOVERNMENT

LWVUS Positions — Action in support of responsive legislative processes characterized by accountability, representativeness, decision-making capability and effective performance. (1972) Action to support the exercise of presidential powers within the constitutional balance of power. (1976) Action for apportionment substantially on population of congressional districts and of all elected state and local governmental bodies. (1966, 1972)

LWVMN Position — Support of improved structure and procedures for the Minnesota Legislature and Executive Branch; support of an improved process for amending the Minnesota Constitution; support of apportionment substantially on population of congressional districts and of all elected state and local governmental bodies.

Details:

- Support of legislative reform through improved procedures for providing information, adequate research assistance, no increase in size (reduction in size is desirable), realistic compensation for legislators, improved organization of committees, legislative sessions of adequate length, and allowing the Legislature to call itself into special session. The Legislature should meet annually and should have the power to determine the time of meeting and length of session and should have the power to recess. (1955, 1968)
- Support of a post-auditor appointed by and directly responsible to the Legislature. (1955)
- Support of changes in executive structure characterized by clear lines of authority and responsibility, elimination of duplication and overlapping of agencies, a structure of organization designed to focus on current and emerging problems, and a system of standard nomenclature. (1970)
- Support of measures to change the process of amending the state Constitution by retaining a simple majority vote by the Legislature in proposing an amendment and requiring a simple majority of those voting on the question for ratification. (1947, 1962)
- Support of regular and equitable reapportionment, with definite procedures established to ensure prompt redistricting by the Legislature or by a reapportionment commission; support of procedures which provide for:
 - compact contiguous districts giving advantage to no particular person or group.
 - public accessibility to legislative or commission deliberations and action.
 - prompt judicial review. (1979)

INITIATIVE, REFERENDUM AND RECALL

LWVMN Position — Support of the continuation of legislative initiative and compulsory voter referendum on constitutional amendments; opposition to most forms of voter initiative and referendum on statutes; opposition to recall by voters of members of the Legislature and state constitutional officers; support of strict procedural limits on any process of initiative, referendum or recall. (1980)

Details:

- Support of the continued initiation of constitutional amendments by the legislative branch; opposition to all forms of voter initiative or such amendments (direct, indirect or advisory). (1980)
- Support of the continuation of compulsory voter referendum on constitutional amendments. (1980)
- Opposition to direct initiative and advisory initiative on statutes; no agreement on indirect initiative on statutes. (1980)
- Opposition to optional and compulsory referendum on statutes; no agreement on petition referendum on statutes. (1980)
- Opposition to voter recall of members of the Legislature and state constitutional officers; no agreement on voter recall of judges or appointed officials. (1980)
- Support of strict procedural limits on any form of initiative, referendum or recall considered or adopted in Minnesota, including restrictions on:
 - time span for collecting signatures;
 - eligibility requirements for persons signing and collecting petitions;
 - percentage of signatures required, geographic distribution of signers, and verification of signatures;
 - size of vote required for passage;
 - procedure for repeal or amendment of a successful initiative or referendum;
 - contributions to and spending for ballot issue campaigns. (1980)

HISTORY OF STATE ACTION

Legislative Reform: Organization of State Government was adopted for study in 1967 with an overall look at the Minnesota Legislature and the Executive Branch. Consensus positions reached in 1968 and 1970 incorporated earlier LWVMN positions on support for annual flexible sessions, legislative post-audit, reapportionment, and changing the amending process, some of them dating from League's 1947 study of the State Constitution. Minnesota now has a two-year flexible session. The legislative process has become more open to the public, more research assistants have been hired, and information about the Legislature and copies of bills are easier to obtain. Organization of committees continues to improve, although reducing the number of committees has substantially increased the number of sub-committees. Legislators received a per diem increase in compensation and additional expense allowances in 1973; the 1975 Legislature voted to provide lodging expenses in addition to per diem and also to allow travel expenses within a legislator's district. The 1977 Legislature increased legislator's per diem allowances and provided for salary increases beginning in 1979. In 1983, the Legislature narrowly passed a bill creating a temporary Compensation Council to set salaries for legislators, judges and members of the executive branch. The increases recommended by the Council would go into effect unless the Legislature specifically vetoed them. This Council was looked upon as a way legislators could circumvent the responsibility of raising their own salaries. After a one-year trial period, the Council is set to disband on June 30, 1984.

Executive Reform: The 1973 Legislature created a new Department of Finance, a central state agency to have financial control over executive departments, while a post-audit commission was established to report to the Legislature on performance of state agencies and effectiveness of its programs. Legislation in 1975 renamed certain agencies to create a uniform designation for state boards, commissions, committees and councils. Functions of certain agencies were transferred or abolished, two advisory committees were created, 221 appointed positions were abolished or transferred from appointment by the Governor to appointment by another authority, and 156 new positions were created. The 1977 Legislature created a new Department of Economic Security (consolidating the functions of the Departments of Vocational Rehabilitation and Employment Services, Governor's Manpower Office, and the income maintenance program from the Department of Public Welfare). In 1981, a Department of Energy was

formed. Other legislation allows the Governor to appoint commissioners to state departments and agencies for terms coinciding with his/her own, limits the Governor's power to create task forces, defines executive orders and provides for their expiration. Under another provision, the appointment process reverts back to current practice after 1987.

Amending the Constitution: The 1947 State Constitution study showed the need for changing the amending process. Ratification of a constitutional amendment requires a majority vote of all those voting in the election. Thus a voter who fails to vote on the amendment automatically casts a "no" vote. LWVMN believes that the requirement for ratification should be changed to a majority of those voting on the question. In 1974 LWVMN supported a constitutional amendment allowing amendments to be passed by a 55% majority of those voting on the question; the amendment was defeated by the voters.

Reapportionment: LWV has supported reapportionment substantially on population since 1966. The 1979 LWVMN Convention revised the state position to make it responsive to the issue of reapportionment in the 1980's. LWVMN will continue to lobby on reapportionment measures before the Legislature. In 1980, League supported a constitutional amendment establishing a bipartisan commission to draw new legislative and congressional districts. The amendment failed. Following the reapportionment difficulties of the Legislature in 1981, there may be renewed support for a commission.

FINANCING STATE GOVERNMENT

LWVMN Position — Support of a flexible Minnesota multi-tax system with emphasis on maintaining state services through a combination of spending cuts and increased taxation when state funds are short and decreased taxation when there is a budget surplus. Support of using the Minnesota individual income tax as the elastic tax, making rates more progressive when increasing state revenue and lowering rates for all income levels when decreasing state revenue. Support of state relief for property taxes. Support of property tax reform. Support for setting priorities in allocating state funds. Support of state aids to local governments, especially to local school districts and to the local governmental unit that provides the major portion of local services (county and/or city). Support of more efficient state administrative and legislative expenditures.

Details:

- Support for property tax reform through equitable assessments, fewer classifications, and more restrictive criteria for determining exemptions. LWVMN also advocates less dependence on the property tax as a source of revenue. (1967)
- Support for equitable assessments by professionally trained, adequately paid assessors with districts large enough to warrant their full-time employment. Periodic reappraisals should be mandatory. The state should be responsible for achieving uniform standards for assessment and should assess industrial property. There should be fewer classes of property for taxing purposes. (1967)
- Support of more restrictive criteria for determining property tax exemption. Property that is profit-making or in competition with private taxpaying enterprises should be taxed regardless of ownership. There should be periodic reconsideration of each exemption, and owners of exempt property should pay enough taxes, or a charge in lieu of taxes, to cover the costs of local services. Tax exemptions as socio-economic incentives should be used sparingly and for a limited time in each case. (1967)
- Support of diminished dependence on the property tax because it does not neces-

sarily reflect ability to pay and equitable administration is difficult. Local services such as police and fire protection, streets, parks, and sewers are the services most appropriately financed by the property tax. Services of broader than local significance such as welfare are less appropriately financed by the property tax. Education is appropriately financed partly by the property tax and partly by revenue from other sources. (1967)

- When taxation is increased to provide additional revenue, LWVMN:
 - supports retaining exemptions to the **sales tax**; supports sales tax increases on cigarettes and tobacco and alcoholic beverages; does not agree on a general raise in sales tax rates.
 - supports more progressive **individual income tax** rates with exemptions retained at 1977 level; supports retaining deductibility of federal income taxes as a feature of the Minnesota income tax; opposes an across-the-board increase in income tax rates.
 - supports retaining the Minnesota **corporate excise tax** with no increase in rate; does not agree on changing the corporate tax to a progressive rate.
 - supports retaining the homestead credit and senior citizens freeze credit as forms of state relief for **property taxes**; supports retaining the income-adjusted homestead credit (circuit breaker). (1977)
- When measures are taken to decrease taxation, LWVMN:
 - supports retaining the 4% Minnesota **sales tax** with no increase in exemptions.
 - supports a decrease in **individual income tax** rates; opposes an increase in individual income tax exemptions; opposes a general tax refund.
 - supports an increase in the homestead credit as a form of state relief for **property taxes**.
 - does not agree on decreasing the **corporate excise tax** rate.
 - does not agree on providing an increase in the income-adjusted homestead credit (circuit breakers).
- When cuts in state spending are necessary, LWVMN:
 - supports cuts in spending for general state government, governor and related agencies, and the legislative branch.
 - opposes cuts in state aid to local governments, especially local school districts.
 - opposes cuts in state spending for natural resources, corrections, higher education and agriculture. (1977)
- When increases in state spending are proposed, LWVMN supports setting priorities for state spending rather than a percentage increase in all areas of state funding. LWVMN:
 - supports an increase in state aids to local school districts.
 - opposes increases in spending for general state government, governor and related agencies, and the legislative branch; opposes increases in spending for public retirement benefits.
 - supports increases for mass transportation of benefit to the entire state. (1977)

HISTORY OF STATE ACTION

Since the mid '50s, LWVMN has studied financing of state and local governments. Early studies focused on the property tax, resulting in LWVMN support for property tax reform. In 1969 LWVMN lobbied successfully for legislation permitting counties to establish county assessor systems; all assessors must be professionally accredited. A constitutional amendment passed in 1970 allows the Legislature to restrict the amount of tax-exempt property and to eliminate many inequitable situations. In keeping with its Education Position, LWVMN supported a shift in 1971 away from the property tax and toward greater state funding of education. In 1975 the Legislature passed bills providing for income-adjusted property tax relief in addition to the homestead credit, and increased limitations on assessed valuation. The 1977 Legislature continued the trend toward less reliance on the property tax by reducing the assessment ratio on urban and rural homesteads and increasing the income-adjusted property tax credit. LWVMN again studied financing state government in 1975-77 and adopted an expanded position. In

1979 this position and the existence of a state budget surplus enabled LWVMN to lobby for decreased taxation and to support reducing individual income tax rates by changing the tax brackets. The 1979 Legislature passed a comprehensive tax relief law which included adjusting income tax rates by indexing income tax brackets for inflation.

The early 1980s have seen great problems arise with financing state government. The economy has lagged with high unemployment and low revenue collections. Recent legislative sessions have worked overtime in keeping the state budget balanced through spending cuts and increased taxation. The Sales Tax has been raised from 4 to 6%, a 10% income tax surcharge has been assessed and property taxes have been raised. In response to the economic situation and the attempts to alleviate it, in 1983 the Governor appointed a Tax Commission to analyze Minnesota's overall economic situation and the tax structure. The commission is to make comprehensive recommendations for the economy of the 1980s. LWVMN will closely monitor the findings and recommendations of this commission.

SUGGESTIONS FOR LOCAL ACTION

Citizen Rights: Local League members may observe the voter registration processes and should be alert for voting rights violations. They may check to see whether candidates and volunteer committees file campaign expenditure reports, whether polling places are conveniently located, and whether school elections function properly. They may monitor local governing bodies to make sure they are complying with the Open Meeting Law.

Organization of Government: Members may write their legislators in response to Times for Action on legislative and executive reforms. They may also check to see whether local governmental districts, wards, precincts, etc., have equal population according to the 1980 census.

Financing State Government: Local Leagues may contact their legislators in response to Times for Action on taxation and appropriation legislation. They may use the slide show prepared by LWVMN to educate their communities on state financing.

INTERNATIONAL RELATIONS

Promote peace in an interdependent world through cooperation with other nations and the strengthening of international organization.

UNITED NATIONS

LWVUS Position — Action to strengthen the United Nations, in recognition of the need for cooperation among nations in an interdependent world. (1977)

HISTORY OF LEAGUE ACTION

Delegates at the very first League Convention in 1920 called for "adhesion of the US to the League of Nations." A 1942 study, in the midst of World War II, led to a 1944 LWVUS position supporting "US membership in an international organization for the peaceful settlement of disputes, with the machinery to handle economic, social, and political problems." LWVUS launched an educational campaign to promote understanding of the Dumbarton Oaks and Berton Woods agreements to establish the UN, the World Bank and the International Monetary Fund. In 1962 a LWVUS study evaluated "means of

strengthening the UN" under cold war conditions. With the shift of alignments at the UN from East-West to North (rich)-South (poor). LWVUS undertook a reexamination of the UN in 1976 "with emphasis on relations between developed and developing countries and their implications for US policy" which resulted in the present position.

The League consistently monitors the actions of the US government at the UN, sometimes praising, sometimes criticizing, always urging the US to upgrade the role of the UN system by lobbying for adequate funding for the organization. The League vigorously opposes actions to restrict US contributions to the UN and its specialized agencies.

LWVMN was one of the charter members in the Minnesota Chapter of the UN Association, which sponsors the annual UN Rally.

TRADE

LWVUS Position — Action in support of systematic reduction of tariff and non-tariff trade barriers and broad, long-range presidential authority to negotiate trade agreements. (1973)

HISTORY OF LEAGUE ACTION

Even in the '20s the LWVUS recognized that high tariffs and restrictive trade practices caused friction among nations which could lead to war. In subsequent years LWVUS supported measures to relax trade restrictions including, in 1964, those on East-West trade. LWVUS has supported limited commodity arrangements; and after a new consensus in 1973, it supported the 1974 Trade Act, which opened the way for US participation in the Tokyo Round of tariff negotiations under the auspices of the General Agreement on Tariffs and Trade (GATT). LWVUS took action on behalf of adjustment assistance (as opposed to tariffs and quotas) in 1976 and 1977. LWVUS has been supportive of measures which would expand trade, research and development, and tourism; and has been against protectionist proposals, especially in answer to balance of payments problems. League promoted ratification of the Multilateral Trade Agreements made as a result of the Tokyo Round of GATT, which ended in April 1979. The US Congress, by an overwhelming majority, passed legislation to implement the Agreement.

The poor economic situation of the early 1980s spurred numerous protectionist measures by Congress. LWVUS actively opposed the Domestic Content legislation and other similar trade restrictions. In financially hard times, pressure for more protective trade policies will continue. The League continues to oppose protectionism and to promote public understanding of the benefits of a liberal trading system.

DEVELOPMENT

LWVUS Position — Action for US development assistance policies that improve the quality of life for the people of the developing countries. (1970)

HISTORY OF LEAGUE ACTION

LWVUS positions have included support for assistance to developing countries since the '20s. After World War II, LWVUS supported the implementation of the Marshall Plan and President Truman's Point Four program. By the end of the '40s LWVUS was deeply committed to new international efforts to assist poor and emerging nations in Asia, Africa, the Middle East and Latin America. LWVUS' current position has evolved through continuing action and study, with recent periods climaxing in 1964, 1970 and 1977.

LWVUS is especially concerned that there be separation of development aid from military aid, because in war or preparation for it, development aid is likely to be overlooked. Through testimony and member letters and telegrams the League continues to push for reforms and for a high level of US participation in the Inter-American Development Bank, the Asian Development Bank, the African Development Bank, the World Bank and the International Development Association. The League is still on the front lines in opposing amendments to impose conditions on US contributions to these multilateral development banks and other international organizations.

SUGGESTIONS FOR LOCAL ACTION

League members should respond quickly to calls to action, and suggestions in **Report from the Hill**, LWVUS' newsletter on legislative activity at the national level. Local IR chairs can inform themselves and their members on the current status of LWV concerns by calling the LWVMN office to hear recordings from "Spotmaster," the LWVUS' weekly summary of activity. Those in and near the Twin Cities may join the World Affairs Council, and all may support the UN Rally and World Trade Week. IR committees should work in their communities to identify people interested in world affairs and to expand knowledge of international institutions and issues, including speaking out on the beneficial effects of expanding free trade. Local Leagues should review the Buy America Act passed in 1978 giving preference to American-made materials. Legislators should be encouraged to remove this protectionist amendment.

Local Leagues can also continue to involve their own communities in forums discussing our national security and the issues surrounding it. In an interdependent world, the citizenry has a need to be informed on these subjects.

NATIONAL SECURITY

LWVUS Study — Evaluate US national security policies and their impact on our domestic programs and our relationships with other nations. Study adopted in May, 1982 at LWVUS Convention. Consensus to be completed by March 15, 1984.

Phase I: Arms Control. The consensus deadline was October 31, 1983. The National Security Committee will meet December 4-5 to review and analyze the results of the Phase I consensus.

Phase II: Military Policy and Defense Spending (March 15, 1984). Results of this consensus are scheduled to be announced by the LWVUS Board in late April 1984.

THE COUNCIL OF METROPOLITAN AREA LEAGUES (CMAL)

The Council of Metropolitan Area Leagues (CMAL) was established in 1962. It is an interLeague organization composed of the 31 local Leagues in the seven-county metropolitan area, which includes Anoka, Carver, Dakota, Hennepin, Ramsey, Scott and Washington counties. Through CMAL, League members work to solve governmental problems of metropolitan concern.

METROPOLITAN COUNCIL

CMAL Position — Supports the development of the Metropolitan Council as the decision-making body for metropolitan needs in accordance with these criteria: efficiency and economy, equitable financing, flexibility, citizen control and responsiveness to the electorate. CMAL supports provision for coordinated metropolitan services focused through the Metropolitan Council.

Details:

- CMAL supports retention of an **appointed Metropolitan Council**
 - The appointive process has provided high caliber individuals with broad vision and concern for the metro area as a whole.
 - The appointed Council is seen as less parochial, less subject to special interests, and better able to adopt and maintain unpopular positions for the good of the entire area.
 - The appointed Council is responsible to our elected state Legislature and watched over by our elected local officials. (1976)
- CMAL supports an open appointment process including publicized vacancies; increased citizen, local government and legislative influence on appointments; formal qualifications for office; and establishment of a removal procedure for members of the Council. In the event that it appears that the Council may become an elected body, CMAL supports nonpartisanship of candidates, maintaining of population as the basis for districts, election of Council members at the same time as local officials (assuming passage of the Uniform Election Law), continuance of a part-time Council and of the per diem basis for compensation. (1976)
- CMAL supports areawide sharing of fiscal resources, to move towards the solution of problems created by **fiscal disparities** and to finance services which benefit the Twin Cities Metropolitan Area as a whole or affect the lives of all its citizens. (1970)

HISTORY OF CMAL ACTION

Metropolitan Government — In the early 1960s, the Metropolitan Planning Commission, a loose confederation of municipal, county, special district, and other interest groups, was created by local elected officials, who appointed members to the Commission. MPC functioned in a purely advisory capacity and produced a series of studies of the Minneapolis-St. Paul area's physical, geographic and economic characteristics. The 1967 state Legislature established the Metropolitan Council, which took over the old MPC staff but had broad assignments in areawide planning and some specific problems to work on, notably solid waste, sewage (waste water) disposal, and parks and open spaces. Its one man-one vote representation formula was strongly supported by CMAL, which also supported its role as overall planning and coordinating agency for the area with operational boards supervising day-to-day operation of area services, and local government involvement in decisions affecting them. With support from CMAL the 1974 legislative session passed the Metropolitan Reorganization Act (MRS), which further clarified the relationship between the Metropolitan Council as the planning and policy setting body and the operational boards as the day-to-day providers of area services. Since its inception, the Metropolitan Council has been concerned with overall growth patterns in the metropolitan area, recognizing that areawide coordination of urban services is needed, and that public investment should be channeled to achieve areawide goals. These goals and policies were incorporated into the Development Framework Guide prepared by the Council in 1974-75 with CMAL assistance; CMAL has supported legislation needed for its implementation.

In 1975 CMAL restudied and updated the governmental decision-making position, looking closely at the question of an elected or appointed Council, and assessing the

relationship of the Council to other local governing bodies. A survey of attitudes of local officials toward the Metropolitan Council was published in December, 1976.

In 1977 CMAL supported open appointments legislation and retention of an appointed Metropolitan Council. Testimony before a Senate Task Force on Metro Affairs stressed that the Council: is a planning and coordinating agency that does not legislate and has limited tax authority (is not another layer of government); is accountable to the Legislature and responsive to the people of the region; has an excellent track record in dealing with regional planning; and would provide a difficult problem in all aspects of an election effort.

CMAL opposed elected Metropolitan Council legislation in 1978, noting that a popularly elected body representing more than half the population of the state could not continue in the same relationship with the Legislature. In reviewing the Council's role in the Family Housing Program in 1978, CMAL expressed its concern about the Council acting as an operating agency, not as an overall planning and coordinating body.

In 1979 CMAL prepared a statement opposing legislation requiring a local referendum on airport expansion or new location since such a referendum would bypass the Council's responsibility and authority.

In 1982 and 1983 CMAL testified before the Joint Legislative Commission on Metropolitan Governance in support of an appointed Metro Council functioning as a regional planning and coordinating agency; and its involvement of citizens and local government officials through advisory committees and task forces. This testimony supported local jurisdictions and counties as the administrators which implement and enforce regional policy; and in respect to regional services supported operating agencies as day to day providers — the implementors of policy plans adopted by the Council. In 1983 CMAL testified before House and Senate Committees on Reapportionment bills supporting an appointed council and calling for a more open appointment system, including more extensive notification and public forums to involve citizens as well as legislators in the review of candidates for vacancies.

Fiscal Disparities — A major barrier to area-wide development has been the multiplicity of local government units — more than 300 in the metropolitan area — each competing for tax monies. In 1971 CMAL supported the "fiscal disparities" bill, which provides for sharing 40% of the growth in commercial-industrial tax base among local units of government in the metropolitan area. Nationally, the bill was a first, and though it was challenged in the courts, it was found to be constitutional. Implementation occurred in 1974 and was reflected in taxes collected in 1975.

In 1975 CMAL supported the Metropolitan Investment Framework before the Metropolitan Council's Physical Development Committee because it furthered the goal of area-wide sharing of fiscal resources to finance metropolitan services, and aids in the solution of the problems of fiscal disparities. CMAL also supported the Investment Framework before the full Council in 1976, stressing that it was a means of systematically evaluating the economic responsibilities of metropolitan government. The Investment Framework was adopted by the Council in 1977.

League members requested the 1979 CMAL update paper **THE RESPONSE TO FISCAL PROBLEMS IN THE SEVEN-COUNTY METROPOLITAN AREA**. It reviews existing and proposed programs that deal with problems created by the differences in taxing capabilities among committees in the seven-county metropolitan area. Copies of the paper were distributed to interested legislators and selected local government officials.

GOVERNMENT DECISION MAKING

ENVIRONMENT

CMAL Position — Supports a requirement that local governments adopt implementation ordinances for protection of environmental quality for review and approval by the Metropolitan Council (1981).

Details:

This includes water quality standards in the management of non-point sources of water pollution, the management of on-site disposal systems, and the protection of open space and wetlands.

The Metropolitan Council should have a role in educating the public.

PARKS

CMAL Position — Supports a regional funding source for the operation and maintenance of regional parks (1981).

Details:

Area-wide sharing of operating and maintenance costs is more financially equitable where service and benefit is of broader than local significance. Standards and funding should depend on use and kind of individual park.

SOLID WASTE

CMAL Position — Supports the establishment by the Metropolitan Council of a system for controlling the flow of solid waste for recycling and resource recovery (1981).

HOUSING

CMAL Position — Supports the Metropolitan Council as the Housing and Redevelopment Authority acting as an administrative agency providing technical assistance to communities requesting service. CMAL opposes an independent regional body separate from the Council to own and operate subsidized housing . . . (1981).

HEALTH

CMAL Position — Supports continuation of health planning and coordination at the metropolitan level with state and/or regional funds, if federal funds are reduced (1981).

History: The Metro Council adopted a Surface Water Management Plan amendment to the Development Guide in 1982, which CMAL, in general, supported. It places responsibility for management plans and implementation at the local level with broad regional guidelines. A task force established by the Council, in 1982, made recommendations for funding sources for the operation and maintenance of regional parks, including a property tax levy, which CMAL opposed. CMAL did support area wide financing as more equitable for regional use.

COUNTY GOVERNMENT

CMAL Position — Supports measures to insure accountability and visibility of county government. Also, CMAL supports measures to improve cooperation and communication between the Metropolitan Council and county government within the metropolitan area. (1975)

Details:

- Accountability of a governmental body is obtained by the effective communication of its policies and procedures to residents of its jurisdiction. While accountability to the citizenry is recognized as a responsibility of all governments, CMAL also recognizes the responsibility of citizens to become adequately informed and involved as well as to participate in the election process. Accountability of county government would be increased by the following (but not limited to):
 - Public access to the budget process where priorities and policies are set, including, for example, citizen review of revenue-sharing allocations and funding for public services and citizen review of methods of setting budget priorities.
 - Systematic and objective evaluation of county programs.
 - Creation of a public information system to insure not only public access to meetings of the County Board and advisory committees but also more understanding of the issues being considered by the County Board, by ample publication of location, time, date and agenda of meetings; dissemination of information on the procedures for citizen appointments; and publication of background information prior to the decision-making time when policy is set.
 - Regular communication between county and municipalities and other levels of government.
 - Full disclosure of campaign financing information by every candidate in county elections.
- The Metropolitan Council is viewed as the regional planning and coordinating body, while the counties are viewed as administrators, implementors, and enforcers of regional policy. CMAL believes that counties should be involved in the initial planning and policy-making stages of Metropolitan Council activities in order for counties to carry out their eventual implementation.

HISTORY OF CMAL ACTION

In 1973 CMAL had begun a study of counties in the Twin Cities area and their role and relationship to the Metropolitan Council. Consensus was reached in 1975. This study resulted in two publications, CMAL'S SEVEN COUNTIES IN TRANSITION: A STUDY OF THE EVOLVING ROLE OF THE COUNTY IN THE TWIN CITIES METROPOLITAN AREA, and the Hennepin County Leagues' in-depth study, HENNEPIN COUNTY.

In 1982-83 CMAL supported counties as implementors of regional policy before the Legislative Commission on Metropolitan Government.

1983-84 STUDY FINANCING METROPOLITAN SERVICES IN THE TWIN CITIES METROPOLITAN AREA URBAN POLICY

LWVUS Position — Action to promote the well-being of America's cities through a comprehensive national urban policy. (1979)

HISTORY OF LEAGUE ACTION

The position strongly supports aid targeted to needy cities and countercyclical measures to combat general economic recessions. League members will be lobbying Congress to support such measures.

TRANSPORTATION

CMAL Position — Supports the Metropolitan Council as the single Metropolitan agency to plan and coordinate a diverse transportation system, meeting varied needs, and to have approval authority over this system's major capital expenditures. New funding sources should be service related (1983). (Also see LWVUS Position)

Details:

CMAL supports various modes of transportation, both public and private: ridesharing, carpools, vanpools, paratransit, buses and deregulated taxis. An LRT mode can be supported if assured high ridership, economic feasibility and integration into the total transportation system.

CMAL supports transportation service for the handicapped, fringe parking, and feeder services; High Occupancy Vehicle (HOV) lanes, bikeways, walkways and selected reduced fares.

HISTORY OF CMAL ACTION

The 1983 position supersedes and expands on a position from 1967. Massive highway construction with federal funding and a privately owned bus system that was consistently losing ridership focused Twin Cities area interest on mass transit and encouraged CMAL to work for establishment of the Metropolitan Transit Commission (MTC) in 1967. In subsequent legislative sessions and interims, CMAL pressed for condemnation powers for MTC (1969), which made it possible to purchase privately owned bus companies in the metropolitan area; and adequate financing for MTC (1971), which quadrupled MTC's fiscal resources, making possible route improvements, fare subsidies, and significant progress toward a new transit system. The Legislature has concluded that an extensive fixed guideway system is uneconomical at this time. In 1975 the Metropolitan Council Transportation Guide called for reliance on the existing highway system; improved bus service; encouragement of paratransit, car pooling and vans; and advocated a transportation system designed to encourage growth in areas that already have other urban services like sewers and water.

In 1982, CMAL testified before the Metro Council hearing on amendments to the Transportation Development Guide & Policy/Plan, in support of energy efficient and environmentally sound transportation systems with alternate modes of transportation within an integrated transit system.

LAND USE AND ENVIRONMENTAL QUALITY

CMAL Position — CMAL recognizes that increased pressures for development in the entire Twin Cities area indicate the need for a strong public voice in land-use decisions. CMAL supports metropolitan-level planning, programs and policies directed toward channeling development in ways that will (1) preserve and enhance the natural environment, (2) use public investment to the best advantages, and (3) provide area residents with diversity in choice of facilities and amenities. (1972) (Also see LWVMN and LWVUS positions.)

Details:

- Channeling growth so that necessary public services are provided in an efficient, orderly pattern.

- Preserving the natural environment to the extent possible by protecting land and water during and after development, and from development where necessary, and preserving open space for recreation, protection and amenity.
- Using land in the seven-county area to implement social goals, such as a full range of housing choice, adequate transportation, parks and the necessary facilities and amenities to enhance the quality of life.
- The Metropolitan Council should be authorized to develop the policy tools necessary to implement these goals, provided local governments are involved in decisions affecting them.

HISTORY OF CMAL ACTION

Parks and Open Space: With CMAL support, the 1974 Legislature passed the Parks and Open Space Bill authorizing the Metropolitan Council to set priorities for acquisition of open space in the metropolitan area. In 1975 the Council released its Development Guide chapter dealing with parks. CMAL testified before the Metropolitan Council in 1976 in support of the Five-Year Capital Improvement Program for parks and open space. 1977 found CMAL supporting the Regional Special Use Policy Plan and Regional Trails Policy Plan. In 1978 CMAL encouraged the Council to amend the Development Guide to include the Trails Policy; the Council completed this in November 1978. In 1979 CMAL supported legislation that authorized \$27 million in bonds for acquisition and betterment of regional parks in the metropolitan area.

Housing: CMAL provided supportive testimony before the Metropolitan Council in regard to the Housing Policy Plan in 1976. That year CMAL also met with the Council's Modest-Cost Private Housing Advisory Committee to express concern with the Committee's report and encourage their continued efforts. In 1978 CMAL supported the Council's work to provide subsidized housing within our region and the Council's Family Housing Program via the existing LWVUS position. However, CMAL did question the advisability of the Council's acting as an operating agency in this situation (see Government Decision-Making above). The 1979 CMAL publication FOCUS ON HOUSING resulted from the 1977-79 Cities/Urban Crisis study. It provides background and vocabulary on housing programs so League members can take action using existing LWV positions. In 1979 CMAL also supported the proposed amendments to the Development Guide Housing Chapter because they improve the ability of local communities to provide housing affordable by all income ranges.

Water Resources: In 1975 CMAL addressed the Minnesota Pollution Control Agency in support of the designation of the Metropolitan Council as the agency to assist local units of government in the identification of critical water areas and in implementing necessary steps to protect them. That year CMAL also told the Metropolitan Council and the Minnesota Environmental Control Agency of its support for the designation of the Mississippi River as a Critical Area. In 1977 CMAL reviewed and supported the Upper Mississippi River Basin Commission's Level B Study Report on water quality and conservation. Continued designation of the Mississippi River Corridor as a Critical Area was the subject of CMAL Metropolitan Council testimony in 1979.

Land Use Planning: CMAL published THE LAND USE PUZZLE in 1972 and participated in an areawide survey of attitudes toward regionalism and decentralization. CMAL then sponsored conferences on innovations in Government in 1973 and 1974 to provide an opportunity for area planners and local officials to exchange information. In 1975 CMAL encouraged legislators to recommend necessary enabling legislation for the Metropolitan Council Development Framework Guide. Specifically CMAL asked that local planning be made mandatory and that those plans be coordinated through the Metropolitan Council. CMAL also supported 1975 legislation that: provided funds for communities throughout the state to do comprehensive land use planning; established the mechanism for the Metropolitan Council to review the mandated local comprehensive plans.

SUGGESTIONS FOR LOCAL ACTION

Local Leagues in the metropolitan area may find a basis from which to operate in the 1972 CMAL land use consensus. Land use decisions are currently made at the local government level, and it should be possible to use the land use consensus locally to act on planning, zoning, growth patterns, housing, transportation, parks, preserving the natural environment, protecting land and water during and after development (and from development where necessary), and to preserve open spaces. The position on county government may be used by Leagues within a county. On management of solid wastes, the LWVUS positions may be applied, particularly for composting and recycling.

January 1984

LEAGUE OF WOMEN VOTERS OF MINNESOTA

555 Wabasha

St. Paul, Minnesota 55102

**CL
LEAGUE
OF WOMEN VOTERS
OF MINNESOTA
PROGRAM
FOR
ACTION**

1985 - 1987

LWV PROGRAM

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INTRODUCTION

To the League of Women Voters, **Program** means those issues chosen by the members for study and action. At each level of the League—national, state or local—Program includes items adopted for current study, and carefully worded, study-based consensus positions which lead to action.

Included in this booklet are summaries of the 1985-87 Programs of the League of Women Voters of Minnesota (LWVMN), which includes all local Leagues in the state, and the Council of Metropolitan Area Leagues, (CMAL), which consists of the local Leagues in the seven-county Minneapolis-St. Paul metropolitan area.

For each LWVMN Program item on which a position has been reached, you will find:

- a summary of the position, along with a brief statement of the relevant national League (LWVUS) position, if there is one (all in boldface);
- details of the LWVMN position, including the date when consensus was reached on each section;
- a history of League and governmental action on the topic;
- suggestions for future action by local Leagues.

LWVMN positions have been grouped according to LWVUS classifications into Social Policy, Natural Resources, Government and International Relations. Exceptions to these groups are Education and Criminal Justice, which LWVMN retains as separate categories. To emphasize the fact that the state League often acts on national positions, summary statements of LWVUS positions have been included. For more complete information on the Program of the League of Women Voters of the United States, the reader should see **Impact on Issues**, 1984-86 (Publication No. 386, LWVUS, 1730 M Street NW, Washington, DC 20036, \$3.00 prepaid).

In addition to the items adopted for LWVUS and LWVMN Programs, League Principles (a guide to action which evolved from and incorporates former national Program positions) may be the basis for state and local League actions. Following a vote of the 1974 LWVUS Convention, "action to implement the Principles" became part of the national bylaws definition of Program.

State Program is selected by LWVMN members in individual units through proposals to their local boards of directors, who send the proposals to the state Board. The state Board then formulates a recommended Program of old, new and/or amended items consisting of those most frequently mentioned. All items, whether recommended or not, may be discussed, amended and adopted or rejected at the biennial state Convention.

Following adoption of the Program, research committees are formed to prepare study information on new items. In small units and at large meetings, members weigh the pros and cons of issues to reach consensus on each study item. The state Board receives the consensus reports from the local Leagues, determines areas of agreement, and formulates position statements. Only after consensus is reached and a position is formed can League take action. The state Board also evaluates specific legislation and decides what action should be taken. There are two kinds of action: 1) developing public support for League positions; 2) supporting specific measures and policies which promote a League position or opposing those which threaten it. The process works similarly for CMAL, except that the Program items have regional significance and are chosen and studied by members in the metropolitan area.

League members throughout the state promote public support for positions by talking with legislators and community leaders; attending precinct caucuses and participating in the political process; and using the media, public meetings and personal contacts to tell their story. Local Leagues may take action themselves if the action is consistent with national, state and/or CMAL positions; their membership is informed and in general agreement; and, when the action is on a county level, other Leagues in the county agree.

The state Board takes official action in the name of the League of Women Voters of Minnesota. This action may consist of writing letters, personal lobbying of members of the Legislature or executive agencies, testimony at legislative hearings, holding press conferences, or any other measure deemed useful by the Board.

The League of Women Voters strongly endorses citizen involvement in the political process. It encourages League members to participate in the political party of their choice. The League itself is nonpartisan; LWV, as an organization, does not support candidates or political parties. State Board members are restricted to low-level partisan political activities and may not run for party-designated public office.

LEAGUE PRINCIPLES

- The League of Women Voters believes in representative government and in the individual liberties established in the Constitution of the United States.
- The League of Women Voters believes that democratic government depends upon the informed and active participation of its citizens and requires that governmental bodies protect the citizen's right to know by giving adequate notice of proposed actions, holding open meetings and making public records accessible.
- The League of Women Voters believes that every citizen should be protected in the right to vote; that every person should have access to free public education which provides equal opportunity for all; and that no person or group should suffer legal, economic or administrative discrimination.
- The League of Women Voters believes that efficient and economical government requires competent personnel, the clear assignment of responsibility, adequate financing and coordination among the different agencies and levels of government.
- The League of Women Voters believes that responsible government should be responsive to the will of the people; that government should maintain an equitable and flexible system of taxation, promote the conservation and development of natural resources in the public interest, share in the solution of economic and social problems which effect the general welfare, promote a sound economy and adopt domestic policies which facilitate the solution of international problems.
- The League of Women Voters believes that cooperation with other nations is essential in the search for solutions to world problems, and that the development of international organization and international law is imperative in the promotion of world peace.

THE LEAGUE OF WOMEN VOTERS OF MINNESOTA

Program Adopted by State Convention, June 1985

I. CRIMINAL JUSTICE

A. JUDICIARY: Support of a judicial system with the capacity to assure a speedy trial and equal justice for all.

B. CORRECTIONS: Support of a correctional system responsive to the needs of the individual offender and of society. Support of sentencing decisions based on circumstances in relation to the crime, the offender and the effect on public safety, made by the judge within legislative guidelines.

II. SOCIAL POLICY

A. EQUAL OPPORTUNITY: Support of policies to ensure equality of opportunity in employment, real property, public accommodations, education, and other public services for all persons. Support of administrative enforcement of antidiscrimination laws. Support of state responsibility for and responsiveness to Indian citizens.

B. FAMILY VIOLENCE: Support for improved procedures for agencies dealing with family violence; support for improved services for the victims.

C. CHILD SUPPORT: Support of stricter enforcement of court-ordered child support payments.

D. STUDY ADOPTED 1985: Child Protection: Study of how Minnesota public policies affect the health and safety of children.

III. EDUCATION

A. EQUAL OPPORTUNITY: Support of increased state responsibility in creating equal public educational opportunities for all Minnesota children through measures to correct racial imbalance and ensure adequate financing of public schools.

B. FINANCING OF EDUCATION: All Minnesota children should have equal access to a good public education. A student's access to a good education should not depend on the wealth of his or her school district nor upon the willingness of local voters to tax themselves. State funding for education should be at a level that makes programs of comparable substance and quality available to all.

C. COLLECTIVE BARGAINING AND TENURE: Support of improvements in the collective bargaining and tenure laws of the state as they apply to K-12 teachers only.

D. LIBRARY FUNDING: Support for increased and restructured funding for public libraries.

IV. NATURAL RESOURCES

A. WATER RESOURCES: Support of a state role in the preservation and management of Minnesota's water resources through protection, allocation, conservation, pricing and interbasin transfer policies protective of Minnesota's current and future needs.

B. SOLID WASTE: Support of measures to reduce generation of solid waste.

C. LAND USE: Support of an overall land use plan with maximum cooperation and implementation at the regional and local levels, with state help in developing and exercising land use management, with opportunity for maximum local decision making, and with regional planning and regulation for matters of more than local concern.

V. GOVERNMENT

A. CITIZEN RIGHTS: Election Laws—Support of improvements in election laws regulating election procedures, voting and school district elections. **Campaign Practices**—Support of improvements in election laws regulating campaign practices.

B. ORGANIZATION OF GOVERNMENT: Support of improved structure and procedures for the Minnesota Legislature and Executive Branch; support of an improved process for amending the Minnesota Constitution; support of apportionment substantially on population of congressional districts and of all elected state and local governmental bodies.

C. INITIATIVE, REFERENDUM AND RECALL: Support of the continuation of legislative initiative and compulsory voter referendum on constitutional amendments; opposition to most forms of voter initiative and referendum on statutes; opposition to recall by voters of members of the Legislature and state constitutional officers; support of strict procedural limits on any process of initiative, referendum or recall.

D. FINANCING STATE GOVERNMENT: Support of a flexible Minnesota multi-tax system with emphasis on maintaining state services through a combination of spending cuts and increased taxation when state funds are short and decreased taxation when there is a budget surplus. Support of using the Minnesota individual income tax as the elastic tax, making rates more progressive when increasing state revenue and lowering rates for all income levels when decreasing state revenue. Support of state relief for property taxes. Support of property tax reform. Support for setting priorities in allocating state funds. Support of state aids to local governments, especially to local school districts and to the local unit of government that provides the major portion of local services (county and/or city). Support of more efficient state administrative and legislative expenditures.

CRIMINAL JUSTICE JUDICIARY

LWVMN Position—Support of a judicial system with the capacity to assure a speedy trial and equal justice for all.

Details:

- Support of administrative reforms that expedite justice: establishment of a unified court system, an intermediate appellate court, and procedures to strengthen and streamline judicial administration; additional staff for prosecution, public defenders and legal services when such needs are established; statewide guidelines on bail-fixing process; standardization of forms and procedures; use of technology in administration; use of juries in civil cases only by request.
- Support of methods to improve judicial quality: a nonpartisan selection with a commission to propose names for all appointments to the bench; mandatory training for all judges; adequate salary increases for judges and related revision of retirement benefits.
- Support of procedural reforms that ensure individual rights and access to due process of law: reform of bail process to recognize methods other than monetary to ensure appearance of accused at trial; strict guarantees to ensure protection of the defendant and society in the use of plea bargaining; sentencing alternatives; methods to reduce disparity in sentencing; no-fault divorce procedure using irremediable differences as grounds for dissolution; guarantees to witnesses in grand jury proceedings re:

counsel in proceedings, availability of information to defense counsel and restrictions on waiving immunity in later trials; retention of age 18 for persons under jurisdiction of juvenile court; mandatory first appearance in juvenile court for all persons under jurisdiction of such court; requirement for formal transcript of commitment hearings with a rule or regulation protecting privacy of such records.

- Support of the development of community alternatives as an adjunct to the judicial system: alternatives for sentencing; alternatives for handling behavior now defined as "status offenses" and "social (or victimless) crimes." (1973)

CORRECTIONS

LWVMN Position—Support of a correctional system responsive to the needs of the individual offender and of society. Support of sentencing decisions based on circumstances in relation to the crime, the offender and the effect on public safety, made by the judge within legislative guidelines.

Adult Corrections Position Details:

- Support of correctional options which will protect society from the offender.
- Support of provision of a continuum of correctional options available according to the needs of the individual offender. The continuum should range from maximum security to facilities and services in the community.
- Support of treatment and rehabilitative programs for all offenders. Among the programs should be those of mental health, education, job preparation, employment assistance and counseling. There should be appropriate incentives to encourage offender participation in programs.
- Support of recognition of the offender as an individual with basic human rights commensurate with constitutional rights except as necessary for the protection of offenders and society. These rights include, but are not limited to, healthful conditions and due process.
- Support of ongoing programs of evaluation and research as an aid in setting program priorities. Included within the scope of the program are need identification, data collection and retrievability, and the use of scientific methods in designing the evaluation plan.
- Support of education programs aimed at increasing citizen knowledge and awareness of all facets of corrections.
- Support of up-to-date personnel procedures including, but not limited to, training, compensation plans, grievance procedures. (1975)

Juvenile Justice Position Details:

- A program of evaluation of the juvenile justice system in Minnesota.
- Continual evaluation of all existing programs for juveniles and their families funded and/or used by public agencies.
- The availability of a complete continuum of services for troubled, delinquent, abused and neglected youth and their families. This includes quality community-based corrections in all geographic areas as an alternative to the traditional institutional setting in an attempt to assure the most successful rehabilitation and prevent further offenses. It does not deny the value of secure institutional treatment for some. We define quality as including proper supervision, standards, inspections and screening of residents.
- Maximum effort directed toward finding adequate alternatives to detention, juvenile court processes and institutionalization.

- Diversion of juveniles to community alternatives from the formal judicial process at all levels.
- The consideration of confidentiality in efforts to coordinate services for juveniles.
- Constitutional protections for juveniles equal to those for adults, including due process of law, and protection from invasion of privacy and unwarranted removal from their families. (1975)

Sentencing Position Details:

- Support for a presumptive sentencing model, but not indeterminate sentencing, the presumptive sentencing model to be fixed by administrative or judicial staff.
- Consideration of mitigating and/or aggravating circumstances.
- The use of diversion and contracts between offenders and authorities.
- Sentencing based on both the seriousness of the crime and the needs of the offender.
- Sentencing taking into consideration:
 - the need for drug counseling;
 - whether the offender has a marketable skill;
 - academic training of the offender;
 - need for psychiatric treatment;
 - restitution when appropriate;
 - the availability of a residence and/or employment;
 - resolution of the causative situation.

No consensus was reached on plea bargaining, sentence length, good time, or determinate or legislatively-fixed models. (1976)

HISTORY OF STATE ACTION

Judiciary: A study of Minnesota's judiciary system was adopted in 1971. Local Leagues observed the various levels of the Minnesota court system and studied their constitutional and statutory requirements. Consensus was reached in March 1973. In 1982, the Legislature passed a proposed constitutional amendment for a new state court of appeals. League lobbied successfully for the passage of this amendment, and enabling legislation was passed in 1983. The new court serves as an intermediary between district courts and the Minnesota Supreme Court.

League action continues to emphasize court unification, alternatives for handling behavior now defined as "status offenses" and "social (or victimless) crimes," guarantees of protection to witnesses in grand jury proceedings, and support of community alternatives as an adjunct to the judiciary system.

Corrections: A study of both the adult and juvenile correctional systems in Minnesota was authorized at the 1973 state Convention. League examined correctional institutions, programs and personnel on the local, county and state levels. The adult corrections consensus and concurrence with the consensus of the LWV of Minneapolis on juvenile corrections were reached in the spring of 1975. The 1981 state Convention gave direction to the state Board by passing a call to action urging immediate funding for a new Minnesota Correctional Institution for Women. League lobbied in support of this during the 1983 legislative session, and a bonding bill was passed providing for funding of a new facility.

LWVMN members have lobbied in favor of uniform standards and equal treatment of prisoners in all county jails. They have also lobbied for support of the mutual agreement program, a greater use of community corrections, frequent and regular evaluations, drug education programs, consideration of physical or psychological disorders when specifying treatment or work expectations, the concept of inmate rights, preventive programs for juveniles and corrective training.

Sentencing: Aware that sentencing was likely to be an issue in the 1977 Legislature, the LWVMN Corrections Committee asked for a mini-study and consensus on sentencing in fall 1976. Members supported presumptive sentencing, under which the Legislature would set minimum and maximum outer limits and a "presumed" sentence somewhere in between. The judge could vary the sentence, within the limits, based on mitigating or aggravating circumstances defined by the Legislature.

Committee members monitored the progress of bills on determinate sentencing during the '76 and '77 legislative session, while the Legislature continued to study the matter before recommending changes in Minnesota's indeterminate system. The 1978 Legislature passed a "guideline" determinate sentencing law which calls for a specified sentence based on the crime, allowing a 15% variance. The law created a ten-member commission appointed by the Governor, to set the guidelines and became effective in July 1980. The League testified in favor of those portions of this law consistent with our position and did not support or oppose the rest of the provisions. Members continue to monitor the application of the sentencing guidelines.

SUGGESTIONS FOR LOCAL ACTION

Local Leagues should be aware of proposed changes in the juvenile justice code which will be on the 1986 legislative agenda. They should become familiar with the criminal justice system in their community and develop community understanding of that system. This can be accomplished by observing local courts, arranging tours of the local jail and/or correctional facility, and talking informally with court services staff. League members can develop support for such reforms as merit selection of judges and establishment of a uniform court system; find out what services and programs are available for juveniles; write letters to the editor of the local paper; publish informative articles or sponsor panels or forums about concerns in the criminal justice field.

SOCIAL POLICY

Promote social and economic justice, secure equal rights for all and combat discrimination and poverty.

LWVUS Positions — Action to provide equal access to education (1966), employment (1966) and housing (1968). Action for a federalized system of income assistance, with uniform standards, to meet the basic needs of all persons who are unable to work, whose earnings are inadequate, or for whom jobs are not available. (1971) Action to support equal rights for all and action in support of the Equal Rights Amendment. (1920, 1972)

LWVMN Position — Support of policies to ensure equality of opportunity in employment, real property, public accommodations, education, and other public services for all persons. Support of administrative enforcement of antidiscrimination laws. Support of state responsibility for and responsiveness to Indian citizens.

Details:

- Support of the principle that the state is responsible for all its citizens on an equal basis and should work to ensure equal treatment for all citizens by all levels of government. (1951)
- Support of antidiscrimination legislation as a necessary means of eliminating discrimination. (1957)

- Support of the principle of fair housing and antidiscrimination laws governing transactions of all real property, regardless of whether the financing is public or private. (1961)
- Support of adequately financed enforcement of antidiscrimination laws dealing with employment, housing, real property, public accommodations, education and other public services. (1961)
- Support of state legislation to ensure services for Indian citizens which are equal to those provided for other citizens. Where Indians are singled out for special attention, that attention should be directed towards solving existing jurisdictional conflicts in order to guarantee equal treatment of Indian citizens by all levels of government. Programs should have the explicit recognition that the basic decisions regarding Indian lives and property are to be made by the Indians themselves. (1963)
- Support of a state agency of Indian affairs which meets the following criteria: acceptable to the Indians themselves; permanent; staffed by professionally qualified people, authorized to act in setting up, carrying out and coordinating programs; empowered to use the services of other existing agencies and provided with adequate funds. (1963)
- Support of the correction of racial imbalance in the schools. (1967)
- Support of life-long access to public education for expanded job opportunities and personal enrichment to achieve educational equity for all citizens. (Convention 1983)

Family Violence: Support for improved procedures for agencies dealing with family violence; support for improved services for the victims.

Details:

- Support for using a multi-disciplinary approach in dealing with child abuse.
- Support for providing more advocates to protect the interests of victims of family violence.
- Support for establishing more shelters for battered women.
- Support of specific training in crisis intervention for police officers.
- Support for establishing a complete and continuing system of data collection on incidents of family violence to aid in planning and evaluation of services.
- Support of a continuing program of mediation as an alternative to criminal prosecution in resolving domestic disputes.
- Support of provision of immediate legal remedies for victims of family violence.
- Support for developing a coordinated training program for all legal and human services professionals to address the problems of family violence. (1980)

Child Support: Support of stricter enforcement of court-ordered child support payments.

Details:

- Support of efforts to make support collections and enforcement services equally available to non-public assistance families.
- Support of efforts to adequately publicize available services.
- Support of providing adequate staff to enforce child support in an efficient and expeditious manner. (1982)

LWVMN — Study adopted 1985: Child Protection **Study of how Minnesota public policies affect the health and safety of children.**

HISTORY OF STATE ACTION

Antidiscrimination and ERA: In 1949, LWVMN began a broad study of civil rights in Minnesota. During the 1950s LWVMN focused on employment based on merit and worked with other groups to secure passage of the Fair Employment Practices Act (1955), which was incorporated into the State Act Against Discrimination in 1961. During the 1960s LWVMN continued investigating employment practices, discrimination in housing and public accommodations, the special problems of Minnesota Indians, and two factors contributing to inequality of opportunity in education (the common school district and racial imbalance). LWVMN supported formation of the Department of Human Rights in 1967 and the 1973 legislation which extended the Department's jurisdiction to all cases of discrimination based on sex, marital status, physical disability or status as a recipient of public assistance. In 1977, members supported extending coverage to age and sexual preference. LWVMN members favor education and conciliation to change behavior patterns, guarantees of swift redress for the aggrieved citizen, workable enforcement procedures and adequate funding for the Department of Human Rights.

As a necessary extension of support for equal opportunities for all, the 1972 national Convention authorized action at the state and local levels opposing discriminatory practices against women and supporting the Equal Rights Amendment to the US Constitution. In 1973, LWVMN (as a member of the state Coalition to Ratify the ERA) successfully supported ratification of ERA by the Minnesota Legislature. Since 1975, LWVMN has continued to interpret the ERA and to work to prevent recession. In 1983, the League vigorously supported a Minnesota ERA and opposed irrelevant amendments to the ERA.

In 1979, 45 local Leagues participated in a project to monitor local school district compliance with laws relating to equal opportunity for girls in athletics. LWVMN lobbied on this issue during the 1979 legislative session. Other discrimination issues supported by LWVMN, both alone and in coalition, include: pilot centers to assist displaced homemakers; reinstatement of Medicaid funding for abortions; and elimination of discriminatory inheritance tax and insurance laws.

Merging National and State Positions on Equality of Opportunity: The LWVUS began its study of human resources in 1964, reaching consensus in 1966. Support of equal opportunity in housing was added to that for education and employment in 1968. Because the positions of the LWVUS and LWVMN are so similar, they have been merged for state action purposes on welfare, housing supply, tenants' rights, and support of anti-poverty programs. In 1967, LWVMN worked to extend opportunities for education of children receiving Aid to Families with Dependent Children (AFDC). During the 1973 legislative session, LWVMN supported measures to abolish the township system of general relief, apply state standards and provide 40% state reimbursement for general relief. The LWVMN then, and in each session since, has urged various supplements for income maintenance programs and a level of payment that would help recipients' income keep pace with escalating living costs. In 1985, LWVMN lobbied against eliminating "employables" from eligibility for General Assistance, as many recipients were either incapable mentally or physically of working or untrained for any job available. In 1978, LWVMN supported a sliding fee scale subsidy for child care services for low and moderate income families and continued to work for it in 1983 and 1985, as well as supporting continuation of the child care tax credit.

In 1980, LWVMN wrote and supported legislation for job sharing in state government. The League continues to support flexible employment hours and shared job positions in government and private industry. Beginning in 1983, LWVMN supported pay equity legislation. Forming the Coalition for Pay Equity with other women's and labor groups, the League acted successfully to prevent weakening of the present law with exemptions and deadline extensions. LWVMN prepared a handbook for monitoring pay equity in local government, distributed statewide.

In 1975 and 1977, LWVMN supported the concept of integrated human service systems in the state, on the basis that this would give clients better accessibility to services needed. Since 1969, LWVMN has supported tenants' rights legislation, a state uniform building code, establishment of the Minnesota Housing Finance Agency, and enabling legislation for agencies which assist in planning and developing housing. With termination of many federal programs affecting the poor and the advent of federal revenue sharing to partially fund replacements, LWVMN realizes the increasing importance of these programs' receiving priority at the local and state levels. In 1983, the LWVMN joined other groups to support the funding of the Minnesota Department of Human Rights.

Child Support: In February 1981, the LWV-Minneapolis prepared a study on child support, updating the Single Working Mother: Can She Make It? The study provides a specific picture of national, state and local programs in effect, current and proposed legislation, and some viewpoints on how effectively government is handling this issue. Supplementing this study with research and interviews in their localities, Leagues throughout the state agreed to concur with part of the LWV-Minneapolis position in February 1982.

LWVMN provided testimony on proposed child support legislation, particularly emphasizing making enforcement services more equitable for non-Public Assistance families. The League had participated in information forums, provided speakers on the topic, and interviewed for newspaper articles. LWVMN representatives testified before the Council on the Economic Status of Women and served on a county Task Force on Child Support. Leaguers coordinated a child support call-in survey with the National Association of Social Workers and provided information through the NASW on child support enforcement services and new legislation to women's organizations' newsletters and counseling and social services agencies. In 1983, League supported the Omnibus Child Support Bill, which allowed child support ordered when a family is on AFDC to continue after AFDC is cancelled.

Minnesota American Indians: LWVMN supported creation of the Indian Affairs Commission in 1963 and lobbied in both 1967 and 1976 to retain its independent status when bills were introduced to merge it with the Department of Human Rights. In principle, LWVMN opposes any legislation which singles out any race or provides separate services. However, Indian citizens have historically been singled out for separate consideration, and LWVMN thinks that special attention must continue to be given them as they work for the right to make basic decisions regarding their lives. In 1967 and 1976, legislative proposals recommended major changes in the composition of the Indian Affairs Commission in an attempt to adequately address the needs of both reservation and urban Indians. In both instances, LWVMN worked with Indian groups and assisted in interpreting their needs to legislators. In 1971 and 1973, LWVMN lobbied for legislation to return to the Indians their hunting, fishing and ricing rights guaranteed by early treaties. LWVMN also testified in favor of a revolving fund for Indian business development financed by 20% of a new state tax on severed mineral rights. In the 1975 Legislature, LWVMN supported retrocession for the Chippewa reservations. Both in 1975 and 1977, LWVMN supported legislation to create pilot bilingual education programs in the public schools. In 1984 and 1985, LWVMN took action in support of the Minnesota Indian Child Welfare Act, addressing the need for increased Indian involvement and decision-making in child foster care placement. In 1985, LWVMN published the fourth edition of *Indians in Minnesota*, documenting the contemporary experience of urban and reservation Indians.

SUGGESTIONS FOR LOCAL ACTION

Local Leagues may continue to inform their communities about the merits of the Equal Rights Amendment. They are encouraged to join the Minnesota Equal Rights Alliance

and coordinate ERA activities with other supporting groups in the community. They should be aware of provisions of the state antidiscrimination law and alert to instances of discrimination at the local level. They may monitor human relations programs in local schools, public and private, including implementation of the Johnson-O'Malley Act (Bureau of Indian Affairs); the Elementary and Secondary Education Act, Title I, and its amendments; national and state laws relating to athletic programs for girls; and state laws requiring minority human relations committees. They should strongly support and monitor programs to help the disadvantaged, including food stamps and food pantries, day care, and welfare and social services with particular emphasis on the growing numbers of poor women and children. They may work to ensure citizen participation on public welfare and human services advisory boards and committees. Local Leagues may also monitor federal block grant allocations to make sure human needs have high priority.

They could monitor local governments on the implementation of pay equity. Local Leagues should monitor county government as it addresses the economic needs of women and children, particularly child care. Local Leagues could encourage increased media coverage and public awareness of the child support issue in their community. Leagues could educate and lobby their legislators and local policy-makers on the cost effectiveness and equitability of providing child support enforcement services, particularly for the non-Public Assistance families.

EDUCATION

(See Social Policy section for additional positions.)

EQUAL OPPORTUNITY

LWVMN Position — Support of increased state responsibility in creating equal public educational opportunities for all Minnesota children through measures to correct racial imbalance.

Details:

- Support of correction of racial imbalance in the schools. The state should have the power to investigate, to set and enforce standards, and to give extra financial help to achieve these standards. (1967)

FINANCING OF EDUCATION

LWVMN Position — All Minnesota children should have equal access to a good public education. A student's access to a good education should not depend on the wealth of his or her school district nor upon the willingness of local voters to tax themselves. State funding for education should be at a level that makes programs of comparable substance and quality available to all.

Details:

- The League of Women Voters of Minnesota supports the concept of the foundation formula program. Any revisions in the current school finance law should:
 - support provision of adequate funding to meet the real costs of education (1983);
 - support encouragement of financial efficiencies (1983);

- support continuing the concept of state-provided categorical aids (1983), including adequate financing of special aids for children with physical and mental problems, and children with other learning disabilities. Support of funding for special programs for gifted and high potential students (1967);
- support reorganization of school districts with extremely low enrollments (1983);
- Support allowing local districts to raise a limited amount of additional funds for supplemental programs through local levies, to maintain local choice and ensure local accountability (1983);
- support using the income tax as the mainstay of school funding (1983);
- support maintaining most social and recreational services now offered at schools but seek alternative funding sources for many (1983).
- League members are opposed to continuation of the current Minnesota private school tuition tax deduction. (1983)

COLLECTIVE BARGAINING AND TENURE

LWVMN Position — Support of improvements in the collective bargaining and tenure laws of the state as they apply to K-12 teachers only.

Details:

- Support of collective bargaining for teachers, with changes in Minnesota's collective bargaining law to:
 - require that teacher bargaining agents and school boards publish first offers and all subsequent written offers during the negotiations.
 - require that arbitrators hearing teacher contracts know school law and procedures.
 - allow a limited number of school board bargaining strategy sessions that are closed to the public.
- Support of the present bargaining law provision that allows parties to negotiations in each district to determine for themselves which items they consider negotiable. If necessary, the district court would make the final decision.
- Support of the school board as the representative of the public in the negotiation process. Neither parent-community advisory committees nor representatives on the negotiation team should be required by the state.
- LWVMN does not support extension of the right to strike.
- Support of Tenure/Continuing Contract laws for teachers, with changes in the current state law to:
 - require periodic review and evaluation of tenured teachers' performance, leading to remedial help when indicated.
 - retain teacher probationary periods, but lengthen the probation period of Continuing Contract teachers. (Continuing Contract does not apply to first class cities.)
 - require school boards to consider factors in addition to order of employment when they must make staff dismissals due to reduction of positions. Such factors include recent teaching experience in the field of certification, program needs of the district, and special expertise of the individual faculty member.

- Opposition to **mandatory** negotiation of procedures for reducing staff.
- Support for retention of state laws defining fair dismissal procedures. (1978)

LIBRARY FUNDING

LWVMN Position — Support for increased and restructured funding for public libraries.

Details:

- Supports increased funding of Minnesota public libraries by means of a combination of substantial local funding, an increase in state funding, and a moderate increase in special-purpose federal funding.
 - Considers the 1978 funding proportions—85% local government, 6% other local funds, 6% state, 3% federal—to be inequitable, in that funding depends predominantly on the local property tax.
 - Supports substantial local funding (more than the 30% proposed by the National Commission on Libraries and Information Science [NCLIS] but less than the current 91%), in the belief that local control ensures sensitivity to local needs.
 - Supports an increased level and greater proportion of state funding for public libraries (but not to the 50% proposed by NCLIS), believing that public libraries, like public schools, share significantly in the education of the state's citizens.
 - Supports an increased level and moderately increased proportion of federal funding for public libraries (but not as much as the 20% proposed by NCLIS).
- Supports distribution of state and federal funds to Minnesota public library systems according to a formula based largely on population, but also taking into account square miles of area served and the inverse of assessed adjusted valuation, so as to achieve the most equitable and satisfactory distribution of funds.
- Supports four goals of the Minnesota Long Range Plan for Library Service, ranked as follows: (1) making services accessible to all citizens; (2) fostering a system of shared resources; (3) developing multi-county regional systems; (4) establishing libraries in areas without them.
- Supports the sharing of resources; using trained and supervised volunteers; and charging fees for time-consuming research and special materials, programs, equipment and services.
- Opposes cutting services and/or hours. (1979)

HISTORY OF STATE ACTION

Equal Opportunity: In 1966, in conjunction with the national study of Human Resources, LWVMN examined equality of opportunity in education in Minnesota, focusing on the small school district and racial imbalance. LWVMN supported the consolidation of the state's 850 common school districts (those not having a high school), the State Board of Education's efforts to achieve racial balance, and increased transportation aid to achieve that goal.

During the 1971 legislative session, many League positions supported the education finance statute: the shift from local property tax to increased state aid for support of local operating costs; change to use of average daily membership for computing state aids; increased AFDC pupil payments in districts with relatively high proportions of these children; expansion of handicapped aids to include trainable mentally retarded children. Later, a graduated scale of payments as numbers of AFDC students rose, increased support of the cost of educating handicapped students (including the learning disabled), and the formation of the Council on Quality Education were enacted with LWVMN support.

The 1976 consensus enabled LWVMN support of legislation which helped offset the cost of enrollment fluctuations. LWVMN urged careful planning of measures to account for high salary costs. The 1976 and 1977 Legislatures required local district planning through PER (Curriculum Planning, Evaluation and Reporting), and regional planning coordinated by the ECSUs (Educational Cooperative Service Units). In 1979, LWVMN, working with a broad-based coalition, lobbied successfully for state aids for gifted and talented students.

Following a two-year study adopted by the 1981 Convention, LWVMN developed its current school finance position. Member consensus reaffirmed the concept of equal access to a good public education for all students. During the 1983 legislative session, LWVMN monitored the progress of the Omnibus School Aids Bill. A major change in the school finance law, the "Five Tier Formula," went into effect in 1984-85. It eliminates many of the features of the previous law and provides control over the level of spending beyond the basic formula. A "training and experience index" in the first tier recognizes the problem of mature staff costs. Each tier is "equalized" to some extent by state monies.

The spring 1983 decision of the US Supreme Court affirmed the constitutionality of the Minnesota statute which permits income tax deduction by parents for the cost of tuition, textbooks and transportation of their children in public and private elementary schools. The League will strengthen its efforts to oppose increases in the law's permitted deductions because the consensus was not based on the constitutionality of the law.

LWVMN supported the 1985 "Access to Excellence" legislation which introduced student/parent enrollment choice for 11th and 12th graders, based on the League's support of equal access to education and increased state responsibility in creating equal public educational opportunities for all Minnesota children. (By the very nature of school district size, personnel and philosophies, we do not currently have "equal educational opportunities.")

Collective Bargaining and Tenure: The current position is based on the 1978 study and consensus. Interest in this issue has been heightened by the layoff of staff because of financial problems and enrollment decline and the effect of the seniority dismissal system in particular. A resolution passed at the 1983 state Convention called for renewed local and state effort to take action based on the portion of the position dealing with staff dismissals due to reduction of positions.

Library Funding: The 1978-79 study and consensus resulted in the current LWVMN position. Lobbyists have monitored state legislation since that time. Several local Leagues have active positions on libraries. LWVMN was represented in 1980 at the White House Conference on Libraries.

SUGGESTIONS FOR LOCAL ACTION

Local Leagues may take a position on excess levy referenda in their district. They should evaluate the impact of the increase on local property tax and the need for additional dollars for education in deciding whether to support a referendum. In any case, local Leagues may provide a forum for discussion and dissemination of information during a referendum campaign.

Leagues may monitor the impact of the new finance formula on their districts. How many tiers has your district opted for? What is the effect on local property tax?

Leagues may lobby the school board and teacher contract negotiators to bargain for language changes on seniority dismissal. Our position calls for factors in addition to order of employment to be considered. These factors include recent teaching experience, program needs, and teacher expertise.

Under the Social Policy position, our new language on life-long learning permits local Leagues to support community education programs and other local efforts to broaden access to education.

The state position on libraries enables local action on accessibility, sharing of resources, support of multi-county and regional systems, and the establishment of libraries. It permits opposition to cutting services and/or hours.

Local Leagues may support and encourage desegregation efforts in their schools. They may show their concern about antidiscrimination and antipoverty efforts in the schools. Leagues may support programs funded by categorical aids for children with special needs, including the handicapped and gifted and talented. They can involve their communities in forums discussing expanding student choice in attending another school district. Legislation passed in 1985 offers 11th and 12th graders the choice of attending a post-secondary institution.

NATURAL RESOURCES

Promote the wise management of resources in the public interest and an environment beneficial to life.

WATER RESOURCES

LWVUS Position — Action to improve and protect water quality and to support planning and management of water resources to meet local and regional needs and the national interest. (1960, 1967)

LWVMN Position — Support of a state role in the preservation and management of Minnesota's water resources through protection, allocation, conservation, pricing and interbasin transfer policies protective of Minnesota's current and future needs. (1985)

Details:

- Support for state water policies which emphasize planning for supply, use and quality, and effective coordination of agencies and levels of government with responsibility for water resources. Support for statewide, comprehensive planning to protect both ground and surface water. Support for policies which:
 - recognize regional differences in supply and use.
 - integrate both ground and surface water management.
 - integrate quality and quantity management.
 - provide for research on hydrogeology and best use of water resources.
 - consider future use (of water resources).
 - promote data acquisition to characterize quality and quantity.
 - provide for maintenance and repair of water facilities.
 - distinguish between withdrawal and consumption.
- Support for a state water conservation plan which emphasizes preservation and efficient use of water resources. The plan should, at a minimum:
 - continue to develop the protected stream flow and aquifer-safe yield programs.
 - provide for education and technical assistance.
 - require specific conservation plans from those who propose interbasin transfers.
 - provide incentives for recycling and reuse.
- Support for water-pricing policies which include full costs of production and delivery in water prices. Support for rate structures which encourage conservation. Support for user fees or taxes to cover costs in state water management.

- Support for interbasin transfers (both intrastate and interstate) only if water remaining in the basin would be sufficient for present, future and instream needs. Decisions to transfer water should consider environmental effects, future water needs of basin of origin and conservation practices of the receiving basin.
- Support for clear legislative definition of the decision-making process for interstate and interbasin transfers. This process should include at least an advisory role for local governments affected by the transfer and a regulatory role for state government. Each of the following options should be considered:
 - Minnesota legislation governing interbasin transfers.
 - uniform legislation among Great Lakes states.
 - federal legislation requiring basin-of-origin state approval.
 - interstate compacts with authority for transfer decisions.
 - increased state and province participation in International Joint Commission proceedings.

AIR QUALITY

LWVUS Position — Action to reduce air pollution from vehicular and stationary sources. (1971)

SOLID WASTE

LWVUS Position — Action to reduce the waste stream, recycle suitable portions, and ensure the safe treatment, storage and disposal of all wastes. (1973).

LWVMN Position — Support of measures to reduce generation of solid waste.

Details:

- Support of state government's taking measures to reduce the generation of municipal solid waste through research and development of alternatives to sanitary landfills.
- Support of measures to discourage the use of nonreturnable beverage containers.
- Support of flexibility in the establishment and enforcement of standards in solid waste management to allow the state to adopt more stringent standards than federal standards. (1973)

LAND USE

LWVUS Position — Action to support responsible management of our finite land resources and developed environment to ensure consideration of public interests and private rights. (1975)

LWVMN Position — Support of an overall land use plan with maximum cooperation and implementation at the regional and local level, with state help in developing and exercising land use management, with opportunity for maximum local decision making, and with regional planning and regulation for matters of more than local concern.

Details:

- Supports a state plan that should:
 - be tied closely to integrated planning (e.g., human services, highways).
 - be coordinated with plans and policies of local and regional agencies.
 - require local governments to exercise at least a minimum level of planning and control.
 - recognize fragile or historic land, renewable resource lands, and natural hazard lands as critical areas and subject them to at least minimum control.
 - require impact statements on major public and private development.
 - provide financial aid for research, technical assistance and state data for local and regional governmental units.
 - provide authority to local and regional governmental units to exercise innovative planning and regulatory techniques such as land banking, planned unit development, transfer of development rights, timed development ordinances.
 - provide for an appeals board to arbitrate conflicts among governmental bodies and between citizens and governmental bodies. (1975)

ENERGY

LWVUS Position — Action to support policies that bring about a significant reduction in US energy consumption, give priority to conservation, renewable resources and the environmentally sound use of coal in the energy mix before the year 2000, and rely predominantly on renewable resources thereafter. (1978).

TRANSPORTATION

LWVUS Position — Action to promote energy-efficient and environmentally sound transportation systems that improve the well-being of cities and other communities and afford better access to housing and jobs. (1972, 1976) (This position synthesizes relevant positions on Air Quality, Human Resources and Energy Conservation. Also see CMAL position.)

HISTORY OF STATE ACTION

Water: With the initiation of a national study of water resources in 1956, local Leagues in Minnesota began to investigate problems in their own communities and river basins. LWVMN has been concerned with the state's role in managing and financing water resources development and has supported state participation in interstate commissions to provide comprehensive planning for boundary waters. Action has included support for the Minnesota Pollution Control Agency's requests for adequate funding, training and certification of sewage treatment plant operators, and state funding for municipal sewage plants. Many **water quality bills** supported by the LWVMN were enacted in 1973: mandatory shoreland zoning in incorporated areas, broadened definition of public waters to include wetlands, mandatory flood plain zoning, strict drainage controls, and statewide water inventory. In the following legislative session, LWVMN opposed attempts to weaken the state's control over public waters by reducing the power of the Department of Natural

Resources over drainage regulations. The LWV lobbied in Washington, DC, and in Minnesota against a new lock and dam in Alton, Illinois, and participated in the Federal 208 Water Quality Study and in the Upper Mississippi River Basin Commission's GREAT I Study on future uses of the Mississippi. In 1978 and 1979, emphasis on noncontamination of potable water became one of LWVMN's concerns.

Legislation in the '80s has so far concerned the managerial aspects of water—in 1983 the Legislature dismantled the Water Planning Board and put its staff under the wing of the Environmental Quality Board. In 1985, the EQB developed a list of ten state priority environmental issues, number one of which is "State and Local Water Planning and Management." LWVMN will be using the new consensus (see above) to work with the EQB on determining direction and issues to be covered under the newly adopted priority.

Air: In 1971, LWV members reached national consensus on air quality, and members testified during legislative hearings on air quality standards. LWV also supported mandatory vehicle emissions inspection and the disbursement of dedicated highway trust funds to municipalities for mass transit, emphasizing mass transit as the logical solution to air pollution problems in heavily trafficked areas. In 1976, LWV supported legislation banning fluorocarbon aerosol containers. Since 1981, LWV has worked to strengthen and readopt the National Clean Air Act. In 1982, LWVMN testified at regulatory hearings for the Minnesota Pollution Control Agency on maintaining or strengthening ozone and sulfur dioxide standards for the state. As a result of the hearings, standards were somewhat lowered.

The 1982 Legislature passed a new law to define "acid deposition," and required that a list be made of areas considered to have natural resources sensitive to acid precipitation. A time frame was established for developing and implementing a plan to control acid rain. LWVMN has supported acid rain controls at both the state and national levels, and continues to monitor the acid rain situation both in Minnesota and other areas of the country.

Solid Waste: Local Leagues studied their communities' solid waste management practices to reach both state and national consensus during the 1973 legislative session. LWVMN has lobbied for bills discouraging the use of nonreturnable beverage containers (rejected by the Legislature in 1978 and 1979) and establishing regional resource recovery centers. Current action supports charging a deposit for beverage containers. In 1977, LWVMN joined other environmental groups in requesting that Reserve Mining Company be required to meet existing air and water quality standards in its disposal of taconite wastes. In 1982, the League promoted the filing of a bill at the Legislature to establish a deposit legislation law in Minnesota. The bill was considered in committee in 1984 and turned down; it was not introduced in 1985. There is some consideration of reintroducing it in 1987, since by that time, the new all-plastic 12-ounce containers will be on the market and may cause some re-evaluation of the benefits of a deposit law. (See CMAL, Solid Waste, History of Action.)

Hazardous Waste: The LWV supported the adoption by the state Legislature of the Waste Management Act of 1980, and later in that year sponsored a series of five informational meetings on the act throughout the state. Since that time, we have continued to support the process of citizen action and involvement with the Waste Management Board as they seek to site waste facilities. We were gratified in the 1983 legislative session by the passage of a state "Superfund" bill to aid cleanup of hazardous waste spills, past and future. Unfortunately, the 1985 Legislature drastically weakened the law and established a taxpayer-supported victims' compensation fund.

The 1985 Legislature appropriated money for the MPCA to use for household hazardous waste pilot collection programs, the first of which took place in the fall of 1985. An important function of household hazardous waste collection is citizen education, informing the community of the toxicity of commonly used compounds in the home and on the farm and the need for proper and safe disposal. Leagues nationwide have been actively involved in promoting and overseeing such collections.

Also in 1983, Minnesota entered the Midwest Interstate Low-Level Radioactive Waste Compact for management of waste disposal on a regional basis. In 1984, the Midwest Interstate Low-Level Radioactive Waste Commission was established, with Indiana, Iowa, Michigan, Minnesota, Missouri, Ohio and Wisconsin as members. The commission's headquarters are in St. Paul (Room 588, 350 N. Robert Street, St. Paul, MN 55101), and meetings are held throughout the commission states as called. Leagues in commission states attempt to cover each meeting and keep other Leagues informed as to commission progress. A management plan is presently being developed.

In 1985, the Legislature established a "Governor's Nuclear Waste Council," replacing the Governor's Task Force on the same subject. It will continue to oversee and oppose the Federal Department of Energy attempts to consider Minnesota granite deposits as a location for a second high-level nuclear waste repository.

Land Use: State and national positions on land use were reached in 1975 after two years of study. In 1977 and 1979, LWVMN testified in Minnesota and Washington, DC, in favor of full wilderness status for the Boundary Waters Canoe Area (BWCA), which was established by Congress in 1978. In 1979, the Minnesota Legislature established a State Citizens Committee to advise the US Forest Service on BWCA management, an action LWVMN opposed as a wasteful duplication of federal policy. LWVMN also testified in favor of the Minnesota Valley National Wildlife Refuge. Since 1975, LWVMN has supported efforts to enact a state comprehensive land use plan.

Energy: Action has included support for the adoption of Minnesota's Energy Conservation Law and State Building Code. In late 1977, LWVMN received a grant from the US Energy Research and Development Administration to train local League members as resource people in their communities to teach energy-saving techniques. Another result of the grant was the publication in 1979 of an Energy Information Directory compiled by the LWVMN. The LWV continues to support conservation and development of alternatives to fossil fuels.

SUGGESTIONS FOR LOCAL ACTION

Our new water position should offer numerous opportunities for study and action. Is your county planning to instigate studies leading to a county or regional water management plan? Why or why not? (The 1985 Legislature made counties responsible for local water management planning.) Read the consensus for ideas on local application.

Local Leagues may take action on location of sanitary landfills, variances granted in shoreland zoning, drainage projects, proposals for expenditures of federal revenue sharing funds, wetland protection ordinances, and sediment control ordinances. They may monitor local industries to see if they are conforming to air quality standards as defined by the Minnesota Pollution Control Agency. Leagues may work to establish collection centers for recycling. Public support for deposits on beverage containers continues as an important action item. Look into household hazardous waste collections — LWV of Winona has supported such a project. Re: energy, local League members should practice energy conservation at home and support local measures to implement energy conservation, remembering that implementation must take full account of economic consequences, distribute costs and hardships as fairly as possible without bearing unduly on the poor, and give full consideration to the environment. Education as to the availability and feasibility of renewable energy sources and their application locally (earth-sheltered housing, solar heating, wind generators, etc.) could be worthwhile LWV community projects. Local Leagues may also explore what their communities and regions are doing about land use planning. Do your local community and region have land use plans? Are they coordinated? Are they being followed? Leagues may observe land use planning functions and testify thereon, using national and state positions.

GOVERNMENT

Promote an open governmental system that is representative, accountable, responsive; that protects individual liberties established by the Constitution; and that assures opportunities for citizen participation in government decision making.

CITIZEN RIGHTS

LWVUS Position — Action to protect the citizen's right to know and to facilitate participation in government decision making. (1974, 1976)

PUBLIC POLICY ON REPRODUCTIVE CHOICES

LWVUS Position — Action to protect the constitutional right of privacy of the individual to make reproductive choices. (1983)

ELECTION LAWS

LWVUS Position — Action to elect the President and Vice-President by direct popular vote and to abolish the electoral college; to support uniform national voting qualifications and procedures for presidential elections. (1970, 1976) Action to secure for the citizens of the District of Columbia the rights of self-government and representation in both Houses of Congress. (1938)

LWVMN Position — Support of improvements in election laws regulating election procedures, voting and school district elections.

Details:

- Support of centralized responsibility in the state government for achieving uniform election procedures and for training election officials. (1961)
- Support of extension of mandatory voter registration prior to election day to cover more voters through inclusion of more municipalities through countywide registration, or through statewide registration. (1961)
- Support of extension of election laws to cover school district elections, including uniform, mandatory voter registration. (1972)
- Support of rotation of names of candidates for the same office on ballots. (1972)

HISTORY OF STATE ACTION

Election Laws: LWVMN began studying election laws in 1957. Many League members, as direct observers of the election process, have seen the need for standardized procedures and adequate training of election judges. The LWVMN supported a bill passed by the 1977 Legislature which provides for the mandatory training of election judges.

In 1983, the Legislature passed legislation allowing public employees to serve as election judges, allowing persons time off from work to serve as election judges, and providing reimbursement for mileage and hourly pay for training time.

In 1973, an Omnibus Registration Bill passed with LWVMN support. This bill centralized responsibility for registration rules and regulations with the Secretary of State, established statewide registration procedures, required counties to maintain permanent registration lists, and permitted postcard and election day registration. The 1974 Legislature amended this law, however, to allow a county with no population center of 10,000 or more to be exempted from permanent registration by a resolution of its county board. The 1983 Legislature facilitated absentee voting for persons unable to vote at a polling place on election day by requiring the county auditor's office to be open on the Saturday afternoon and Monday evening prior to a primary or general election.

School District Election Laws: League members reached consensus in 1972 and lobbied for a bill which passed in 1973, simplifying absentee balloting, requiring rotation of candidates' names on non-partisan ballots, and forbidding election day campaigning or solicitation of votes within 100 feet of a polling place.

Rotation of Names on Ballots: This issue centers around rotation of party columns and/or putting one party at the top of the ballot in presidential election years and the other party at the top in gubernatorial election years. The 1976 Legislature passed a ballot rotation bill which the League followed but did not support.

Action on National Positions: In August 1978, the US Congress passed the District of Columbia Amendment, which would have given voting congressional representation to residents of the district. After intensive lobbying, mainly by LWVMN lobbyists, the Minnesota Legislature ratified the amendment in 1979. The deadline for passage of the constitutional amendment by 38 states was August 1985. Unfortunately, the proposed amendment failed, and we will have to start over again in Congress. LWV has also continued lobbying for direct election of the President.

CAMPAIGN PRACTICES

LWVUS Position — Action to improve methods of financing political campaigns in order to ensure the public's right to know, combat corruption and undue influence, enable candidates to compete more equitably for public office and promote citizen participation in the political process. (1973)

LWVMN Position — Support of improvements in election laws regulating campaign practices.

Details:

- Support of the public's right to comprehensive disclosure of all political campaign contributions and expenditures: mandatory, timely, uniform and complete reports of campaign contributions and expenditures should be made to a central authority responsible for disseminating such information to the public; responsibility for reporting contributions to the candidate's campaign and for reporting expenditures by the candidate and those made on the candidate's behalf rests squarely on the candidate; penalties should be stringent enough to ensure compliance by candidates. (1961)

- Support of judicious use of public resources to finance campaigns. (1972)
- Support of reduction of the amount of money spent on campaigns. (1972)

HISTORY OF STATE ACTION

LWVMN has been active on this subject since 1961. In 1973, LWVMN worked in coalition for major campaign financing legislation which established the State Ethics Commission. LWVMN monitors this body, now called the Ethical Practices Board, and continues to review legislation affecting the EPB. In 1980, Minnesota voters passed a constitutional amendment raising campaign spending limits for candidates for executive and legislative offices and mandating public disclosure of campaign spending for all state candidates. LWVMN supported this amendment. In the 1983 legislative session, a bill to set campaign spending limits for candidates for US Congress who choose to accept public financing failed to pass. LWVMN lobbied and testified for this bill. A revival of this bill is likely, however, because the cost of running a campaign has become to some prohibitively expensive.

LWVUS conducted a petition drive and intensive lobbying for the campaign reforms of the Federal Election Campaign Act of 1974. After the Supreme Court found portions of the law limiting candidate spending and allowing for selection of FEC members by Congress unconstitutional, LWVUS successfully lobbied for a new law creating an independent and constitutionally acceptable FEC.

The League continues to work to make the federal election process more open and equitable. Recent national action has focused on support for legislation mandating public financing for congressional elections and placing limits on the size of donations that political action committees can give to candidates. Leagues continue to apply the position in working for campaign reform measures at the state and local levels.

OPEN MEETINGS AND OPEN RECORDS

LWVUS Position — Governmental bodies (should) protect the citizen's right to know by giving adequate notice of proposed actions, holding open meetings and making public records accessible. (Principles, 1974)

HISTORY OF STATE ACTION

Open Meetings: Support for open meetings was first made explicit in the LWVUS 1972 US Congress position; in 1973, Leagues were empowered to apply that position at the state and local levels. The 1974 Minnesota Open Meeting Law requires all meetings of governmental bodies to be open to the public (except those of the Board of Pardons; the Corrections Board; and the Legislature, which sets its own rules) and that these bodies maintain records on their actions that are accessible to the public.

LWVMN testified for this law, and members continue to monitor compliance at state and local levels of government. The 1976 Legislature tried to amend the Open Meeting Law to allow for some closed sessions; however, the House tabled the bill, and no Senate action was taken. LWVMN opposes any changes in the law, except it would support a limited number of school board bargaining strategy sessions closed to the public. The law continues to be subject to reinterpretation and application. The Minnesota Supreme Court in 1983 reversed a district court ruling that private discussion by school board members prior to a meeting where a vote was to be taken was in violation of the law. The Supreme Court ruled that such discussions were not in violation, since those gatherings were conducted with less than a quorum present.

The 1983 Legislature passed an LWVMN-supported bill that requires pertinent materials on subjects discussed at an open meeting be made available to the public.

Open Records: Ever since the 1974 Minnesota Legislature enacted the Data Privacy Act, LWVMN has monitored the action of the Legislature in the area of open records, balancing our desire for openness with the individual's right to privacy. In 1975, the Data Privacy Act was amended by adding three classifications of data: public, private and confidential. The present law, as amended in 1976, simplifies the data reporting requirements for governmental units but makes the data classification system considerably more complex. Data must be made expressly "not public" by state statute or federal law to be either confidential or private. In 1979, the Legislature finally dealt with this issue, passing a LWVMN-supported bill which defined terms and stated that all government data will be open to the public unless specifically classified as confidential or private by state statute.

LWVMN continues to monitor all bills dealing with the Data Privacy Act. There have been recent attempts to facilitate the classification of materials, a move resisted by LWVMN since it impedes the public's right to know.

ORGANIZATION OF GOVERNMENT

LWVUS Positions—Action to support responsive legislative processes characterized by accountability, representativeness, decision-making capability and effective performance. (1972) Action to promote a dynamic balance of power between the executive and legislative branches within the framework set by the Constitution. (1976) Action to support apportionment of congressional districts and elected legislative bodies at all levels of government based substantially on population. (1966, 1972)

LWVMN Position—Support of improved structure and procedures for the Minnesota Legislature and executive branch; support of an improved process for amending the Minnesota Constitution; support of apportionment substantially on population of congressional districts and of all elected state and local governmental bodies.

Details:

- Support of legislative reform through improved procedures for providing information, adequate research assistance, no increase in size (reduction in size is desirable), realistic compensation for legislators, improved organization of committees, legislative sessions of adequate length, and allowing the Legislature to call itself into special session. The Legislature should meet annually and should have the power to determine the time of meeting and length of session and should have the power to recess. (1955, 1968)
- Support of a post-auditor appointed by and directly responsible to the Legislature. (1955)
- Support of changes in executive structure characterized by clear lines of authority and responsibility, elimination of duplication and overlapping of agencies, a structure of organization designed to focus on current and emerging problems, and a system of standard nomenclature. (1970)
- Support of measures to change the process of amending the state Constitution by retaining a simple majority vote by the Legislature in proposing an amendment and requiring a simple majority of those voting on the question for ratification. (1947, 1962)

- Support of regular and equitable reapportionment, with definite procedures established to ensure prompt redistricting by the Legislature or by a reapportionment commission; support of procedures which provide for:
 - compact, contiguous districts giving advantage to no particular person or group.
 - public accessibility to legislative or commission deliberations and action.
 - prompt judicial review. (1979)

INITIATIVE, REFERENDUM AND RECALL

LWVMN Position—Support of the continuation of legislative initiative and compulsory voter referendum on constitutional amendments; opposition to most forms of voter initiative and referendum on statutes; opposition to recall by voters of members of the Legislature and state constitutional officers; support of strict procedural limits on any process of initiative, referendum or recall.

Details:

- Support of the continued initiation of constitutional amendments by the legislative branch; opposition to all forms of voter initiative of such amendments (direct, indirect or advisory).
- Support of the continuation of compulsory voter referendum on constitutional amendments.
- Opposition to direct initiative and advisory initiative on statutes; no agreement on indirect initiative on statutes.
- Opposition to optional and compulsory referendum on statutes; no agreement on petition referendum on statutes.
- Opposition to voter recall of members of the Legislature and state constitutional officers; no agreement on voter recall of judges or appointed officials.
- Support of strict procedural limits on any form of initiative, referendum or recall considered or adopted in Minnesota, including restrictions on:
 - time span for collecting signatures;
 - eligibility requirements for persons signing and collecting petitions;
 - percentage of signatures required, geographic distribution of signers, and verification of signatures;
 - size of vote required for passage;
 - procedure for repeal or amendment of a successful initiative or referendum;
 - contributions to and spending for ballot issue campaigns. (1980)

HISTORY OF STATE ACTION

Legislative Reform: Organization of State Government was adopted for study in 1967 with an overall look at the Minnesota Legislature and the executive branch. Consensus positions reached in 1968 and 1970 incorporated earlier LWVMN positions on support for annual flexible sessions, legislative post-audit, reapportionment, and changing the amending process, some of them dating from League's 1947 study of the State Constitution. Minnesota now has a two-year flexible session. The legislative process has become more open to the public, more research assistants have been hired, and information about the Legislature and copies of bills are easier to obtain. Organization of committees continues to improve, although reducing the number of committees has substantially increased the number of subcommittees. Legislators received a per diem increase in compensation and additional expense allowances in 1973; the 1975 Legislature voted to provide lodging expenses in addition to per diem and also to allow travel expenses within a legislator's district. The 1977 Legislature increased the legislators' per diem allowances and provided for salary increases beginning in 1979.

In 1983, the Legislature narrowly passed a bill creating a temporary Compensation Council to set salaries for legislators, judges and members of the executive branch. This Council was looked upon as a way legislators could circumvent the responsibility of raising their own salaries. After a one-year trial period, the Council disbanded on June 30, 1984.

Executive Reform: The 1973 Legislature created a new Department of Finance, a central state agency to have financial control over executive departments, while a post-audit commission was established to report to the Legislature on performance of state agencies and effectiveness of its programs. Legislation in 1975 renamed certain agencies to create a uniform designation for state boards, commissions, committees and councils. Functions of certain agencies were transferred or abolished, two advisory committees were created, 221 appointed positions were abolished or transferred from appointment by the governor to appointment by another authority, and 156 new positions were created. The 1977 Legislature created a new Department of Economic Security (consolidating the functions of the departments of Vocational Rehabilitation and Employment Services, Governor's Manpower Office, and the income maintenance program from the Department of Public Welfare). In 1981, a Department of Energy was formed, later renamed Energy and Economic Development. Other legislation allows the governor to appoint commissioners to state departments and agencies for terms coinciding with his/her own, limits the governor's power to create task forces, defines executive orders and provides for their expiration. Under another provision, the appointment process reverts back to current practice after 1987.

Amending the Constitution: The 1947 State Constitution study showed the need for changing the amending process. Ratification of a constitutional amendment requires a majority vote of all those voting in the election. Thus a voter who fails to vote on the amendment automatically casts a "no" vote. LWVMN believes that the requirement for ratification should be changed to a majority of those voting on the question. In 1974, LWVMN supported a constitutional amendment allowing amendments to be passed by a 55% majority of those voting on the question; the amendment was defeated by the voters.

Reapportionment: LWV has supported reapportionment substantially on population since 1966. The 1979 LWVMN Convention revised the state position to make it responsive to the issue of reapportionment in the 1980s. LWVMN will continue to lobby on reapportionment measures before the Legislature. In 1980, League supported a constitutional amendment establishing a bipartisan commission to draw new legislative and congressional districts. The amendment failed. Following the reapportionment difficulties of the Legislature in 1981, there may be renewed support for a commission.

FINANCING STATE GOVERNMENT

LWVMN Position—Support of a flexible Minnesota multi-tax system with emphasis on maintaining state services through a combination of spending cuts and increased taxation when state funds are short and decreased taxation when there is a budget surplus. Support of using the Minnesota individual income tax as the elastic tax, making rates more progressive when increasing state revenue and lowering rates for all income levels when decreasing state revenue. Support of state relief for property taxes. Support of property tax reform. Support for setting priorities in allocating state funds. Support of state aids to local governments, especially to local school districts and to the local governmental unit that provides the major portion of local services (county and/or

city). Support of more efficient state administrative and legislative expenditures.

Details:

- Support for property tax reform through equitable assessments, fewer classifications, and more restrictive criteria for determining exemptions. LWVMN also advocates less dependence on the property tax as a source of revenue. (1967)
- Support for equitable assessments by professionally trained, adequately paid assessors with districts large enough to warrant their full-time employment. Periodic reappraisals should be mandatory. The state should be responsible for achieving uniform standards for assessment and should assess industrial property. There should be fewer classes of property for taxing purposes. (1967)
- Support of more restrictive criteria for determining property tax exemption. Property that is profit making or in competition with private taxpaying enterprises should be taxed regardless of ownership. There should be periodic reconsideration of each exemption, and owners of exempt property should pay enough taxes, or a charge in lieu of taxes, to cover the costs of local services. Tax exemptions as socioeconomic incentives should be used sparingly and for a limited time in each case. (1967)
- Support of diminished dependence on the property tax because it does not necessarily reflect ability to pay and equitable administration is difficult. Local services such as police and fire protection, streets, parks, and sewers are the services most appropriately financed by the property tax. Services of broader than local significance such as welfare are less appropriately financed by the property tax. Education is appropriately financed partly by the property tax and partly by revenue from other sources. (1967)
- When taxation is increased to provide additional revenue, LWVMN:
 - supports retaining exemptions to the **sales tax**; supports sales tax increases on cigarettes and tobacco and alcoholic beverages; does not agree on a general raise in sales tax rates.
 - supports more progressive **individual income tax** rates with exemptions retained at 1977 level; supports retaining deductibility of federal income taxes as a feature of the Minnesota income tax; opposes an across-the-board increase in income tax rates.
 - supports retaining the Minnesota **corporate excise tax** with no increase in rate; does not agree on changing the corporate tax to a progressive rate.
 - supports retaining the homestead credit and senior citizens' freeze credit as forms of state relief for **property taxes**; supports retaining the income-adjusted homestead credit (circuit breaker). (1977)
- When measures are taken to decrease taxation, LWVMN:
 - supports retaining the 4% Minnesota **sales tax** with no increase in exemptions.
 - supports a decrease in **individual income tax** rates; opposes an increase in individual income tax exemptions; opposes a general tax refund.
 - supports an increase in the homestead credit as a form of state relief for **property taxes**.
 - does not agree on decreasing the **corporate excise tax** rate.
 - does not agree on providing an increase in the income-adjusted homestead credit (circuit breakers). (1977)
- When cuts in state spending are necessary, LWVMN:
 - supports cuts in spending for general state government, governor and related agencies, and the legislative branch.
 - opposes cuts in state aid to local governments, especially local school districts.
 - opposes cuts in state spending for natural resources, corrections, higher education and agriculture. (1977)

- When increases in state spending are proposed, LWVMN supports setting priorities for state spending rather than a percentage increase in all areas of state funding. LWVMN:
 - supports an increase in state aids to local school districts.
 - opposes increases in spending for general state government, governor and related agencies, and the legislative branch; opposes increases in spending for public retirement benefits.
 - supports increases for mass transportation of benefit to the entire state. (1977)

HISTORY OF STATE ACTION

Since the mid '50s, LWVMN has studied financing of state and local governments. Early studies focused on the property tax, resulting in LWVMN support for property tax reform. In 1969, LWVMN lobbied successfully for legislation permitting counties to establish county assessor systems; all assessors must be professionally accredited. A constitutional amendment passed in 1970 allows the Legislature to restrict the amount of tax-exempt property and to eliminate many inequitable situations. In keeping with its education position, LWVMN supported a shift in 1971 away from the property tax and toward greater state funding of education. In 1975, the Legislature passed bills providing for income-adjusted property tax relief in addition to the homestead credit, and increased limitations on assessed valuation. The 1977 Legislature continued the trend toward less reliance on the property tax by reducing the assessment ratio on urban and rural homesteads and increasing the income-adjusted property tax credit. LWVMN again studied financing state government in 1975-77 and adopted an expanded position. In 1979, this position and the existence of a state budget surplus enabled LWVMN to lobby for decreased taxation and to support reducing individual income tax rates by changing the tax brackets. The 1979 Legislature passed a comprehensive tax relief law which included adjusting income tax rates by indexing income tax brackets for inflation.

The early 1980s have seen great problems arise with financing state government. The economy has lagged, with high unemployment and low revenue collections. Recent legislative sessions have worked overtime in keeping the state budget balanced through spending cuts and increased taxation. The sales tax has been raised from 4 to 6%, a 10% income tax surcharge was assessed (removed in 1985), and property taxes have been raised. In response to the economic situation and the attempts to alleviate it, in 1983, the governor appointed a tax commission to analyze Minnesota's overall economic situation and the tax structure. The commission made comprehensive recommendations for the economy of the 1980's. LWVMN is closely monitoring the findings and recommendations of this commission.

SUGGESTIONS FOR LOCAL ACTION

Citizen Rights: Local League members may observe the voter registration processes and should be alert for voting rights violations. They may check to see whether candidates and volunteer committees file campaign expenditure reports, whether polling places are conveniently located, and whether school elections function properly. They may monitor local governing bodies to make sure they are complying with the Open Meeting Law.

Organization of Government: Members may write their legislators in response to Times for Action on legislative and executive reforms. They may also check to see whether local governmental districts, wards, precincts, etc., have equal population according to the 1980 census.

Financing State Government: Local Leagues may contact their legislators in response to Times for Action on taxation and appropriation legislation. They may use the slide show prepared by LWVMN to educate their communities on state financing.

INTERNATIONAL RELATIONS

Promote peace in an interdependent world through cooperation with other nations, strengthening of international organizations, arms control measures and the resolution of conflict without the use of military force.

UNITED NATIONS

LWVUS Position — Action to strengthen the United Nations, in recognition of the need for cooperation among nations in an interdependent world. (1977)

HISTORY OF LEAGUE ACTION

Delegates at the very first League Convention in 1920 called for "adhesion of the US to the League of Nations." A 1942 study, in the midst of World War II, led to a 1944 LWVUS position supporting "US membership in an international organization for the peaceful settlement of disputes, with the machinery to handle economic, social, and political problems." LWVUS launched an educational campaign to promote understanding of the Dumbarton Oaks and Bretton Woods agreements to establish the UN, the World Bank and the International Monetary Fund. In 1962, a LWVUS study evaluated "means of strengthening the UN" under cold war conditions. With the shift of alignments at the UN from East-West to North (rich)-South (poor), LWVUS undertook a reexamination of the UN in 1976 "with emphasis on relations between developed and developing countries and their implications for US policy." This study resulted in the present position.

The League consistently monitors the actions of the US government at the UN, sometimes praising, sometimes criticizing, always urging the US to upgrade the role of the UN system by lobbying for adequate funding for the organization. The League vigorously opposes actions to restrict US contributions to the UN and its specialized agencies.

LWVMN was one of the charter members in the Minnesota Chapter of the UN Association, which sponsors the annual UN Rally with the UN Rally Board.

TRADE

LWVUS Position—Action to support systematic reduction of tariff and nontariff trade barriers and broad, long-range presidential authority to negotiate trade agreements. (1973)

HISTORY OF LEAGUE ACTION

Even in the '20s the LWVUS recognized that high tariffs and restrictive trade practices caused friction among nations that could lead to war. In subsequent years, LWVUS supported measures to relax trade restrictions including, in 1964, those on East-West trade. LWVUS has supported limited commodity arrangements; and after a new consensus in 1973, it supported the 1974 Trade Act, which opened the way for US participation in the Tokyo Round of tariff negotiations under the auspices of the General Agreement on Tariffs and Trade (GATT). LWVUS took action on behalf of adjustment assistance (as opposed to tariffs and quotas) in 1976 and 1977. LWVUS has been supportive of measures which would expand trade, research and development, and tourism and has been against protectionist proposals, especially in answer to balance of payments problems. The League promoted ratification of the multilateral trade agreements made as a result of the Tokyo Round of GATT, which ended in April 1979. The US Congress, by an overwhelming majority, passed legislation to implement the Trade Agreements Act.

The poor economic situation of the early 1980s spurred numerous protectionist measures by Congress. LWVUS actively opposed the Domestic Content legislation and other similar trade restrictions. In financially hard times, pressure for more protective trade policies will continue. As the US trade deficit continues at unprecedented levels, greater pressure will be exerted on Congress to adopt some protectionist measures. However, the League will continue to oppose protectionism and to promote public understanding of the benefits of a liberal trading system.

DEVELOPMENT

LWVUS Position—Action to support US development assistance policies that improve the quality of life for the people of the developing countries. (1970)

HISTORY OF LEAGUE ACTION

LWVUS positions have included support for assistance to developing countries since the '20s. After World War II, LWVUS supported the implementation of the Marshall Plan and President Truman's Point Four program. By the end of the '40s, LWVUS was deeply committed to new international efforts to assist poor and emerging nations in Asia, Africa, the Middle East and Latin America. LWVUS's current position has evolved through continuing action and study, with recent periods climaxing in 1964, 1970 and 1977. LWVUS is especially concerned that there be separation of development aid from military aid, because in war or preparation for it, development aid is likely to be overlooked. Through testimony and member letters and telegrams, the League continues to work for reforms and for a high level of US participation in the Inter-American Development Bank, the Asian Development Bank, the African Development Bank, the World Bank and the International Development Association. The League continues to oppose amendments to impose conditions on US contributions to these multilateral development banks and other international organizations.

SUGGESTIONS FOR LOCAL ACTION

League members should respond quickly to calls to action, and suggestions in **Report from the Hill**, LWVUS's newsletter on legislative activity at the national level. Local IR chairs can inform themselves and their members on the current status of LWV concerns by calling the LWVUS office to hear recordings of "Spotmaster," a weekly summary of activity. Those in and near the Twin Cities may join the World Affairs Council, and all may support the UN Rally and World Trade Week. IR committees should work in their communities to identify people interested in world affairs and to expand knowledge of international institutions and issues, including speaking out on the beneficial effects of expanding free trade. Local Leagues should review the Buy America Act, passed in 1978, giving preference to American-made materials. Legislators should be encouraged to remove this protectionist amendment.

NATIONAL SECURITY

ARMS CONTROL

LWVUS Position—Action to reduce the risk of war through arms control measures. (1983)

HISTORY OF LEAGUE ACTION

The 1982-84 League study of national security and the resulting position on arms control was undertaken to add focus to League's existing position in support of "efforts to reduce the risk of war, including negotiations on disarmament and arms control" under the UN position. Once adopted, League action in support of arms control measures was immediate. The League took action in opposition to US testing of anti-satellite weapons and sought a funding cap on the Strategic Defense Initiative for fiscal year 1986. The League supports negotiations for a bilateral, mutually verifiable freeze on the production and deployment of nuclear weapons followed by reductions, the merger and continuation of negotiations on strategic and intermediate-range nuclear weapons and a comprehensive test ban treaty. For a more complete statement of position, consult LWVUS's *Impact on Issues*.

MILITARY POLICY AND DEFENSE SPENDING

LWVUS Position—Action to limit reliance on military force and to examine defense spending in the context of total national needs. (1984)

HISTORY OF LEAGUE ACTION

This position quickly followed the League's adoption of its position on arms control as the second part of the 1982-84 national security study. Members developed an understanding of US military policy objectives, weapons development and relations with the Soviet Union and NATO Allies. Study focused on establishing defense-spending priorities and links between defense and domestic spending in the federal budget and on enabling the League to address the important public issue of military policy. The League concluded weapons systems should reflect military policy, which should be developed by defined purposes and missions. The initial League action on the position was to try to prevent deployment of the MX missile. More complete history and detailed position may be found in *Impact on Issues*.

LWVUS Study—adopted 1984:

Examine the interdependent nature of International Relations program, including new and innovative ways to promote global security. Evaluate U.S. economic and military aid to developing countries and its relationship to our international economic and political interest.

In 1984-85, Leagues worked to familiarize themselves with our new and old international relations positions. In the latter part of 1985, member agreement will be sought on the last part of the adopted study on foreign aid and US economic and political interests. The new position will be announced by LWVUS in March 1986.

SUGGESTIONS FOR LOCAL ACTION

Through our recent studies on national security, local Leagues have been encouraged to involve their own communities in the discussions. This continues to be so. There are many formats to be used, including viewing films, videotapes and slide presentations. Discussions can be organized with members from the local community or

elsewhere; debates, surveys or presentations can occur as part of a unit meeting or as a meeting for any other group. Heightening citizens' awareness and action on the issues surrounding national security remains a League priority. Reminders to our elected officials as to League positions on arms control, military policy and defense spending are helpful, as are responses to Times for Action or at other critical periods in the budgeting process. Following events as they occur and letting elected officials hear from us is also helpful.

METROPOLITAN COUNCIL

CMAL Position—Supports the development of the Metropolitan Council as the decision-making body for metropolitan needs in accordance with these criteria: efficiency and economy, equitable financing, flexibility, citizen control and responsiveness to the electorate. CMAL supports provision for coordinated metropolitan services focused through the Metropolitan Council.

Details:

- CMAL supports retention of an **appointed Metropolitan Council**.
 - The appointive process has provided high caliber individuals with broad vision and concern for the metro area as a whole.
 - The appointed Council is seen as less parochial, less subject to special interests, and better able to adopt and maintain unpopular positions for the good of the entire area.
 - The appointed Council is responsible to our elected state Legislature and watched over by our elected local officials. (1976)
- CMAL supports an open appointment process including publicized vacancies; increased citizen, local government and legislative influence on appointments; formal qualifications for office; establishment of a removal procedure for members of the Council and district apportionment based on population. In the event that it appears that the Council may become an elected body, CMAL supports nonpartisanship of candidates, maintaining of population as the basis for districts, election of Council members at the same time as local officials (assuming passage of the Uniform Election Law), continuance of a part-time Council and of the per diem basis for compensation. (1976)

HOUSING

CMAL Position — Supports the Metropolitan Council as the Housing and Redevelopment Authority acting as an administrative agency providing technical assistance to communities requesting service. CMAL opposes an independent regional body separate from the Council to own and operate subsidized housing. (1981)

HEALTH

CMAL Position —Supports the continuation of health planning and coordination at the metropolitan level with state and/or regional funds, if federal funds are reduced. (1981)

HISTORY OF CMAL ACTION

Metropolitan Government—In the early 1960s, the Metropolitan Planning Commission, a loose confederation of municipal, county, special district, and other interest groups, was created by local elected officials, who appointed members to the Commission. MPC functioned in a purely advisory capacity and produced a series of studies of the Minneapolis-St. Paul area's physical, geographic and economic characteristics. The 1967 state Legislature established the Metropolitan Council, which took over the old MPC staff but had broad assignments in areawide planning and some specific problems to work on, notably solid waste, sewage (waste water) disposal, and parks and open spaces. Its one person-one vote representation formula was strongly supported by CMAL, which also supported its role as overall planning and coordinating agency for the area, with operational boards supervising day-to-day operation of area services, and local government involvement in decisions affecting them. With support from CMAL, the 1974 legislative session passed the Metropolitan Reorganization Act which further clarified the relationship between the Metropolitan Council as the planning and policy-setting body and the operational boards as the day-to-day providers of area services. Since its inception, the Metropolitan Council has been concerned with overall growth patterns in the metropolitan area, recognizing that areawide coordination of urban services is needed, and that public investment should be channeled to achieve areawide goals. These goals and policies were incorporated into the Development Framework Guide prepared by the Council in 1974-75 with CMAL assistance; CMAL has supported legislation needed for its implementation.

In 1975, CMAL restudied and updated the governmental decision-making position, looking closely at the question of an elected or appointed Council, and assessing the relationship of the Council to other local governing bodies. A survey of attitudes of local officials toward the Metropolitan Council was published in December 1976.

In 1977, CMAL supported open appointments legislation and retention of an appointed Metropolitan Council. Testimony before the Senate task force on Metro Affairs stressed that the Council: is a planning and coordinating agency that does not legislate and has limited tax authority (is not another layer of government); is accountable to the Legislature and responsive to the people of the region; has an excellent track record in dealing with regional planning; and would provide a difficult problem in all aspects of an election effort.

CMAL opposed elected Metropolitan Council legislation in 1978, noting that a popularly elected body representing more than half the population of the state could not continue in the same relationship with the Legislature. In reviewing the Council's role in the Family Housing Program in 1978, CMAL expressed its concern about the Council acting as an operating agency, not as an overall planning and coordinating body.

In 1979, CMAL prepared a statement opposing legislation requiring a local referendum on airport expansion or new location since such a referendum would bypass the Council's responsibility and authority.

In 1982 and 1983, CMAL testified before the Joint Legislative Commission on Metropolitan Governance in support of an appointed Metro Council functioning as a regional planning and coordinating agency; and its involvement of citizens and local government officials through advisory committees and task forces. This testimony supported local jurisdictions and counties as the administrators that implement and enforce regional policy; and in respect to regional services supported operating agencies as day-to-day providers—the implementors of policy plans adopted by the Council. In 1983, CMAL testified before House and Senate committees on reapportionment bills, supporting an appointed council and calling for a more open appointment system, including more extensive notification and public forums to involve citizens as well as legislators in the review of candidates for vacancies.

FUNDING/FINANCING

CMAL Position—Supports areawide sharing of fiscal resources, to move towards the solution of problems created by fiscal disparities and to finance services which benefit the Twin Cities Metropolitan Area as a whole or affect the lives of all its citizens. (1970)

PARKS

CMAL Position—Supports a regional funding source for the operation and maintenance of regional parks. (1981)

Details:

- Areawide sharing of operating and maintenance costs is more financially equitable where service and benefit is of broader than local significance. Standards and funding should depend on use and kind of individual park.

FINANCING METROPOLITAN SERVICES

CMAL Position—CMAL supports operating and maintaining the metropolitan systems and services with a mix of funding sources specific to each service (federal, state and local funds and user fees). If a supplemental fund is created, CMAL supports additional user fees, new or increased, appropriate to the service. (1985)

Details:

- CMAL supports improved accountability of metropolitan agencies by:
 - uniform reporting and submittal dates of agency development programs to the Metropolitan Council.
 - a responsible, uniform system of administrative procedures for all metropolitan agencies.
- CMAL supports improved accountability of the Metropolitan Council by:
 - the establishment of a permanent legislative committee/commission for metropolitan affairs.
 - regular reports to the legislature on regional programs for financing.
 - regular reports and discussion sessions with local elected officials.
 - responsible administrative procedures.

HISTORY OF CMAL ACTION

Fiscal Disparities—A major barrier to areawide development has been the multiplicity of local government units—more than 300 in the metropolitan area—each competing for tax monies. In 1971, CMAL supported the "fiscal disparities" bill, which provides for sharing 40% of the growth in commercial-industrial tax base among local units of government in the metropolitan area. Nationally, the bill was a first, and though it was challenged in the courts, it was found to be constitutional. Implementation occurred in 1974 and was reflected in taxes collected in 1975.

In 1975, CMAL supported the Metropolitan Investment Framework before the Metropolitan Council's Physical Development Committee because it furthers the goal of areawide sharing of fiscal resources to finance metropolitan services, and aids in the solution of the problems of fiscal disparities. CMAL also supported the Investment Framework before the

full council in 1976, stressing that it was a means of systematically evaluating the economic responsibilities of metropolitan government. The Investment Framework was adopted by the Council in 1977.

League members requested the 1979 CMAL update paper **The Response to Fiscal Problems in the Seven-County Area**. It reviews existing and proposed programs that deal with problems created by the differences in taxing capabilities among communities in the seven-county metropolitan area. Copies of the paper were distributed to interested legislators and selected local government officials.

Parks—A task force established by the Council in 1982 made recommendations for funding sources for the operation and maintenance of regional parks, including a property tax levy, which CMAL opposed. CMAL did support areawide financing as more equitable for regional use.

LAND USE AND ENVIRONMENTAL QUALITY

CMAL Position—CMAL recognizes that increased pressures for development in the entire Twin Cities area indicate the need for a strong public voice in land-use decisions. CMAL supports metropolitan-level planning, programs and policies directed toward channeling development in ways that will: (1) preserve and enhance the natural environment, (2) use public investment to the best advantages, and (3) provide area residents with diversity in choice of facilities and amenities. (1972) (Also see LWVMN and LWVUS positions.)

Details:

- CMAL supports:
 - channeling growth so that necessary public services are provided in an efficient, orderly pattern.
 - preserving the natural environment to the extent possible by protecting land and water during and after development, and from development where necessary, and preserving open space for recreation, protection and amenity.
 - using land in the seven-county area to implement social goals, such as a full range of housing choice, adequate transportation, parks and the necessary facilities and amenities to enhance the quality of life.
 - the Metropolitan Council should be authorized to develop the policy tools necessary to implement these goals, provided local governments are involved in decisions affecting them.

ENVIRONMENT

CMAL Position—Supports a requirement that local governments adopt implementation ordinances for protection of environmental quality for review and approval by the Metropolitan Council. (1981)

Details:

- This includes water quality standards in the management of non-point sources of water pollution, the management of on-site disposal systems, and the protection of open space and wetlands.
- The Metropolitan Council should have a role in educating the public.

SOLID WASTE

CMAL Position—Supports the establishment by the Metropolitan Council of a system for controlling the flow of solid waste for recycling and resource recovery. (1981)

HISTORY OF CMAL ACTION

Parks and Open Space: With CMAL support, the 1974 Legislature passed the Parks and Open Space Bill authorizing the Metropolitan Council to set priorities for acquisition of open space in the metropolitan area. In 1975, the Council released its Development Guide chapter dealing with parks. CMAL testified before the Metropolitan Council in 1976 in support of the Five-Year Capital Improvement Program for parks and open space. In 1977, CMAL supported the Regional Special Use Policy Plan and Regional Trails Policy Plan. In 1978, CMAL encouraged the Council to amend the Development Guide to include the Trails Policy; the Council completed this in November 1978. In 1979, CMAL supported legislation that authorized \$27 million in bonds for acquisition and betterment of regional parks in the metropolitan area.

Housing: CMAL provided supportive testimony before the Metropolitan Council in regard to the Housing Policy Plan in 1976. That year CMAL also met with the Council's Modest-Cost Private Housing Advisory Committee to express concern with the Committee's report and encourage their continued efforts. In 1978, CMAL supported the Council's work to provide subsidized housing within our region and the Council's Family Housing Program via the existing LWVUS position. However, CMAL did question the advisability of the Council's acting as an operating agency in this situation. The 1979 CMAL publication **Focus on Housing** resulted from the 1977-79 Cities/Urban Crisis Study. It provides background and vocabulary on housing programs so League members can take action using existing LWV positions. In 1979, CMAL also supported the proposed amendments to the Development Guide Housing Chapter, because they improve the ability of local communities to provide housing affordable by all income ranges.

Water Resources: In 1975, CMAL addressed the Minnesota Pollution Control Agency in support of the designation of the Metropolitan Council as the agency to assist local units of government in the identification of critical water areas and in implementing necessary steps to protect them. That year CMAL also told the Metropolitan Council and the Minnesota Environmental Control Agency of its support for the designation of the Mississippi River as a Critical Area. In 1977, CMAL reviewed and supported the Upper Mississippi River Basin Commission's Level B Study Report on water quality and conservation. Continued designation of the Mississippi River Corridor as a Critical Area was the subject of CMAL Metropolitan Council testimony in 1979.

The Metro Council adopted a Surface Water Management Plan amendment to the Development Guide in 1982, which CMAL, in general, supported. It places responsibility for management plans and implementation at the local level with broad regional guidelines.

Land Use Planning: CMAL published *The Land Use Puzzle* in 1972 and participated in an areawide survey of attitudes toward regionalism and decentralization. CMAL then sponsored conferences on innovations in government in 1973 and 1974 to provide an opportunity for area planners and local officials to exchange information. In 1975, CMAL encouraged legislators to recommend necessary enabling legislation for the Metropolitan Council Development Framework Guide. Specifically, CMAL asked that local planning be made mandatory and that those plans be coordinated through the Metropolitan Council. CMAL also supported 1975 legislation that: provided funds for communities throughout the state to do comprehensive land use planning; established the mechanism for the Metropolitan Council to review the mandated local comprehensive plans.

Solid Waste—In 1985, CMAL testified before the Metropolitan Council and State Legislature. It supported mandatory source separation, cautioned against total reliance on high tech solutions to waste management, and supported the 1990 deadline for cessation of land-filling of unprocessed mixed municipal wastes. The legislation passed mandates the 1990 deadline, but source separation remains voluntary unless mandated by individual metropolitan counties.

TRANSPORTATION

CMAL Position—Supports the Metropolitan Council as the single metropolitan agency to plan and coordinate a diverse transportation system, meeting varied needs, and to have approval authority over this system's major capital expenditures. New funding sources should be service related. (1983) (Also see LWVUS position.)

Details:

- CMAL supports various modes of transportation, both public and private: ridesharing, carpools, vanpools, paratransit, buses and deregulated taxis. A light rail transit mode can be supported if assured high ridership, economic feasibility and integration into the total transportation system.
- CMAL supports transportation service for the handicapped, fringe parking, and feeder services; High Occupancy Vehicle (HOV) lanes, bikeways, walkways and selected reduced fares.

HISTORY OF CMAL ACTION

The 1983 position supersedes and expands on a position from 1967. Massive highway construction with federal funding and a privately owned bus system that was consistently losing ridership focused Twin Cities area interest on mass transit and encouraged CMAL to work for establishment of the Metropolitan Transit Commission (MTC) in 1967. In subsequent legislative sessions and interims, CMAL pressed for condemnation powers for MTC (1969), which made it possible to purchase privately owned bus companies in the metropolitan area; and adequate financing for MTC (1971), which quadrupled MTC's fiscal resources, making possible route improvements, fare subsidies, and significant progress toward a new transit system. The Legislature has concluded that an extensive fixed guideway system is uneconomical at this time. In 1975, the Metropolitan Council Transportation Guide called for reliance on the existing highway system; improved bus service; encouragement of paratransit, car pooling and vans; and advocated a transportation system designed to encourage growth in areas that already have other urban services like sewers and water.

In 1982, CMAL testified before the Metro Council hearing on amendments to the Transportation Development Guide & Policy/Plan, in support of energy efficient and environmentally sound transportation systems with alternate modes of transportation within an integrated transit system.

In 1985, CMAL supported the transfer of fare-setting authority from the Legislature to the Regional Transit Board, which passed; and supported replacing local regulation of taxis with an independent metropolitan taxicab commission under the RTB, which failed.

COUNTY GOVERNMENT

CMAL Position—Supports measures to ensure accountability and visibility of county government. Also, CMAL supports measures to improve cooperation and communication between the Metropolitan Council and county government within the metropolitan area. (1975)

Details:

- Accountability of a governmental body is obtained by the effective communication of its policies and procedures to residents of its jurisdiction. While accountability to the citizenry is recognized as a responsibility of all governments, CMAL also recognizes the responsibility of citizens to become adequately informed and involved as well as to participate in the election process. Accountability of county government would be increased by the following (but not limited to):
 - public access to the budget process where priorities and policies are set, including, for example, citizen review of revenue-sharing allocations and funding for public services and citizen review of methods of setting budget priorities.
 - systematic and objective evaluation of county programs.
 - creation of a public information system to ensure not only public access to meetings of the county board and advisory committees but also more understanding of the issues being considered by the county board, by ample publication of location, time, date and agenda of meetings; dissemination of information on the procedures for citizen appointments; and publication of background information prior to the decision-making time when policy is set.
 - regular communication between county and municipalities and other levels of government.
 - full disclosure of campaign financing by every candidate in county elections.
- The Metropolitan Council is viewed as the regional planning and coordinating body, while the counties are viewed as administrators, implementors, and enforcers of regional policy. CMAL believes that counties should be involved in the initial planning and policy-making stages of Metropolitan Council activities in order for counties to carry out their eventual implementation.

HISTORY OF CMAL ACTION

In 1973, CMAL began a study of counties in the Twin Cities area and their role and relationship to the Metropolitan Council. Consensus was reached in 1975. This study resulted in two publications, *CMAL'S Seven Counties in Transition: A Study of The Evolving Role of the County in the Twin Cities Metropolitan Area*, and the Hennepin County Leagues' in-depth study, *Hennepin County*.

In 1982-83, CMAL supported counties as implementors of regional policy before the Legislative Commission on Metropolitan Government.

SUGGESTIONS FOR LOCAL ACTION

Local Leagues in the metropolitan area may find a basis from which to operate in the 1972 CMAL land-use consensus. Land-use decisions are currently made at the local government level, and it should be possible to use the land-use consensus locally to act on planning, zoning, growth patterns, housing, transportation, parks, preserving the natural environment, protecting land and water during and after development (and from development where necessary), and to preserve open spaces. The position on county government may be used by Leagues within a county. On management of solid wastes, the LWVUS positions may be applied, particularly for composting and recycling.

December 1985

LEAGUE OF WOMEN VOTERS OF MINNESOTA

555 Wabasha

St. Paul, Minnesota 55102

(612) 224-5445

The State Program -- 1959 - 1961

of the
LEAGUE OF WOMEN VOTERS
of
MINNESOTA

Current Agenda

Issues of state government on which the League will take concerted action.

1. The League of Women Voters of Minnesota will support improvements in Minnesota election laws and in the related area of ethics in government, and will promote party designation.

Continuing Responsibilities

Positions on state issues to which the League has given sustained attention and on which it may continue to act.

1. Constitutional Revision: constitutional convention, periodic submission to the people of the question of calling a convention, workable amending process, clearly fixed executive responsibilities, adequate length of legislative session, post auditor.
2. Reapportionment by statute or amendment.
3. Home Rule.
4. Fair Employment Practices Commission.

ETHICS IN GOVERNMENT - Current Agenda

What We Studied: Ethics in government, and the problems attendant upon certain lacks thereof, dawned on the conscience of the citizenry of Minnesota with publication in December, 1958, of a report by the Governor's Committee on Ethics in Government. There followed in the newspapers, among the people, and in the 1959 legislative session, a discussion of the questions of conflicts of interests (with particular reference to a part-time legislature) and the need for and methods of regulating lobbying. One of the results of this newly awakened interest was that the LWV placed a study of ethics on its current program for 1959-61.

League Position: Consensus returns in June 1960 showed virtually unanimous League support for legislative action in the fields of conflicts of interest and lobby regulation. League members would look favorably upon a bill which would (1) require public officials to disclose private interests in pending legislation, (2) require public officials to disclose sources and amounts of income connected with official duties, and (3) prohibit legislators from practicing before state agencies. League members would like to see lobby control legislation passed which would require disclosure of who the lobbyist is, who finances him, and the nature of the activities in which he engages.

Legislative Action: The 1959 Legislature did not legislate on ethics, although bills were introduced. A bill reflecting recommendations of the Governor's Committee passed the House but not the Senate. The Senate strengthened its own Rules relative to lobbying.

What Next? Areas for Leaguers to watch in the 1961 session will be most particularly conflicts of interests and regulation of lobbying.

What It's About and the Arguments. Problems of ethics in government arise when private interests interfere with the public good, i.e., when a public official uses his public office for personal aggrandizement. Four general avenues of change have been suggested to improve ethical standards in government:

1. More democratic financing of campaigns;
2. Codes of ethics, voluntary or legislative, for appointive and elective officials;
3. Greater publicity of incomes and finances of public officials;;and
4. Stricter and more frequent audits of accounts.

Too strict methods of regulating officials will only result in driving good people away from public service. On the other hand, we should remember that no one is required to accept public office and if he chooses to do so, he must be willing to accept only the rewards which rightly pertain to that office.

A. Conflicts of Interests.

The problem areas are virtually the same for the policymaker and for other officials. They are these:

1. accepting income other than the established salary for official duties;
2. investments in conflict with official duties;
3. use of official position to secure special privilege;
4. use of influence to secure special privilege;
5. soliciting future employment while carrying out official duties.

One area differs between kinds of officials: employment or professional activity, on part of policymaker, which is incompatible with his public position and which may be concealed from the public; for other officials, it might be outside professional activity for a fee in conflict with official duties.

Possible solutions take two general forms, and differ between kinds of officials.

Disclosure. 1. The policymaker would make blanket annual disclosure on the public record of income related to official duties. Other officials would make complete annual financial disclosure. 2. The policymaker would reveal any personal or private interest in bills being debated in committee or on legislative floor. Other officials would make such disclosure when giving official testimony before committees.

Prohibition. The policymaker would be prohibited from practicing before state agencies for compensation. Prohibition for other officials would be for a period after leaving office and would be against representing private interest versus the state.

B. Regulation of Lobbying Activities.

Lobbying is an exercise of the constitutionally guaranteed right to petition our government for redress of grievances. It is desirable so long as that right is exercised via techniques designed to persuade the legislator with facts and information. In fact, legislators must rely on outsiders for much of the information needed to make decisions since adequate research facilities are not available to them. Lobbyists perform an important fact-finding function.

Lobbying becomes suspect when it aims at action contrary to the public good, and when its appeal is to personal advantage rather than judgment. Unacceptable techniques and the social lobby (gifts, excessive wining and dining, huge campaign contributions, free vacations) lead to demands for regulation of the lobby function.

The national government and over 80% of states have such regulations. Disclosure is the principal means of control. In most laws a lobbyist is required to file these facts in a stated public office.

1. his name and address;
2. his employer;
3. the kinds of legislation he seeks to influence;
4. activities engaged in to promote legislation;

5. amount spent on such activities;
6. who contributes the money; and
7. how he is paid, whether on a contingent fee or not.

Whether regulation of lobbying is achieved by statute, constitutional provision or by legislative rule, it must allow the useful functions of lobbying to continue, and at the same time give a realistic, complete picture of what is being done so that the interests behind the lobbyists will emerge clearly.

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ELECTION LAWS - Current Agenda

What We Studied: Election laws have been on the LWV Agenda since 1957. Work in the 1957-59 biennium included study of administration of election laws, residence requirements, registration, absentee voting, voting machines, election judges, the direct primary, and the presidential primary.

League Position: Consensus was reached in March, 1959. Based on replies from local Leagues, plus a thorough discussion of the changes proposed by the Interim Commission on Election Laws, the state Board voted to support the report of the Commission. Consensus showed League members favored: centralized responsibility for achieving uniform election procedures; use of registration by more municipalities giving more latitude to local councils in determining qualifications and number of election judges; changing 30-day precinct residence requirement; providing some method to allow an otherwise qualified voter to vote for president and vice president before meeting residence requirement; open primary in Minnesota. They opposed lowering voting age to 18.

Legislative Action : The bill embodying the recommendations of the Interim Commission was signed into law in the last hour of the 1959 regular session. Major changes: all municipalities of 10,000 or more must provide for voter registration; filing fees increased for some candidates; local councils given greater authority over some election procedures; Secretary of State allowed to distribute instructive literature to voters and election officials. A bill to liberalize absentee registration was indefinitely postponed. LWV opposed a bill which would have extended absentee registration to all voters because it would have taken control of absentee registration out of the hands of election officials.

A constitutional amendment (#4) authorized prescribing by law the place where a person may vote who has changed his residence within 30 days preceding an election, and eliminated obsolete voting regulations over Indians. Its passage is not known at this writing. If passed, enabling legislation may follow.

What Next? Unfinished business in the field of election laws carries over into this year's League study and parallels work of present Interim Commission. Such areas as absentee voting, voting machines, and most important (and undoubtedly most controversial) corrupt practices legislation.

What It's About and the Arguments: Corrupt practices legislation has to do with the actions of the candidate himself or those representing him, and not with the conduct of elections. Such laws are commonly called corrupt practices acts, but aside from prohibition of bribery or intimidation of voters, they aim to regulate behavior not usually regarded as corrupt. Thus, only if a contribution exceeds an amount set by law or comes from a prohibited source is it corrupt.

Campaign financing has been called, "the great unsolved problem of democracy." Campaigns give the electorate a chance to learn about issues and to choose between candidates. Money to finance them becomes an important issue in the democratic process. Legislation concerning it has three functions: to reveal where money comes from; to reveal how money is spent; to equalize opportunity among candidates.

Such legislation on national and state levels has taken four basic forms:

To meet the problem of some candidates having more money than others, imposition of spending limits;
To meet the problem of candidates obligating themselves to certain interests, prohibitions against contributions from certain sources;

To provide the public with knowledge of monetary influences upon government officials, disclosure of contributions and expenditures; and

To prevent government power being used to solicit contributions, regulations protecting government employees against political assessment.

The two basic issues, public disclosure and spending limits, are inter-related. Completeness of publicized information depends on scope of reporting laws, degree of compliance with these laws, and thoroughness with which investigations are conducted. Unrealistic, inflexible spending limits in much present legislation force candidates to go beyond the law.

Those who favor retaining legal limits say: An advantage is gained by wealthy candidates if limits are removed. The poorer candidate must then either suffer the disadvantage or attempt to raise additional funds, solicitation of which tends to involve commitments against the public interest. Limitations encourage less wealthy persons to be candidates. Campaign money exceeding legal limits tends to be spent corruptly.

Those who favor removing legal limits say: Unrealistic ceilings circumvented are worse than no limits at all, resulting in disrespect for law and a decentralization of funds which weakens party responsibility and obscures how much a candidate has spent and the source of his support. Limits are unfair to the scrupulous candidate.

Can realistic limits be set? Can they be made flexible enough to respond to: times of depression? inflation? low interest campaigns? high interest campaigns? Can limits be set that offset such advantages as: incumbency? newspaper support? party organization and endorsement? Limits that are too high serve no purpose - too low and they encourage evasion and may be an invasion of freedom of speech.

The present Minnesota Corrupt Practices Law provides that: campaign literature must be identified; candidates may not exert undue influence on voters; no public or private promises may be given in exchange for votes; corporations may not make contributions of money or free services of employees; purposes for which candidates may legally spend money are spelled out; and there are expenditure limits.

PARTY DESIGNATION - Current Agenda

What We Studied. Party designation for legislators has been a part of the program of the LWV of Minnesota since 1951. In the last two years, Leagues have also been asked to decide whether or not Party Designation should be extended to county officials.

League Position. The League reached early consensus that PD was needed for more accurate identification of the positions of legislators. We came to no consensus on its need for county officials.

Legislative Action. The League has supported party designation bills that have had a mixed history of success and failure in the House, and that have never gotten to the floor of the Senate for a vote.

What Next? We look forward to the 1961 session feeling that party designation would be a tremendous boost to our effectiveness with the rest of our program.

What It's About and the Arguments. The background of legislative action in any lawmaking body is made up of the basic political philosophy and the specific areas of immediate concern of legislators. Voters need knowledge of both in order to express their opinions at the polls. As the LWV worked on individual legislative problems or on general governmental revision, we discovered that the lack of known commitment on the part of legislators was a major stumbling block to adequate consideration of many vital legislative matters.

Minnesota's "nonpartisan" legislature is neither nonpartisan nor a state-oriented legislative body in the real sense of the words.

It is partisan in its organization into two factions. It is partisan in its selection of legislative leaders. It is partisan in its decisions on controversial legislation. It is partisan in set-

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ting up House and Senate committees. It simply refrains from using the terms "Democratic-Farmer-Labor" and "Republican." It is nonpartisan only during the campaign, in which the candidate has the "independence" to say different things to different groups, to refuse to commit himself on important issues, to suggest support from groups from which he actually derives little support, to focus attention on purely local matters to the detriment of needed statewide considerations. It is a devil for fooling the public through the elections in November with the realization that most voters won't remember by January which faction the candidate sounded like two months before.

The legislator's accountability leads directly back only to his own constituents. He needs only to represent a small segment of opinion with a strong sectional bias to remain in office and to gain seniority and ultimate control over important statewide committees. In an era when state government must deal with everything from adequate and equitable taxation questions to legislation in the social, labor, and welfare fields, only the governor is elected on a truly statewide program. The candidate for governor campaigns on a political party platform, but his proposals have little chance of enactment unless the governor can count on legislative support. We need executive-legislative teamwork to implement the program the voters approve in electing the chief executive. A legislature uncommitted to a party platform and policy is ill-equipped to resist the special interests and local interests which are now disproportionately and undesirably influential.

Despite the imperfections of the American political party, it is the best vehicle available for insuring responsibility of the lawmaker to the people.

Political party organization would be made more meaningful in Minnesota if we had legislators elected with party labels. More people would take an active part in party work, voicing their opinions and helping to set basic policy. There would be more interest in recruiting able candidates and giving them the necessary support.

The people of Minnesota have a right to know what they are voting for. Candidates for public office have an obligation to commit themselves before - not after - the election process, and a responsibility to fulfill their commitments after elected.

These things can only be done if we put the label on the man

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CONSTITUTIONAL REVISION - Continuing Responsibility

What We Studied: Constitutional revision went on the Current Agenda in 1948, and has been part of the program ever since.

League Position. Revision by convention has been held by the League from the beginning to be the best method, but we have also consistently endorsed those amendments which the membership approved as meeting League standards. We have been guided in part by reports of the Minnesota Constitutional Commission and the "Little Hoover Commission."

Legislative Action. The question of calling a constitutional convention has been submitted in each session since 1949. It has passed the House but never the Senate. However, because the need for reform has been persistently pointed out, the legislature has become more aware of the need for basic changes. Some improvements have been made. a home rule amendment passed in the 1958 election as did an amendment lengthening the governor's term to four years. An amendment revising the judicial article has been passed, although it had not at that time been studied by the LWV and did not receive official League support.

What Next? There is a great deal of unfinished business requiring no additional research and study on the part of the League. We still look for the calling of a constitutional convention and we shall continue to work for amendments in areas in which we have committed ourselves.

What It's About and the Arguments. The most fundamental of all citizen responsibilities to government is that of constitution-maker. This idea came into being early in our history as the freemen of Massachusetts, convinced that men have a right to govern themselves, made it clear they wanted not only to

approve but to make their constitutions. They had elected legislators to draft their statutes, not to frame their basic law.

Even before the Revolution, then, these three ideas had taken root in America.

1. A constitution is a written document.
2. A constitution consists of basic, as opposed to transitory or statutory, law.
3. A constitution is a people's law.

Minnesota's Constitution was considered a compromise when adopted, over 100 years ago, because of fighting among the delegates to the Convention and other irregularities. As early as 1871, Governor Austin declared it outmoded, inconsistent, inadequate, and asked for a convention to rewrite it. The last three governors (two Repub. and one D.F.L.) have supported a constitutional convention bill, but the legislature has not agreed. The people have not had an opportunity to review the Constitution since 1857.

There is little argument that improvement is needed.

1. The Constitution restricts the executive branch by not giving it authority equal to the responsibility it bears for doing its job.
2. It limits the legislature by imposing 19th century procedures for a 20th century job.
3. It hinders speedy and equal justice by the courts.
4. It imposes obstacles in the way of an efficient and economic fiscal policy for the state by its outmoded and restrictive provisions.
5. It instills in people disrespect for the Constitution and law by the example of the legislature's refusal to carry out its constitutional duty to reapportion itself regularly.

Disagreement centers on how improvement should come about. The League of Women Voters, along with the Minnesota Constitutional Commission and other groups, many political scientists, and other stu-

dents of government, feel the constitutional convention is the best, the least expensive, and the most efficient way of getting needed reform.

These are the areas in which the League believes reform is most needed:

Review of the Constitution by periodic submission to the people of the question of calling a constitutional convention. A provision should be written into the Constitution which would automatically require the legislature to submit to the people, at regular intervals, the question of calling a convention.

A workable amending process. At present a majority of both houses is required to propose an amendment; it then needs a majority of those voting at a general election. It is recommended that two-thirds of both houses be required to propose amendments but that a majority of those voting on the amendment be required for adoption.

Clearly fixed executive responsibility. The LWV has long been dedicated to the short ballot principle and feels officers chosen by election should be only those who determine policy.

Post audit. The post auditor should be selected by and responsible to the legislature, which would lead to more efficient handling of public funds.

We shall continue to work for the calling of a constitutional convention and for amendments which meet our standards, so our Minnesota Constitution can provide vigorous and responsible government.

REAPPORTIONMENT - Continuing Responsibility

What We Studied: When constitutional revision went on the League program in 1948, it took the seeds of reapportionment with it. As a part of constitutional revision, it has stayed with the League ever since. In 1955 reapportionment by statute went on the Current Agenda; it became a CR in 1957 and remains so.

League Position: It wasn't much of a struggle for Leaguers to agree that proper legislative apportionment is vital to democratic government. Since our Constitution clearly states the rules for reapportioning, it was easy to agree that statutory reapportionment was needed. In February 1959 after much soul searching, we reached consensus on our requirements for a constitutional amendment changing the basis of apportionment and providing for enforcement.

Legislative Action: The 1955 House passed the first reapportionment measure in 42 years. Again in 1957 the House passed a similar measure. Finally in 1959 the Senate joined and Minnesota will be reapportioned in 1962 under the present Constitution. An amendment, changing the base, had tougher going; but it, too, made the grade in 1959. Regrettably for the League, it did not measure up to our already widely stretched standards and we were forced to oppose it.

What Next? Amendment of the Constitution to change the base and to provide enforcement is still a goal we intend to pursue.

What It's About and the Arguments. The Minnesota Constitution says that our state legislature should be apportioned equally on the basis of population. It also says that the legislature has the responsibility (or duty, as interpreted by the State Supreme Court) to reapportion itself every 10 years. This

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provision was carried out regularly from 1860 until 1913, when the legislature reached its present size. Since then, our legislators have been caught in a constitutional dilemma: to add to a legislature already too large; or to rectify serious inequities by redistricting and reapportioning the entire state. Instead of doing either, they simply disregarded the constitutional provision until 1959. During the 1959 session a law was passed, to take effect in 1962. Although passed under the Constitution, it represents a moderate population-area compromise.

Since the 1910 census, basis of the last reapportionment, there has been tremendous growth and shift in population. This has resulted in grossly unfair representation for many citizens. Over 50% of our legislators are now chosen by less than 35% of our population; this means that a third of the voters can impose their will on the entire state.

The President's Commission on Inter-Governmental Relations voiced the nation-wide concern about state legislative reapportionment. It emphasized one serious result of state neglect of the problem: urban governments have bypassed the states and made direct cooperative arrangements with the national government in such fields as housing, urban development, and air and defense facilities. This weakens the state's proper control over its own political subdivisions. The report concludes that the states could help "to minimize the pressure for greater centralization of greater Federal participation in state and local affairs, by making sure that representation in their legislature is on a fair and equitable basis."

The question is not "whether to" but "how to" - how to protect the democratic principle of the equal vote and assure all sections of the state an adequate voice in the government.

There are three roads to reapportionment.

1. A constitutional convention could rewrite the reapportionment article. However, at the State Council in 1954, the League decided it could not wait and that immediate action was needed.
2. A constitutional amendment could be submitted to the people, which would (a) change the present basis to give some consideration to area, and (b) include provisions which would guarantee future reapportionment. (The League opposed the amendment passed in 1959 because it was vague, it was open to political maneuvering, and the enforcement provisions were not effective.)
3. A statute under the present Constitution was passed in 1959, supported by the League. This should be done after each census, but probably won't be until enforcement provisions are put into the Constitution.

The League will continue to work for an amendment that:

1. Limits the size of the legislature.
2. Guarantees population in one chamber.
3. Puts a fair, specific, flexible area factor into the other chamber.
4. Provides effective enforcement machinery.

HOME RULE - Continuing Responsibility

What We Studied: Home rule emerged as a separate topic from League study of constitutional revision, remaining on the Current Agenda in some form from 1949 to 1959, at which time it became a separate item as a CR.

League Position: The League agreed basically with the Minnesota Constitutional Commission, the League of Minnesota Municipalities, and the President's Commission on Intergovernmental Relations. Municipalities must be given sufficient power to enable them to serve their people.

Legislative Action: The 1957 Legislature passed and sent to the people a Home Rule Amendment, approved in the 1958 general election. It revised and consolidated provisions on local government; legalized special legislation, requiring that the community involved be named, and that local voters or governing body approve; eased adoption and amendment of home rule charters; allowed counties to have home rule charters or to consolidate with cities, subject to separate votes of approval.

What Next? Partially implemented in the 1959 session, the Home Rule Amendment will undoubtedly provide the basis for further enabling legislation in 1961. Two new legislative interim commissions will have recommendations; the League of Minnesota Municipalities may also make some.

What It's About and the Arguments: Home rule in Minnesota as a whole has worked well. When the original home rule provisions were adopted, there was little experience with home rule in any state and none in Minnesota. It was inevitable that certain defects would show up.

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A giant step was taken with passage of the 1958 Amendment, but constitutional provisions are by no means yet perfect. Whether attempts will be made in 1961 to make further improvements is not known, but the League should have its stand clear if any are proposed.

"In general," says the Commission on Intergovernmental Relations, "the less home rule a state allows its local units, the more the state legislature must divert its time and energy from state-wide concerns to the details of local problems."

Legislative Action The 1957 legislature passed and sent to the people a Home Rule Amendment, approved in the 1958 general election. It revised and consolidated provisions on local government legislation, requiring that the community involved be named, and that local voters or governing body approve, amend, adopt and amendment of home rule charters, allowed counties to have home rule charters or to consolidate with cities, subject to separate vote of approval.

What Next? Partially implemented in the 1959 session, the Home Rule Amendment will undoubtedly provide the basis for further enabling legislation in 1961. Two new legislative intercity commissions will have recommendations; the League of Minnesota Municipalities may also make some.

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FAIR EMPLOYMENT PRACTICES - Continuing Responsibility

What We Studied: From 1949 to 1955, F.E.P.C. was on the League Current Agenda, dropping to a CR after the 1955 legislative session. No additional study has since been done, other than to watch for amendments to the 1955 Act, and to bring the membership up-to-date on past positions.

League Position: The consensus on F.E.P.C. was limited to the question of employment on merit. The 1955 Act conformed closely to League position.

Legislative Action: With the passage of the Fair Employment Practices Act of 1955, Minnesota joined the vanguard of those states working toward equal opportunity in employment for all citizens. No one organization or individual deserves all the credit for passage; many groups and political leaders worked to accomplish it.

What Next? The League retains its interest in F.E.P., watching carefully to see that the intent of the Act is not destroyed by amendment.

What It's About and the Arguments. The F.E.P. Commission had handled a total of 147 complaints from its inception through 1959. Only one complaint of an illegal inquiry was brought to the attention of the Commission in 1959. This compares with 22 such complaints in 1958 and 35 in 1957. The Commission believes that its practice of continuing review of application forms has brought about this substantial compliance with the law. As a result of cooperation with the newspapers, there were no complaints of discriminatory employment advertising received in 1959.

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Processing of specific complaints continues to be an important and sensitive part of the Commission's work. 24 new complaints were received in 1959; 14 were carried over from 1958, and one was still before the District Court.

Great resistance to employment on merit is found in promoting minority group workers to public contact, supervisory and executive positions. The Commission is of the opinion that only a small proportion of potential complaints of discrimination are actually made known to it.

During 1959 the Commission held employment conferences with major employers in five labor market areas. This was found to be a highly useful device for encouraging friendly discussion with employers on the principles of merit employment without the pressure of a specific complaint confronting them.

The 13 citizens' committees on Human Rights and Fair Employment Practices around the state helped with the conferences and also developed educational programs in their communities.

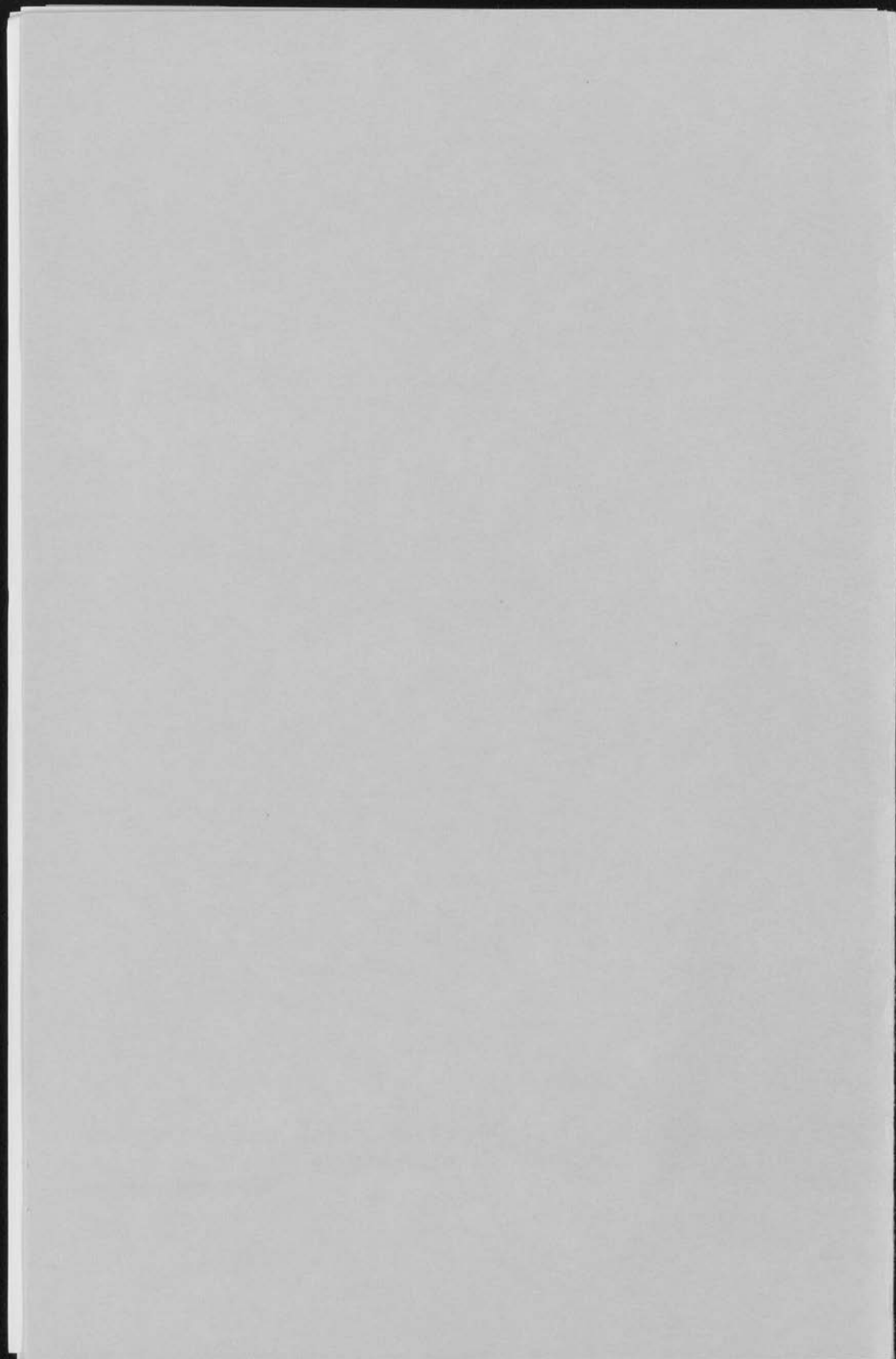
The Commission cooperates with municipal commissions in Minneapolis, St. Paul and Duluth, among them doing the most efficient job of covering all areas. Areas now needing help are suburban areas outside the jurisdiction of the municipal commissions. This is the Commission's aim for the next biennium.

Progress is being made. Expressions of bigotry no longer receive public approval. No unions or employers openly state a discriminatory policy; many have adopted specific policies of non-discrimination. Employment patterns have improved in sales, clerical, skilled labor, technical, and professional fields.

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Helene Borg

Program For Action

LEAGUE OF WOMEN VOTERS
OF MINNESOTA
1971-1973

1971-1973 STATE PROGRAM

1. Organization of State Government: Support of improved structure and procedures for the Minnesota Legislature and the executive branch.
2. Judiciary: Evaluation of structure and procedures as they affect the individual.
3. Education: Support of alteration of state financial aids to public schools to provide greater equalization of educational opportunity for all Minnesota students.
4. Financing Government in Minnesota: Support of property tax reform.
5. Equality of Opportunity: Support of policies to ensure equality of opportunity in employment, housing, public accommodations, education, and other public services for all citizens. Support of commission administration of anti-discrimination laws. Support of state responsibility for Indian citizens.
6. Election Laws: Support of party designation for legislators, the short ballot, an easy amending process, and improvements in election laws in the fields of campaign practices, election procedures, and voting. Support of state-wide uniform election procedures and practices in school district elections. Minnesota election laws should be extended to cover school district elections including mandatory voter registration.
7. A review of campaign practices and regulations.

INTRODUCTION

This summary of positions is intended as a resume for League members, as a means to acquaint new members with past studies and present positions, and as a way to inform the public of the governmental positions of the League of Women Voters of Minnesota. It is a brief account of how League members reached these positions, action that has been taken to implement these positions, and some possibilities for future action. Although the emphasis is on the state Program of the League of Women Voters of Minnesota, we have included those portions of national Program which have state legislative implications.

Program in the League consists of those governmental issues chosen for concerted study and action. The selection of Program is determined by the members. Members at meetings discuss possibilities and make proposals to the Board. The Board considers these proposals and formulates a Proposed Program. After discussion the delegates to state or national convention may accept the Proposed Program or they may amend it, adding or subtracting items.

The state Board is responsible for preparing basic information in each state Program area. In small units and in large meetings members weigh the pros and cons of each issue, and attempt to reach consensus. The state Board evaluates the consensus reports of all the local Leagues and from areas of agreement determines positions.

Positions in the League are expressed in broad terms. On the basis of these positions the state Board evaluates specific legislation and determines the action to be taken.

Action is of two kinds: 1) developing public support for League positions and 2) supporting specific measures and policies which promote a League position or opposing those which threaten it. The state Board takes official action in the name of the League of Women Voters of Minnesota. Local Leagues and League members throughout the state work to promote public support by talking with community leaders and legislators, by attending precinct caucuses and by attempting to interest friends and acquaintances in the issues.

Organization of State Government: Support of improved structure and procedures for the Minnesota Legislature and the executive branch.

POSITIONS *

1. Support of legislative reform through:
 - a. flexible sessions of adequate length
 - b. no increase in size
 - c. realistic compensation for legislators
 - d. improved procedures for providing information
 - e. increased research assistance
 - f. fewer committees.

2. Support of a post-auditor responsible to the legislature.

Organization of State Government was adopted for study in 1967. During the first year members took an overall look at the organization of the executive and legislative branches. The second year study concentrated on the legislative branch, culminating in consensus in the fall of 1968. Focus in 1970 was on the executive branch.

Positions on legislative session length and post-auditor have been developed over the past twenty years under other study items. These positions are now embodied in this item.

Flexible Sessions: *The League of Women Voters of Minnesota supports legislative sessions of adequate length. The legislature should meet annually and should have the power to determine the time of meeting, the length of session, and power to recess if desirable.* The Minnesota Constitution now provides that the legislature shall meet for a term not exceeding 120 legislative days. Opinions of attorneys general have consistently interpreted this to mean 120 consecutive days exclusive of Sundays, regardless of whether either house is actually in session. The League believes that the business of the legislature is too complex and voluminous to be conducted in 120 days every other year. The prediction of revenues and expenditures for a two-year period is a particularly difficult problem. An amendment to alter the manner of determining the length of legislative sessions permitting variations in time for meeting of the legislature will be voted on in the 1972 general election.

In Minnesota special sessions may be called only by the Governor. The League believes *the legislature should have the right to call itself into special session.*

Legislators' Salaries: The League believes *compensation for legislators should be realistic and should reflect the demands upon them, including adequate compensation for time spent between sessions.* In addition to an annual salary of \$4,800, legislators receive an expense allowance of \$14 or \$21 per day during the session, depending on whether or not they are living at home. During the interim legislators are reimbursed for their expenses in coming to St. Paul at 9¢ a mile and given an allowance for meals and actual hotel expense.

Procedures for Providing Information: *The legislature should im-*

*Italics in this section indicates specifics of the official League position.

prove its procedures for providing information to the legislators and to the general public. Such improvements might include:

- *providing advance notice of hearings on bills*
- *making copies of bills or summaries of bills easily available*
- *attaching summaries and fiscal notes to bills*
- *keeping permanent committee records*
- *providing for a legislative press secretary.*

The League believes the present lack of advance notice of committee agendas and the inaccessibility of copies of bills inhibit the participation of citizens in the legislative process. Records now are kept mainly at the discretion of the chairman of a committee. The House requires records including the time and place of hearing, attendance, names of people appearing before the committee, and a record of any roll call votes. Testimony of witnesses is recorded only if the chairman desires it.

Research: *The legislature needs additional clerical staff and full-time, qualified research assistance. An intern program might be used to supplement staff and would be beneficial to students of government.*

Committees: The League believes *there should be fewer committees and the committee structure in both houses should be parallel. The minority caucus should have proportional representation on committees and should appoint the minority members to the committees.* Presently the minority caucuses enjoy proportional representation on committees only by the grace of the majority and not by rule. *There should be a limit to the number of committees on which any one legislator serves.*

Post-Auditor: The League has long been concerned that there is no financial officer to advise the legislative branch. All audit functions are now performed in the executive branch. The elected State Auditor is responsible for pre-audit, i.e., for paying the state's bills and disbursing the money appropriated by the legislature to the various departments. The post-audit is done by the Department of the Public Examiner. The Examiner goes over the books of the departments and other agencies to see that they have spent money as appropriated.

The League believes that *a post-auditor should be appointed by and be responsible to the legislature.* The legislature needs its own financial expert to aid it in carrying out its constitutional responsibility to raise and to spend the state funds.

Executive Branch: Support of changes in executive structure characterized by:

- a. clear lines of authority and responsibility. The League believes that *diffusion of responsibility leads to a lack of accountability by the governor.*
- b. elimination of duplication and overlapping of agencies. The League believes that *duplication and overlapping of services by state agencies results in confusion to citizens, difficulty in coordination of efforts, competition between some units of government, and fragmentation of functions.*

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- c. a structure and organization designed to focus on current and emerging problems. The League believes that *the structure and organization of the executive branch should be adequately geared to handle problems in such areas as: environmental quality, housing, education, intergovernmental relations, and urban affairs.*
- d. a system of standard nomenclature. The League believes *standard nomenclature would help citizens know where to go for service.* The system should indicate a unit's relationship to the governor, to other units, and whether a unit is administrative, advisory, full or part-time.

**Education: Support of greater equalization
of educational opportunity through:**

POSITIONS *

1. Reorganization and consolidation of elementary and secondary schools to create districts which meet state standards.
2. Correction of racial imbalance in the schools. The state should have the power to investigate, to set and enforce standards and to give extra financial help to achieve these standards.
3. An equalization aid formula which would include:
 - a. a greater proportion of local operating expenses
 - b. consideration of per capital income in addition to assessed valuation
 - c. continued consideration of the proportion of children at different grade levels
 - d. recognition of the proportion of property taxes used for municipal services
 - e. average daily membership rather than average daily attendance
 - f. partial financing by property tax to maintain local control.
4. Transportation aid reflecting current costs.
5. Adequate financing of special aids for:
 - a. children with physical and mental problems
 - b. gifted children
 - c. children with learning disabilities.
6. Increasing state responsibility for phases of education which may require financial aid, specifically:
 - a. assistance in capital improvements
 - b. upgrading local educational standards
 - c. encouraging experimental programs.

Education: *The League of Women Voters believes that the state has a responsibility to guarantee equality of opportunity in education for all its young people wherever they may live and regardless of their race.* In 1966 in conjunction with the national study of human resources we examined equality of opportunity in education focusing

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on two factors contributing to unequal education: the school so small as to be unable to provide an adequate range of subject matter, and the school with racial imbalance. The 1967 legislation eliminating the state's 850 common school districts (those which did not maintain a high school) was supported by the League. Although this eliminates the district, it does not necessarily eliminate the small school itself.

We believe the state has a role to play in correcting racial imbalance where the local district proves itself unable or unwilling to take action. We have supported State Board of Education guidelines and greater funding of transportation aids to achieve these goals.

While the local property tax has been the primary basis for local school financing, the League reiterates its position that less reliance on the property tax is desirable, equitable assessments are necessary, and other revenue sources should be used to assist in increased state support of local school districts. The property tax is not necessarily an accurate measure of the resources of a community and its ability to pay nor does it necessarily coincide with the educational needs of a particular population at a particular time.

Therefore, the League favors increased state financial support of local operating expenses for public schools. In considering the equalization aids (currently referred to as foundation aids), *the League urges the legislature to include the per capita income of a school district as well as its assessed valuation. We encourage consideration of municipal overburden in computing "ability to pay" to take into account the proportion of school property tax to total property tax.*

The League supports increased funding for transporting students to reflect increased costs and additional legal demands placed on local districts.

We support special aid programs for children who are physically and mentally handicapped, for gifted children, and for children with learning disabilities. Students of average ability but with disabilities resulting from social and economic disadvantages often require additional funds to educate.

The League recognizes that many school districts need financial help in construction and remodeling, to increase the ratio of staff to students, to improve training of staff, and to increase the length of the school year. We are also concerned that there be financial encouragement for local school districts to institute innovative learning aids and experimental programs.

The 1971 legislative session provided our first opportunity to lobby under the education financing position. Many important changes were made, many along the lines of the League position. League concentration on less reliance on property tax for education funding combined with more reliance on state funds was the direction of final legislation. This was also closely aligned with court decisions of 1971 regarding education financing, especially *Serrano v. Priest* in California. The tax and state aid bill passed in the 1971 session significantly increased the state's share of education funding in Minnesota. By the

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1972-73 school year about half the pupils in the state will have their education costs financed 60% by the state and 40% locally. The remaining pupils are those who live in school districts having above average costs and these additional costs will still be financed by local taxes. However, all districts are now subject to the same levy limitation on local taxes and their costs must be met within this limit. The legislature now fixes both the amount of state aid to education and the local tax rates for operation of school programs. The dollars collected in a district at this fixed mill rate will still vary with the property wealth of the district. A court case to decide whether this new law will meet the test of equal opportunity for all students regardless of the wealth of the individual school districts is now pending.

In the foundation aid formula average daily attendance was changed to average daily membership—a League supported change. Pupil units are weighted as before but an additional .5 pupil unit is added for children from families receiving AFDC. Under the 1971-72 formula this gives the district an additional \$300 in foundation aid for each AFDC pupil.

Handicapped aids were expanded to include trainable mentally retarded children. League efforts to provide financial assistance for programs for gifted children met with little success and will need additional effort in the future. However, a council on quality education was established and funded to encourage innovation in a wide variety of educational programs and research. Grants will be made by the council for significant programs within local school districts.

Transportation aid was increased by the legislature with funding provided for all districts. League lobbied extensively for increased transportation aid provided on an equal basis for all districts. The law which was passed is a step in the right direction providing increased state funding to reflect increased costs but doesn't yet meet the test of equal treatment for all districts.

Financing Government in Minnesota: Support of property tax reform.

POSITIONS *

1. Support of property tax reform through:
 - a. equitable assessments
 - b. fewer classifications
 - c. more restrictive criteria for determining exemptions.
2. Support of less dependence on the property tax as a source of revenue.

In 1965 the League began a broad study of financing state and local governments of all kinds in Minnesota. We compared the advantages and disadvantages of the three major taxes—property, income, and sales. Since 1967 focus has been on the property tax, with emphasis on exemptions, classifications, and assessments.

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Assessments: *The League supports equitable assessments by professionally trained, adequately paid assessors with districts large enough to warrant their full-time employment. Periodic reappraisals should be mandatory.*

If the property tax is to be equitably applied to all property owners, it is imperative that assessment standards be uniform throughout the state. For this reason, we believe *the state should be responsible for achieving uniform standards for assessment.* Industrial property is particularly difficult to assess since it may be suitable for only a limited number of uses and is seldom sold. To provide both expertise and uniformity, *the state should assess industrial property.* Also, by eliminating the most difficult property for local assessors to evaluate, less training would be required for competent assessment at the local level.

In 1969 the League lobbied successfully for legislation permitting counties to establish a true county assessor system. Counties choosing to utilize this new law and establish such a system no longer have any township, city, or village assessors (except in certain cities over 30,000 population). Instead, the county assessor hires enough full-time assessors, working directly under him, to assess the whole county.

Classifications: Minnesota has approximately 20 different classes and subclasses of property which are assessed at various percentages ranging from 5% to 50% of adjusted market value. The League believes *there should be fewer classes of property for taxing purposes. Perhaps some types of property deserve special treatment but other methods of providing it may be preferable and should be considered.*

Exemptions: By 1968 the value of tax exempt property in Minnesota had increased to over three times what it was in 1962. In some communities as little as one-fifth of the property is taxable. The unequal impact of exemptions on individual local governments coupled with the increases in the costs of providing local services makes the League question the equity of these subsidies. League members believe the present system of exemptions is inequitable and places an undue burden on all other property owners. We believe *the criteria for determining property tax exemption should be more restrictive. Property that is profitmaking or in competition with private taxpaying enterprises should be taxed regardless of ownership. There should be periodic reconsideration of each exemption and owners of exempt property should pay enough taxes, or a charge in lieu of taxes, to cover the costs of local services. Tax exemptions as socio-economic incentives such as those for pollution control equipment or for renovation of older homes and slums should be used sparingly and for a limited time in each case.*

Passed by the voters in the 1970 general election, the legislature now can restrict the amount of tax exempt property and eliminate many inequitable situations. It should be noted, however, that no action was taken during the 1971 legislative session to implement this new mandate.

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Less Dependence on Property Taxes: The League believes that *dependence on the property tax should be diminished because this tax does not necessarily reflect ability to pay and equitable administration is difficult. Those services which are essentially local in character such as local police and fire protection, local streets, local parks, and local sewers are the services most appropriately financed by the property tax. Services of broader than local significance such as welfare are less appropriately financed by the property tax.* In order to maintain local control, *education should be partly financed by the property tax but because of its widespread significance, part of its financing should come from a broader base and hence probably from other revenue sources.*

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Equality of Opportunity: *Support of policies to ensure equality of opportunity in employment, housing, public accommodations, education, and other public services for all citizens. Support of commission administration of anti-discrimination laws. Support of state responsibility for Indian citizens.*

POSITIONS:

1. Support of the principle that the state is responsible for all its citizens on an equal basis and should work to ensure equal treatment for all citizens by all levels of government.
2. Support of anti-discrimination legislation as a necessary means of eliminating discrimination.
3. Support of legislation to ensure employment or merit regardless of race, color, creed, national origin, age, or sex.
4. Support of the principle of fair housing and anti-discrimination laws governing transactions of all real property regardless of whether the financing is public or private.
5. Support of adequately financed commission enforcement or anti-discrimination laws dealing with employment, housing, real property, public accommodations, education and other public services.
6. Support of legislation to ensure services for Indian citizens which are equal to those provided for other citizens. Where Indians are singled out for special attention, that attention should be directed towards solving existing jurisdictional conflicts in order to guarantee equal treatment of Indian citizens by all levels of government.
7. Support of a state agency of Indian affairs which meets the following criteria: acceptable to the Indians themselves, permanent, staffed by professionally qualified people, authorized to act in setting up, carrying out and coordinating programs, em-

powered to use the services of other existing agencies, and provided with adequate funds.

8. Support of the basic idea that the ultimate goal of all programs for Minnesota Indians should be self-sufficiency of the Indian population and acceptance into the whole of society, with the explicit recognition that *the basic decisions regarding their lives and property are to be made by the Indians themselves.*
9. Support of equality of opportunity in education through the reorganization and consolidation of elementary and secondary schools to create districts which meet state standards.
10. Support of the correction of racial imbalance in the schools. The state should have the power to investigate, to set and enforce standards and to give extra financial help to achieve these standards.

In 1949 the League began a broad study of civil rights in Minnesota. During the fifties we focused on employment on merit and worked with other groups to secure passage of the Fair Employment Practices Act (1955) which was incorporated into the State Act Against Discrimination in 1961. During the sixties we further investigated employment, looked at problems of discrimination in housing and public accommodations, studied the special problems of Minnesota Indians, and looked into two factors contributing to inequalities of opportunity in education. By continued study we have kept our members informed of changing conditions and attitudes in this field.

Anti-discrimination Laws: The body of Minnesota law against discrimination goes back as far as the adoption of the state constitution and its bill of rights in 1857, and an 1877 law forbidding segregation of pupils in public schools. In recent years the legislature has steadily broadened the coverage of anti-discrimination laws beginning with a Fair Employment Law in 1955 and the creation of a Fair Employment Practices Commission, the formation of a State Commission Against Discrimination (SCAD) in 1961, and finally the establishment of a Department of Human Rights in 1967. The 1969 Legislature substantially strengthened enforcement powers of the latter in areas of employment of women and discrimination in housing and public accommodations. Over the years the League has lobbied to obtain adequate financing and workable procedures for enforcement of anti-discrimination laws as well as extended coverage in employment, education, housing and public accommodations.

We support administrative enforcement of laws with policies and programs determined by a commission; we favor education and conciliation as part of the procedure aimed at changing behavior patterns; we wish to guarantee swift redress for the aggrieved citizen and we support adequate funding for the department.

Immediate goals for the League will be to work for ratification of the Equal Rights Amendment and to amend the State Act Against Discrimination to prohibit sex discrimination in all areas covered by the Act.

Minnesota Indians: The League supported the creation of the Indian Affairs Commission in 1963, worked to provide it with funds to

hire a staff in 1965, supported retaining its independent identity in 1967, and lobbied for urban representation on the Commission in 1969. League action was based on the belief that the state of Minnesota should declare and assume its responsibility for Indian citizens as for all other citizens. We oppose in principle the idea that legislation should single out any race or that separate services should be provided. However, since Indian citizens have been singled out for separate consideration throughout history, we recognize that special attention must be given to them. We believe that the Indians themselves should make the basic decisions regarding their lives. As part of that belief, we think that a state agency dealing with Indians must be acceptable to the Indians themselves. On this basis we supported Indian leaders in their successful effort to retain a separate Indian Commission rather than having it merged into the Department of Human Rights. While one part of Indian concerns is human rights, Indians have special problems because of the unique status of tribal governments and the relationships of reservations to federal and state government.

A reorganization of the Indian Affairs Commission in the 1969 session was not entirely satisfactory to the Indians but it did enlarge Indian representation. While the six legislative appointments remain unchanged (three senators, three representatives), the Indian appointments were increased from three to eight: four reservation Indians (one from Red Lake, one from the Sioux, and two from the Minnesota Chippewa tribes districted into White Earth-Leech Lake-Mille Lacs, and Grand Portage-Nett Lake-Fond du Lac) and four urban Indians (one from Duluth, one from St. Paul, and two from Minneapolis).

In 1971 the League supported legislation that would have given to Indian people the right to regulate harvesting of wild rice within reservation boundaries.

Education: See Education Position.

Election Laws: Support of party designation for legislators, the short ballot, an easy amending process, and improvements in election laws in the fields of campaign practices, election procedures, voting, and school district elections. A review of campaign practices.

POSITIONS:

1. Support of party designation for legislators.
2. Support of the short state ballot, including the joint election of Governor and Lieutenant Governor.
3. Support of an easy process for amending the state constitution which would:
 - a. retain a simple majority vote by the legislature in proposing an amendment

- b. require a simple majority of those voting on the question for ratification.
4. Support of the following principles in campaign practices:
 - a. The public has the right to know where campaign money comes from.
 - b. The public should know how campaign money is spent.
 - c. Public reports are the best way to get this information.
 - d. Candidates responsibility should be increased; accountability of volunteer committees should be increased.
5. Support of centralized responsibility in the state government for achieving uniform election procedures and for training election officials.
6. Support of extension of mandatory voter registration to cover more voters through inclusion of more municipalities, through county-wide registration, or through state-wide registration.
7. Support of a lower minimum voting age in Minnesota.
8. Support of extension of election laws to cover school district elections, including uniform mandatory voter registration.

The League of Women Voters of Minnesota has a long-standing identification with study and action in the field of election laws. Party designation has been on the program since 1951. In 1958 the League made an intensive study of election laws. The study of campaign practices was completed in 1961. League is now in the process of a review and update on campaign practices. In the fall of 1969 we investigated the pros and cons of lowering the voting age. The 1971 legislature (1) allowed new residents of the state to vote for President and Vice-President, (2) established a uniform precinct caucus day, (3) extended a mandatory registration within the metropolitan areas, and (4) lowered the voting age, all of which were areas in which the League lobbied.

Party Designation: The League has tried for years to "put the label on the man" in campaigning for party designation for legislators. Once elected, legislators join either the DFL or the Conservative caucus. We believe the voter is entitled to know which caucus a candidate will join. We further believe that identifying the legislator with political parties will increase party responsibility and lead to better government.

In recent years increasing numbers of legislative candidates have been recruited by and supported by the parties. There is evidence that party designation would pass if brought to the floor of the legislature for a vote. However, members of the legislative committees to which party designation bills are sent are appointed in such a way as to assure that a majority of the committee is against party designation.

Short Ballot: The League believes that officials whose duties are primarily administrative rather than policy-making should be appointed, thus fixing executive responsibility with the governor where it belongs. A shorter ballot would also eliminate voter confusion and focus attention on the major offices. At this time there are six constitutionally elected officials; the Governor, Lieutenant Governor, Attorney General, Treasurer, Auditor, and Secretary of State. The 1967

legislature passed legislation which will gradually change the Public Service Commission from an elective to an appointive body by 1978. There is no assurance in Minnesota that the Governor and the Lieutenant Governor will be of the same party. In 1960 Elmer L. Andersen, a Republican, was elected Governor and Karl Rolvaag, a Democrat, was elected Lieutenant Governor. The League believes that the election of Governor and Lieutenant Governor as a team will work towards ensuring harmonious relations between the two officials and will ensure orderly succession in the case of the Governor's death or resignation. Joint election is supported by both political parties.

An amendment to the Minnesota Constitution providing for the joint election of the Lieutenant Governor, removing his duty to preside over the senate and allowing his compensation to be set by law will be voted on in the 1972 general election.

Easy Amending Process: The present requirement for ratification of a constitutional amendment is that it must receive a majority vote of all those voting in the election. Thus if a voter does not vote on the amendment, he is in effect casting a "no" vote. The League believes that the requirement for ratification should be changed to a majority of those voting on the question.

The voter's only avenue to change the constitution is by way of what the legislature chooses to offer him. Although many bills are introduced proposing amendments in each legislative session, only a very limited number are offered for consideration in any election (1960-4; 1962-3; 1964, 1968, 1970-2; and 1966-1). When an amendment is placed before the voters, it has already gone through several tests. Then substantial public support and usually an organized campaign is necessary for passage. We question the validity of a process which require sustained attention from outside organizations for an amendment to pass.

Campaign Practices: In the League's 1961 study of campaign practices League members learned that obsolete limits on the amount a candidate might spend in a campaign had resulted in a multiplicity of "volunteer" committees that spent money in behalf of the candidates. In our early lobbying we worked to raise obsolete limits to a realistic level. However, our lobbyists soon learned that it was difficult for anyone to agree on what was a "realistic" limit. We have come to believe that realistic reporting and full public knowledge is the most practical approach. The League believes that the people have a right to know the amount of money that is spent in a campaign, where it came from, and how it was spent. We believe that the candidate should be made responsible for such reporting. In practice, realistic reporting is difficult to achieve and there is little evidence that legislators are willing to enact stronger legislation in this field. However, there is increasing public interest in both the amount of money spent in political campaigns and in methods of raising this money. A new study and review on this topic is in preparation.

Centralized Responsibility: Presently the Secretary of State, county auditors, and city, village, and township clerks are responsible for

the administration and supervision of election. Although the Secretary of State is responsible for many functions in state elections such as collecting the filing fees and printing the ballots, he has only very limited supervisory powers over local election officials. For instance, state law requires that each county provide training for election judges. Most counties do provide such training, but where counties fail to provide training the Secretary of State has no power to compel them to do so. Many League members as direct observers of the election process, have seen the need for standardized procedures and adequate training for election judges.

Voter Registration: The League favors the extension of voter registration to ensure order and regularity in voting procedures throughout the state. Registration is now required in all municipalities of over 10,000 population and in certain municipalities within 15 miles of the Twin Cities or Duluth in which at least 300 people voted in the last election. A registration system is optional in other communities. Where no registration is required, a voter states under oath that he is qualified to vote.

With today's mobile population, election judges can no longer identify all neighbors by sight. Although the problem is most acute in the Twin Cities metropolitan area, other communities with colleges and new industries also have a transient population.

Several methods are available for extending registration such as (1) statewide mandatory registration, (2) county-wide mandatory registration, and (3) a lowering of the population figure at which mandatory registration is required.

Lowering the Voting Age: Delegates to the 1969 State Convention requested a study of the minimum voting age as part of the League's continuing interest in strengthening election laws. Upon completion of the study, agreement was reached in support of lowering the voting age in Minnesota. Thus the League worked for the passage of the constitutional amendment proposed by the 1969 Legislature to lower the minimum voting age to 19. Since that time a U.S. Constitutional Amendment has lowered the voting age in all elections to 18. Members believe that young adults presently barred from direct participation in democracy should be allowed a greater role. Concerned about the nation's ability to meet today's challenges through the orderly process of government, we welcome the idealism and enthusiasm of youth in the democratic process.

School Elections: Delegates to the 1971 State Convention requested a study of school election procedures as part of the League's continuing interest in strengthening election laws. Upon completion of the study, agreement was reached that the present school election laws are less than adequate. They identified that the following improvements are needed:

- uniform and specific rules for conducting elections
- application of the Fair Campaign Practices Act
- standard polling hours
- simplified absentee voting procedures
- standard for qualifications and training of election judges

- rules governing rotation of names on the ballot and the handling of tie votes.

Many other procedures were named by the local Leagues as needing improvements. All discrepancies could be removed if school elections were placed within the jurisdiction of the Minnesota election laws.

NATIONAL PROGRAM

No listing of state governmental positions would be complete without some reference to national positions. All members of the League of Women Voters of Minnesota are also members of the League of Women Voters of the United States. As a state League and as individual members we take action on positions reached through study of national Program. Action of national positions is authorized by the national Board. The following is a brief account of those national items in which action at the state level of government is involved.

Environmental Quality: Support of a physical environment beneficial to life: action to promote wise use of water resources and improvement of water and air quality. Evaluation of solid waste management, including reuse, reclamation and recycling. Evaluation of land-use policies and procedures and their relationship to human needs, population trends, and ecological and socio-economic factors.

POSITIONS:

1. Support of national policies and procedures which promote comprehensive long-range planning for conservation and development of water resources and improvement of water quality.
2. Support of managing water resources on a river-basin or regional basis.
3. Support of federal financing of water development with cost-sharing by state and local governments and private users.
4. Support of improved coordination between agencies and departments.
5. Support of procedures that supply information and encourage intelligent weighing of alternative plans.
6. Support of citizen participation in water resource decisions.
7. Supports the sharing of the responsibility of control of air pollution by all levels of governments—federal, regional, state and local.

8. Supports measures to reduce vehicular pollution, including emission inspection and controls, changes in engine design, fuel type and composition, and development of alternate transportation systems.
9. Supports regulation of stationary sources by controls and penalties, including inspection and monitoring, full disclosure of pollution data, and substantial fines.
10. Supports policies to accelerate pollution control, including financial assistance.
11. Support efforts to publicize information on air pollution data, hearings, progress on abatement programs, and decisions affecting pollution control.
12. Support increased opportunities for citizen participation in hearings and on decision-making bodies and for easier access to the courts.

With the initiation of a national study of water resources in 1956, Leagues in Minnesota began to investigate problems in their own communities and river basins. We have been concerned with the role of the state in managing and financing water resource development and have supported Minnesota's participation in interstate commissions to provide comprehensive planning and development of our boundary waters. In 1965 the League supported the creation of the Minnesota-Wisconsin Boundary Commission, and has worked for the creation of a four-state compact for the development of the Upper Mississippi.

In 1967 the League supported authorizing local jurisdictions and the Commissioner of Conservation to acquire flood plan data and to adopt regulations and ordinances regulating the use and occupancy of flood plains. The same year the League testified in support of increased funds for pollution control and for the Water Resources Research Center.

In 1968 the League was instrumental in getting conservation groups together to plan for the coming legislative session. The resulting organization the Minnesota Environmental Defense Council (MEDC) represented the first coordinated effort in this field. During the 1969 session MEDC and League lobbied for training and certification of sewage treatment plant operators, state funds for municipal sewage treatment plants, public hearings and construction permits before the building of large water using facilities, ecologically oriented education programs in schools, and flood plain zoning.

In 1971 the League supported legislation establishing a metropolitan park board, an environmental bill of rights, and full funding for the Minnesota Pollution Control Agency. The League opposed the Southern Minnesota River Bill. We will continue to work for legislation to consolidate governmental agencies concerned with environment.

Apportionment: Support of apportionment substantially on population of congressional districts and of all elected state and local governmental bodies.

POSITIONS:

1. Support of apportionment of both houses of state legislatures substantially on population.
2. Support of apportionment of congressional district and of all elected state and local governmental bodies substantially on population.

In 1965 League members reached the position to support apportionment of both houses of the state legislature substantially on population. We oppose any amendment to the United States Constitution which would permit factors other than population to be used in apportioning state legislatures.

If two-thirds of the states request it, Congress is required to call a constitutional convention for the purpose of amending the federal constitution. The 1965 Minnesota Legislature passed a resolution calling for such a convention to amend the constitution to permit an area factor in the apportionment of one house of state legislatures. Thirty-three states have passed such resolutions, just one short of the needed two-thirds. However, many of the legislatures which passed such resolutions were themselves malapportioned and there is some question of the legality of their action. The League supported unsuccessful attempts in both the 1969 and 1971 legislatures to rescind Minnesota's resolution.

At the 1972 National League Convention the position was expanded to include apportionment substantially on population for congressional districts and local governmental bodies.

Human Resources: Support of equal rights for all regardless of race, or sex, with recognition of the special needs of American Indians: action to combat poverty and discrimination and to provide equal access to employment, housing and quality education.

POSITIONS:

1. Support of the principle that the federal government shares with other levels of government responsibility to provide equality of opportunity for education, employment and housing for all persons in the United States.
2. Support of federal programs to increase the education and training of disadvantaged people.
3. Support of federal efforts to prevent and/or remove discrimination in education and employment and housing and to help

communities bring about racial integration of their school systems.

4. Support of the principle that the federal government bears a major responsibility for providing income assistance to meet the basic needs of all persons in the United States who are unable to work, whose earnings are inadequate, or for whom jobs are not available.

The League of Women Voters of the United States began a study of development of human resources in 1964, reaching consensus in 1966. For Minnesota League members, it was an extension of previous state studies of problems of equality of opportunity and positions under the state and national items are complementary. Unqualified support of equality of opportunity in housing was added to the national position in 1968. Since Minnesota Leagues had concurred in that consensus, the state Board revised the state position to correspond. (The previous position had put the rental of rooms in a private home or the rental of half a duplex in which the owner resides outside the jurisdiction of anti-discrimination laws.)

Because the national item so closely follows Minnesota Program, much of state action in the field of human rights has been undertaken under the state item. Independently of state Program, however, the League worked in 1967 to extend opportunities for education of children from families receiving Aid to Families with Dependent Children (AFDC).

In 1969 the League worked for tenants' rights and for special state aids to schools to help provide compensatory programs and specially trained teachers for disadvantaged children.

The Human Resource Committee designated housing as a priority in the 1971 legislative session. The League worked successfully for a state uniform building code, the establishment of the Minnesota Housing Finance Agency and enabling legislation for the formation of agencies to assist in the development and planning for housing in all areas of the state, except the metropolitan area. The League was unsuccessful in working for the establishment of a similar agency in the metropolitan area. Two of three tenants' rights bills were passed—the covenant bill and the retaliatory eviction.

The League will continue to work for legislation to assure decent adequate housing for all. League members are also concerned that any changes in the state welfare system must be of benefit to the recipients of welfare and be directed toward the elimination of poverty.

Electoral College: Support of the national direct popular vote method.

POSITION:

1. Support of the national direct popular vote method to elect the President and Vice President of the United States.

Action may be necessary in the future either concerning an amendment to the United States Constitution or a change in the method of determining electoral votes in Minnesota.

Voting Rights Bylaw

The phrase "action to protect the right to vote of every citizen" was added to the national Bylaws (Article XIII, Section 1, a) at the 1970 National League Convention.

Although the League has a long history of voters service, legislative action on behalf of voters' rights was not possible before. Under the new Bylaw, Leagues are now equipped to act to protect the right to vote.

Judiciary: Evaluation of structure and procedures as they affect the individual. This is a two-year study. Consensus is scheduled for March 1, 1973.

September, 1972
LEAGUE OF WOMEN VOTERS OF MINNESOTA
555 Wabasha
St. Paul, Minnesota 55102



ELECTION LAWS

CAMPAIGN PRACTICES:

1. Raising obsolete limits on campaign spending.
2. Complete reporting of all money actually spent in elections, including reporting by volunteer committees.

ELECTION PROCEDURES:

1. Uniformity of procedures and training of election officials.
2. Extension of voter registration to communities where it is not required now.
3. More latitude for local governing bodies to determine qualification and number of election judges.

VOTING:

Legislation to enable an otherwise qualified voter to vote for U.S. President and Vice-President before he meets residence requirements.

Extensive studies on each subject have been made and are available from your local League of Women Voters or the League of Women Voters of Minnesota, 15th and Washington Aves. S.E., Minneapolis 14, Minnesota.

Price 5 cents each.

LEAGUE OF WOMEN VOTERS OF MINNESOTA

1963



LEGISLATIVE PROGRAM

OUR GOAL:

*Efficient government responsible to
the people of Minnesota*



PARTY DESIGNATION

for state legislators

1. Programs for legislative action are formulated by political parties.
2. Candidates for governor advocate the program for which their party stands. They run on a party ballot.
3. The legislature determines whether the party's program is enacted, yet legislative candidates do *not* run on a party ballot.
4. Responsible government, under our two-party system, would be better served if legislators also ran on a party ballot. Their responsibility for carrying out the program of their party is just as great, if not greater, than that of the governor.

EQUAL OPPORTUNITY

legislation

It is our conviction that Minnesota's march ahead in today's competitive world requires the full talents of all its people, regardless of race, creed, color, national origin, or age. We shall support:

1. Increased funds and personnel for the State Commission against Discrimination.
2. SCAD administration of the public accommodations law.
3. A workable "age" amendment to the fair employment practices law.

ETHICS IN GOVERNMENT

1. Lobby regulation legislation.
2. Strengthening of existing "conflict of interest" legislation.

AMENDING THE

STATE CONSTITUTION

1. Improvement of the amending *process*. Passage or defeat of a proposed amendment should be determined by those voting *on the question*, not by the blank ballots of those who do *not* vote on it.
2. Continued revision of the Constitution to increase the efficiency of government.

HOME RULE

Less stringent requirements for the adoption and amendment of home rule charters.

program for action

1973 - 1975
state
program

league of women voters of minnesota

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INTRODUCTION

This summary of Program and positions of the League of Women Voters of Minnesota was prepared for the use of League members and to inform the public about League positions on governmental issues. It contains a brief account of how League members reached these positions, of action that has been taken and of possibilities for future action.

As a further help in summarizing League activity, the Program and positions of the Council of Metropolitan Area Leagues (CMAL) are included. These have been selected and are acted upon only by the Leagues in the seven-county Metropolitan Area.

The final section is included to suggest local action under national, state and CMAL positions.

League of Women Voters State Program is selected by members through proposals to their local boards of directors, who evaluate and pass the proposals on to the State Board of Directors. A proposed Program is formulated which is discussed, amended and adopted at the State Convention. Research committees then prepare basic study information on adopted Program items. In small units and in large meetings, members weigh the pros and cons of each issue, then reach consensus. From the consensus reports received from each local League, the State Board determines areas of agreement and formulates statements of positions. These are expressed in broad terms. It is the State Board's responsibility to evaluate specific legislation to determine the action to be taken.

Action is of two kinds: 1) developing public support for League positions and 2) supporting specific measures and policies which promote a League position or opposing those which threaten it. The State Board takes official action in the name of the League of Women Voters of Minnesota. Local Leagues and League members throughout the state work to promote public support by talking with legislators and community leaders, by attending precinct caucuses and participating in the political process, by informing the community through use of the media, public meetings and personal contacts.

The League of Women Voters strongly endorses citizen involvement in the political process. It encourages League members to participate as fully as they wish in the political party of their choice. However, the League of Women Voters is itself nonpartisan; it does not support candidates or political parties. In addition, Board members of the League of Women Voters are required to refrain from partisan political activities while they are serving in leadership positions.

STATE PROGRAM 1973-1975

1. **Corrections:** Study of the organization of both adult and juvenile correctional systems.

Dimensions:

- a. Philosophy of rehabilitation and institutionalization (analysis of recidivism)
 - b. Facilities
 - c. Personnel
 - d. Adult Corrections Commission, Youth Conservation Commission — personnel, powers, procedures
 - e. The interface between judiciary and corrections; i.e. sentencing, probation
 - f. Alternatives
2. **Judiciary:** Support of a judicial system with the capacity to assure a speedy trial and equal justice for all.
 3. **Environmental Quality:** Support positions adopted through national consensus supporting a physical environment beneficial to life: action to promote wise use of water resources and improvement of water and air quality. Support of measures to reduce generation of solid waste.
 4. **Equality of Opportunity:** Support of policies to ensure equality of opportunity in employment, real property, public accommodations, education and other public services for all persons. Support of administrative enforcement of antidiscrimination laws. Support of state responsibility for Indian citizens.
 5. **Education:** Support of increased state responsibility in creating equal public educational opportunities for all Minnesota children through measures to correct racial imbalance and ensure adequate financing of public schools.
 6. **Election Laws:** Support of party designation for legislators. Support of improvements in election laws regulating campaign practices, election procedures, voting and school district elections.
 7. **Organization of State Government:** Support of improved structure and procedures for the Minnesota Legislature and Executive Branch. Support of easing of the amending process.
 8. **Financing Government:** Support of property tax reform.

Corrections: Study of the organization of both adult and juvenile correctional systems.

This study item was adopted by the 1973 State League Convention. Consensus is scheduled for 1975.

Judiciary: Support of a judicial system with the capacity to assure a speedy trial and equal justice for all.

POSITIONS *

Support of administrative reforms that expedite justice: establishment of a unified court system, an intermediate appellate court and procedures to strengthen and streamline judicial administration; additional staff for prosecution, public defenders and legal services when such needs are established; statewide guidelines on bail-fixing process; standardization of forms and procedures; use of technology in administration; use of juries in civil cases only by request.

Support of methods to improve judicial quality: a nonpartisan selection with a commission to propose names for all appointments to the bench; mandatory training for all judges; adequate salary increases for judges and related revision of retirement benefits.

Support of procedural reforms that ensure individual rights and access to due process of law: reform of bail process to recognize methods other than monetary to ensure appearance of accused at trial; strict guarantees to ensure protection of the defendant and society in the use of plea bargaining; sentencing alternatives; methods to reduce disparity in sentencing; no-fault divorce procedure using irremediable grounds as means for dissolution; guarantees to witnesses in grand jury proceedings re: counsel in proceedings, availability of information to defense counsel and restrictions on waiving immunity in later trials; retention of age 18 for persons under jurisdiction of juvenile court; mandatory first appearance in juvenile court for all persons under jurisdiction of such court; requirement of formal transcript of commitment hearings with a rule or regulation protecting privacy of such records.

Support of the development of community alternatives as an adjunct to the judicial system: alternatives for sentencing; alternatives for handling behavior now defined as "status offenses" and "social (or victimless) crimes."

BACKGROUND A study of the state judiciary was adopted as Program at the 1971 State Convention. Leagues observed the various levels of the Minnesota court system and studied their constitutional and statutory requirements. Consensus was reached in March 1973.

The League anticipates that the State Legislature will consider certain

*Italics indicate official League of Women Voters of Minnesota Program as affirmed by the 1973 State Convention or as affirmed by the 1972 National Convention of the League of Women Voters of the United States.

changes in the judiciary system during the 1973 interim and in the 1974 session. League action will be devoted to the following areas: uniform probate code, grand jury procedures, bail reform, altering the handling of juvenile status offenses (non-criminal acts for which juveniles alone are punished, e.g., truancy, curfew violation, absenting from home, possession of alcohol). Leagues will be active also in building community understanding and support of such major reforms as merit selection of judges, creation of an intermediate appellate court and establishment of a uniform court system.

Environmental Quality: Support positions adopted through national consensus supporting a physical environment beneficial to life: action to promote wise use of water resources and improvement of water and air quality. Support of measures to reduce generation of solid waste.

POSITIONS

Support of the state government taking measures to reduce the generation of municipal solid waste through research and development of alternatives to sanitary landfills and measures to discourage the use of nonreturnable beverage containers.

Support of flexibility in the establishment and enforcement of standards in solid waste management to allow the state to adopt more stringent standards than the federal standards.

BACKGROUND **Water:** With the initiation of a national study of water resources in 1956, local Leagues in Minnesota began to investigate problems in their own communities and river basins. They have been concerned with the role of the state in managing and financing water resource development and have supported Minnesota's participation in interstate commissions to provide comprehensive planning and development of boundary waters. Action has included support for the Minnesota Pollution Control Agency in requesting adequate funding, training and certification of sewage treatment plant operators and state funds for municipal sewage treatment plants. Most recently the Minnesota League has supported legislation on water and related land resources encompassing shoreland management in incorporated areas, mandatory flood plain zoning, state water inventory, stricter drainage controls and mandatory sedimentation ordinances. The League will continue to support legislation regulating land uses that affect state waters adversely.

Air: In 1971 the League reached consensus on air quality, and members have testified during legislative hearings on air quality standards. Support of mandatory vehicle emissions inspection and the disbursement of dedicated highway trust funds to allow their use by municipalities for mass transit is also part of League action. This latter action emanated from national League

guidelines in support of state positions in Human Resources as well as air quality. The League has emphasized mass transit as the logical solution to the air pollution problem in heavily trafficked areas.

Solid Waste: Preceding consensus, local Leagues studied their community solid waste management practices, and a state consensus was reached during the 1973 legislative session. This enabled the League to lobby for bills discouraging the use of nonreturnable beverage containers. A bill establishing regional resource recovery centers was also supported. The League supports ecologically oriented education programs in schools and has testified for an environmental bill of rights. The League recognizes that federal revenue sharing can be of prime importance in funding environmental projects in our state. It wants to exert pressure to ensure that a fair portion of the funds are used for environmental upgrading. Since these decisions are being made at local governmental levels, local Leagues will need to represent this concern.

Land Use: This study was adopted at the National Convention in 1972. The first phase is concerned with identifying land-use problems and ascertaining how decisions are made. Information will be provided on state land use, covering priorities for meeting both human needs and environmental quality. Consensus is not anticipated before National Convention in 1974.

Equality of Opportunity: Support of policies to ensure equality of opportunity in employment, real property, public accommodations, education and other public services for all persons. Support of administrative enforcement of antidiscrimination laws. Support of state responsibility for Indian citizens.

POSITIONS

1. Support of the principle that the state is responsible for all its citizens on an equal basis and should work to ensure equal treatment for all citizens by all levels of government.

2. Support of antidiscrimination legislation as a necessary means of eliminating discrimination.

3. Support of the principle of fair housing and antidiscrimination laws governing transactions of all real property regardless of whether the financing is public or private.

4. Support of adequately financed enforcement of antidiscrimination laws dealing with employment, housing, real property, public accommodations, education and other public services.

5. Support of state legislation to ensure services for Indian citizens which are equal to those provided for other citizens. Where Indians are singled out for special attention, that attention should be directed towards solving existing jurisdictional conflicts in order to guarantee equal treatment of Indian citizens by all levels of government. Programs should have the explicit

recognition that the basic decisions regarding Indian lives and property are to be made by them.

6. Support of a state agency of Indian affairs which meets the following criteria: acceptable to the Indians themselves, permanent, staffed by professionally qualified people, authorized to act in setting up, carrying out and co-ordinating programs, empowered to use the services of other existing agencies and provided with adequate funds.

7. Support of the correction of racial imbalance in the schools.

BACKGROUND Antidiscrimination: In 1949 the League began a broad study of civil rights in Minnesota. During the 1950s League members focused on employment on merit and worked with other groups to secure passage of the Fair Employment Practices Act (1955) which was incorporated into the State Act Against Discrimination in 1961. During the 1960s the League continued investigation of employment practices, looked at problems of discrimination in housing and public accommodations, studied the special problems of Minnesota Indians and looked into two factors contributing to inequality of opportunity in education (the common school district and racial imbalance). The League supported the formation of the Department of Human Rights in 1967. In 1973 it supported legislation which extended coverage of the Department of Human Rights to all cases of sex discrimination and discrimination because of marital status, physical disability or being a recipient of public assistance.

In supporting antidiscrimination legislation, League members favor education and conciliation as part of the procedure aimed at changing behavior patterns; a guarantee of swift redress for the aggrieved citizen; workable enforcement procedures and support of adequate funding for the Department of Human Rights. The League supports administrative enforcement of law as determined by a commission.

The 1972 National Convention authorized action at the state and local level in opposition to discriminatory practices against women and in support of the Equal Rights Amendment to the U.S. Constitution. In 1973 the Minnesota League (as a member of the state Coalition to Ratify the Equal Rights Amendment) successfully supported ratification of the Equal Rights Amendment by the Minnesota Legislature.

Merging National and State positions: The League of Women Voters of the United States began a study of the development of human resources in 1964, reaching consensus in 1966. For Minnesota League members, this was an extension of previous state studies of problems of equality of opportunity. The positions under the state and national items are complementary. Unqualified support of equality of opportunity in housing was added to the national position by action of the National Convention in 1968. Minnesota Leagues concurred.

Because of the similarity, national and state Program areas have been merged for state action purposes. Action on welfare, housing supply, tenants' rights, minimum wage and support of poverty programs have all been based on national positions. In 1967, the League worked to extend opportunities

for education of children receiving Aid to Families with Dependent Children (AFDC). During the 1973 legislative session, League supported measures to abolish the township system of general relief coupled with the application of state standards and 50% state-reimbursement of general relief; urged increased payment standards for categorical welfare aid programs and supplemental payments for Old Age Assistance, Aid to the Blind and Aid to the Disabled so that federalization of these programs would not result in lower payments.

Since 1969, the League has supported tenants' rights legislation, a state uniform building code, the establishment of the Minnesota Housing Finance Agency and enabling legislation for the formation of agencies to assist in the development and planning for housing in all areas of the state.

The League also testified in support of an increase in Minnesota's minimum wage. With the termination of many federal programs that have had an important impact on the poor, and, with the advent of federal revenue sharing, the League realizes the increasing importance of these programs receiving priority at the local and state level.

Minnesota American Indians: The League supported the creation of the Indian Affairs Commission in 1963, supported retaining its independent identity in 1967 and lobbied for urban representation on the commission in 1969. League action was based on the belief that the state of Minnesota should declare and assume its responsibility for Indian citizens as for all other citizens. The League opposes in principle the idea that legislation should single out any race, or that separate services should be provided. However, since Indian citizens have been singled out for separate consideration throughout history, the League recognizes that special attention must be given to them, that the Indians themselves should make the basic decisions regarding their lives. Part of that belief is that the concept of a state agency dealing with Indians must be acceptable to the Indians themselves. On this basis the League supported Indian leaders in their successful effort in 1967 to retain a separate Indian Affairs Commission rather than having it merged into the Department of Human Rights.

A reorganization of the commission in the 1969 legislative session increased Indian representation from three to eight (four reservation Indians and four urban Indians). This was not entirely satisfactory to the Indians, but it has given them control of the commission.

In 1971 and 1973 the League lobbied for legislation that would return to the Indians hunting, fishing and ricing rights guaranteed by early treaties. Following a district court decision granting Leech Lake Indians these rights within the original reservation area, a compromise was worked out between the Indians and the state. Legislation implementing this was passed in the 1973 session with League support. The League also submitted testimony favoring a revolving fund for Indian business development to be financed by 20% of a new state tax on severed mineral rights. The fund will be established by 1975.

Racial Imbalance in the Schools: See Education item below.

Education: Support of increased state responsibility in creating equal public educational opportunities for all Minnesota children through measures to correct racial imbalance and ensure adequate financing of public schools.

POSITIONS

1. Correction of racial imbalance in the schools. The state should have the power to investigate, to set and enforce standards and to give extra financial help to achieve these standards.

2. An equalization aid formula which would include:

- a. a greater proportion of local operating expenses
- b. consideration of per capita income in addition to assessed valuation
- c. continued consideration of the proportion of children at different grade levels
- d. recognition of the proportion of property taxes used for municipal services
- e. partial financing by property tax to maintain local control.

3. Transportation aid reflecting current costs.

4. Adequate financing of special aids for:

- a. children with physical and mental problems
- b. gifted children
- c. children with other learning disabilities.

5. Increasing state responsibility for phases of education which may require financial aid, specifically:

- a. assistance in capital improvements
- b. upgrading local educational standards
- c. encouraging experimental programs.

BACKGROUND In 1966 in conjunction with the national study of Human Resources, the League of Women Voters of Minnesota examined equality of opportunity in Minnesota education. The study focused on the small school district and racial imbalance. Based on its 1967 consensus, the League supported the legislation that eliminated the state's 850 common school districts (those not having a high school). Since 1967, it has supported the State Board of Education's effort to establish regulations combating racial imbalance and has urged greater funding of transportation aids to achieve these goals. The League is prepared to oppose antibusing bills if they are given a hearing.

The League undertook a further study of education in 1969 combining the concern for equality and financing of state services. During the 1971 legislative session, many of the League positions were incorporated in the education financing statutes: less reliance on the local property tax with more reliance on state funds, average daily attendance changed to average daily membership in computing state aids, greater state aid for children of

families receiving AFDC in districts with relatively high proportions of these children, handicapped aids expanded to include trainable mentally retarded children.

Minor 1973 legislative changes in line with State League positions: increased AFDC pupil payments on a graduated scale as numbers of these students increase; transportation costs by 1974 to be a state expense except for one mill local effort (St. Paul and Minneapolis to continue under the present system) and some increase in state reimbursement for salaries for educating handicapped children.

Election Laws: Support of party designation for legislators. Support of improvements in election laws regulating campaign practices, election procedures, voting and school district elections.

POSITIONS

1. Support of party designation for legislators.

2. Support of the public's right to comprehensive disclosure of all political campaign contributions and expenditures.

a. Mandatory, timely, uniform and complete reports of campaign contributions and expenditures should be made to a central authority responsible for disseminating such information to the public.

b. Responsibility for reporting contributions to the candidate's campaign and for reporting expenditures by the candidate and those made on the candidate's behalf rests squarely on the candidate.

c. Penalties should be stringent enough to ensure compliance by candidates.

3. Judicious use of public resources to finance campaigns.

4. Reduction of the amount of money spent on campaigns.

5. Support of centralized responsibility in the state government for achieving uniform election procedures and for training election officials.

6. Support of extension of mandatory voter registration prior to election day to cover more voters through inclusion of more municipalities through county-wide registration, or through state-wide registration.

7. Support of extension of election laws to cover school district elections, including uniform mandatory voter registration.

BACKGROUND Party designation for state legislators has been a part of State League Program and action since 1951. Through the years there has been frequent League testimony and intensive lobbying on this issue at the legislature. In 1973, party designation became law. The League effort was noted by the governor at the bill-signing ceremonies. The position is being retained to allow action if effort to repeal should develop.

In the League's 1961 study of campaign practices, members learned that obsolete limits on the amount a candidate might spend in a campaign

had resulted in a multiplicity of "volunteer" committees that spend money on behalf of the candidate. The State League believes that realistic reporting and full public knowledge of campaign financing should be the goal of campaign financing legislation, that people have the right to know the amount of money that is spent in a campaign, where it comes from and how it is spent. The candidate should be made responsible for such reporting.

The League studied this issue further in 1972, arriving at the additional positions that efforts should be made to curtail total campaigning costs, and that there should be judicious use of public resources to finance campaigns. The League was active in the 1973 session, in coalition, working on major, new, campaign financing legislation. It is hoped that this effort will be successful in the 1974 session.

In 1957, the League began the study of election laws. Although the Secretary of State is responsible for many functions in state elections such as collecting the filing fees and printing the ballots, he has had limited supervisory powers over local elections officials — county auditors and city, village and township clerks. Many League members, as direct observers of the election process, have seen the need for standardized procedures and adequate training for election judges.

The League has lobbied for several sessions to extend voter registration. It has supported the registration of voters prior to election day to ensure order and regularity in voting procedures and in recognition of the fact that with today's mobile population, election judges can no longer identify all neighbors by sight. In the 1973 session an Omnibus Registration Bill passed with League support. It centralizes responsibility for promulgating rules and regulations for registration with the Secretary of State and establishes state-wide registration procedures. Counties must maintain permanent registration lists. Registration is also eased by permitting prior post card registration or registration on election day by presenting identification or being vouched for by a voter previously registered in the precinct.

In 1972 League members reached agreement on improvements needed in school election laws and lobbied for a bill which passed in the 1973 session. The new law simplifies absentee balloting by allowing hand delivery of ballots and removal of the requirement that applications for ballots be made by registered mail; names of candidates must be rotated as in other nonpartisan ballots; soliciting of votes on election day within 100 feet of the polling place and campaigning on election day are forbidden.

VOTING RIGHTS BY-LAW

At the 1970 National Convention, the league of Women Voters of the United States added to the national By-laws the phrase "action to protect the right to vote of every citizen" (Article XIII, Section 1,a). It authorizes Leagues to act at all levels of government to protect the right of citizens to vote. (The League's support of state ratification of the 18-year-old voting

amendment to the U.S. Constitution was authorized under this by-law.) Under this position, the league began lobbying in the 1973 session to allow citizens the right to vote for county commissioner following redistricting. Under current interpretation, if the Minnesota districts are drawn so that each incumbent is given his own new district, he is not required to stand for election. This ignores the fact that the voter may be denied the right to select a commissioner for several years beyond a normal term.

Organization of State Government: Support of improved structure and procedures for the Minnesota Legislature and Executive Branch. Support of easing the amending process.

POSITIONS

1. Support of legislative reform through:
 - a. improved procedures for providing information
 - b. increased research assistance
 - c. no increase in size; reduction in size is desirable
 - d. realistic compensation for legislators
 - e. improved organization of committees
 - f. legislative sessions of adequate length. The legislature should meet annually and should have the power to determine the time of meeting, the length of session and have the power to recess.
 - g. allowing the legislature to call itself into special session.
2. Support of a post-auditor appointed by and directly responsible to the legislature.
3. The legislature should reapportion itself regularly and equitably. Though primary responsibility for reapportionment rests with the legislature, definite procedures should be established when the legislature fails to act.
4. Support of measures to ease the process of amending the state constitution by retaining a simple majority vote by the legislature in proposing an amendment and requiring a simple majority of those voting on the question for ratification.
5. Support of changes in executive structure characterized by:
 - a. clear lines of authority and responsibility. Support of the short ballot.
 - b. elimination of duplication and overlapping of agencies
 - c. a structure of organization designed to focus on current and emerging problems
 - d. a system of standard nomenclature.

BACKGROUND Organization of State Government was adopted for study in 1967 with an overall look at the organization of the Minnesota Legislature and the Executive Branch. Consensus was reached in 1968 on the legislative branch, and consensus on the executive branch was completed in 1970. Other League positions developed in prior years which logically belong

under Organization of State Government have been included (flexible sessions, legislative post audit, reapportionment, easing the amending process and the short ballot).

Basic changes were made during the 1973 legislative session concerning structural and procedural reform. The two-year, flexible session has been implemented; the legislative process has become more open to the public; the amount of information and the ease of obtaining copies of legislative bills have improved; research assistance has increased; the organization of committees has improved somewhat and the legislators receive more realistic compensation. As the new procedures evolve during annual sessions and the deliberative interim period, the League will continue to monitor the structure and procedures of the legislature.

The 1973 session extended the requirement that government be open to the public by passing the Open Meeting Law requiring that all meetings of governmental bodies (except the Board of Pardons and the Minnesota Corrections Authority (MCA)) must be public. Sufficient records must be maintained and be freely available to inform the public of the governing body's actions. The law goes into effect May 1, 1974.

The League testified during the 1973 session in support of reducing the size of the legislature. However, neither this issue nor that of allowing the legislature to call itself into special session saw any change.

As a result of the Minnesota League's study of the State Constitution, begun in 1947, it has continued to urge a legislatively chosen post-auditor to insure financial accountability to that body which has the constitutional responsibility for raising and spending of state funds. The 1973 session created a new Department of Finance, a central state agency, to have financial control over executive departments and to have a post-audit commission responsible to the legislature. The League supported this action.

Since 1947, the League has given attention to reapportionment of legislative districts. There had not been reapportionment since 1913, contrary to the State Constitution, so the League actively supported this issue and supported various reapportionment legislation throughout the 1950s and 60s. From this experience the League concluded that changes were needed in the State Constitution to define procedures if the legislature fails to act, for example, establishing guidelines, stating the amount of permissible population deviation and prohibiting an increase in the size of the legislature. The legislature is currently considering amending legislation providing for legislative and congressional reapportionment by a commission rather than by the legislature. League members believe that a responsible body should provide a quick and orderly reapportionment procedure in light of past delays and confusions. The League will be supporting action on this issue and perhaps an appropriate constitutional amendment will be on the 1974 ballot.

(For additional apportionment background, refer to the national Program item on Representative Government. . . the national League supports apportionment substantially on population of congressional districts and of all elected state and local governmental bodies [one man—one vote]. It

opposes any amendment to the United States Constitution which would permit factors other than population to be used in apportioning state legislatures.

(The 1965 Minnesota Legislature passed a resolution calling for a U.S. Constitutional Convention to amend the Constitution to permit an area factor in the apportionment of one house of state legislatures. Thirty-three states passed such resolutions, just one short of the needed two-thirds for passage. However, many of the legislatures which passed such resolutions were themselves malapportioned, and there is some question of the legality of their action. The State League supported unsuccessful attempts in both the 1969 and 1971 legislatures to rescind Minnesota's resolution.)

In their 1947 state constitutional study, League members realized the need for an easier amending process for the State Constitution. Presently, ratification of a constitutional amendment requires a majority vote of all those voting in the election. Thus if a voter fails to vote on the amendment, he is casting a "no" vote. The League believes that the requirement for ratification should be changed to a majority of those voting on the question. At present, the voter's only avenue to change the constitution is through voting on what the legislature chooses to place on the ballot. Although amendments are proposed in each legislative session, only a very limited number are offered for consideration in any election. Therefore, when an amendment is placed before the voters, it has already gone through a severe test in the legislature.

The legislature is currently considering legislation which would allow amendments to be passed either by a simple majority or by 55% of those voting on the proposal. This easing of the amending process will receive the League's support and could be a 1974 ballot issue.

Criteria for changes in executive department structure were defined by the Minnesota League in 1970 along with the addition of the short ballot position growing out of the original constitutional study.

There has been renewed State League interest in executive department reform growing out of the recommendations made in 1973 by the Governor's Loaned Executive Action Program (L.E.A.P.). The League actively lobbied for the L.E.A.P. recommendation to create a Department of Finance (see Post-auditor position above). Other recommendations within League positions include dealing with reduction of overlapping agencies and duplication in various departments and agencies.

League members contend that officials whose duties are primarily administrative rather than policy-making should be appointed, rather than elected, thus fixing executive responsibility with the governor. This would result in a shorter ballot which would also reduce voter confusion by focusing attention on the major offices. There are six constitutionally elected officials: the Governor and Lieutenant Governor (to be elected jointly as of 1975), Attorney General, Treasurer, Auditor and Secretary of State. The Public Service Commissioners will be appointed in the future rather than elected, a change which the League supported. The creation of the new Department of

Finance, which will assume some of the duties of the Treasurer and the Auditor, may speed action on making these positions appointive rather than elective.

☐ **Financing Government: Support of property tax reform.**

POSITIONS

1. Support of property tax reform through:
 - a. equitable assessments
 - b. fewer classifications
 - c. more restrictive criteria for determining exemptions.
2. Support of less dependence on the property tax as a source of revenue.

Since 1965, the League has studied financing of state and local governments, focusing on the property tax. It believes that dependence on the property tax should be diminished because the property tax does not necessarily reflect ability to pay, and equitable administration is difficult. Local services such as police and fire protection, streets, parks and sewers are the services most appropriately financed by the property tax. Services of broader-than-local significance such as welfare are less appropriately financed by the property tax. Education is appropriately financed partly by the property tax and partly by revenue from other sources.

The League supports equitable assessments by professionally trained, adequately paid assessors with districts large enough to warrant full-time employment. Periodic reappraisals should be mandatory. The state should be responsible for achieving uniform standards for assessment and should assess industrial property. There should be fewer classes of property for taxing purposes.

The League believes the criteria for determining property tax exemptions should be more restrictive. Property that is profitmaking or in competition with private taxpaying enterprises should be taxed regardless of ownership. There should be periodic reconsideration of each exemption and owners of exempt property should pay enough taxes, or a charge in lieu of taxes, to cover the costs of local services. Tax exemptions as socio-economic incentives should be used sparingly and for a limited time in each case.

In 1969 the League lobbied successfully for legislation permitting counties to establish a county assessor system. Counties choosing to use this law have begun county-wide professional assessing. By November 1974, all assessors must be professionally accredited, or the county will take over; this is expected to improve the assessing process. In the 1973 session, the League expressed concern about a proposal to freeze the property tax re-evaluation procedures.

A constitutional amendment, passed in 1970, allows the legislature to restrict the amount of tax-exempt property and to eliminate many inequit-

able situations. However, the legislature has not acted to implement this mandate.

In conjunction with its education position, the League supported in 1971 the major shift away from the property tax to greater state funding of education.

There are indications that the 1974 legislative session may focus on property tax issues. The League plans an update in this area so that it can have an active role in the deliberations.

THE COUNCIL OF METROPOLITAN AREA LEAGUES

The Council of Metropolitan Area Leagues (CMAL), established in 1962, is an interleague organization of members of the 35 local Leagues in the seven-county Metropolitan Area (Ramsey, Scott, Hennepin, Carver, Washington, Dakota and Anoka Counties). Through CMAL, members work to find solutions to governmental problems that extend beyond municipal boundaries. Much of the action concerning CMAL Program is at the state legislative level so local Leagues throughout the state will want to be familiar with CMAL Program and action.

☐ ***New Study: CMAL will take a new look at the evolving roles of a) various levels of government in the metropolitan area and their interaction; and b) citizen involvement.***

☐ ***Government decision making: CMAL supports provisions for co-ordinated metropolitan services focused through the Metropolitan Council. CMAL will support the development of the Metropolitan Council as the decision-making body for metropolitan needs in accordance with these criteria: efficiency and economy, equitable financing, flexibility, citizen control and responsiveness to the electorate.***

☐ ***Fiscal Disparities: CMAL supports area-wide sharing of fiscal resources, to move towards the solution of problems created by fiscal disparities and to finance services which benefit the Twin Cities metropolitan area as a whole or affect the lives of all its citizens.***

Transportation: CMAL continues its support of improved mass transit and provision of a new non-air-polluting transit system.

Land Use and Environmental Quality: CMAL recognizes that increased pressures for development in the entire Twin Cities area indicate the need for a strong public voice in land-use decisions. We support metropolitan-level planning programs and policies directed towards channeling development in ways that will: 1) Preserve and enhance the natural environment, 2) Use public investment to the best advantage, and 3) Provide area residents with diversity in choice of facilities and amenities.

BACKGROUND CMAL began as an organization in the early 1960s, when metropolitan areas throughout the United States were forming a variety of governmental structures to cope with problems that overlapped local boundaries. The Twin Cities area had the Metropolitan Planning Commission (MPC), a loose confederation of interest groups — municipal, county, special district, etc. Representatives of these groups came together in a board appointed by local elected officials. They functioned in a purely advisory capacity. Their primary achievement was a series of studies of the area's physical, geographic and economic characteristics.

Government Decision Making: League members saw the need for area-wide governmental services and functions. The Metropolitan Council was established by the 1967 legislature, taking over the old MPC staff, but with broad assignments in area-wide planning and some specific problems to work on — notably solid waste, sewage (waste water) disposal and parks and open spaces. It had the one-man-one-vote representation formula, strongly supported by the Leagues of the area. They supported the council's role as over-all planning and co-ordinating agency for the area and worked for operational boards to do the day-to-day running of area services.

Fiscal Disparities: A major barrier to area-wide development has been the multiplicity of local units of government — more than 300 in the Metropolitan Area — each competing for the property tax base. In 1971, CMAL supported the successful "fiscal disparities" bill that provides for sharing 40% of the growth in commercial-industrial tax base among local units of government. Nationally, the bill was a first. A challenge of the law is in the courts.

Transportation: Massive federal funding for highway construction and a privately owned bus system that was losing ridership consistently combined

in the Twin Cities area to focus interest on mass transit and the process of transportation planning.

In 1967, CMAL helped establish the Metropolitan Transit Commission (MTC). (The Metropolitan Council had neither the financing nor the powers to undertake transit.) In subsequent legislative sessions and interims, League members have pressed other transit issues: condemnation powers for the MTC (1969 session), making possible the purchase of the privately owned company under recognized legal procedures, and adequate financing for the MTC (1971 session), quadrupling the fiscal resources of the agency to make possible route improvement, fare subsidies and significant progress toward a new transit system. The shape and form the new mode will take are currently awaiting decision by the legislature.

Land Use and Environmental Quality: The consensus on land use was completed in the fall of 1972. CMAL supports these goals for area-wide development:

- 1) Channeling growth so that necessary public services are provided in an efficient, orderly pattern.
- 2) Preserving the natural environment to the extent possible by:
 - a) protecting land and water during and after development,
 - b) from development where necessary, and
 - c) preserving open space for recreation, protection and amenity.
- 3) Using land in the seven-county area to implement social goals, such as a full range of housing choice, adequate transportation, parks and the necessary facilities and amenities to enhance the quality of life.

The Metropolitan Council should be authorized to develop the policy tools necessary to implement these goals, provided local governments are involved in decisions affecting them.

LOCAL ACTION

Under national, state and CMAL Program positions, action may be taken by local Leagues at the local level. Criteria for determining whether local action is appropriate are:

1. Is the action within national, state or CMAL positions?
2. Is the membership informed and in general agreement?
3. Will the contemplated action be effective?
4. Will the action be on a county basis? Is there more than one League in the county? (If so, there must be agreement between the Leagues before the action is taken.)

For further criteria, refer to the Local League Handbook section on Action.

The following suggested areas of action, while not all-inclusive, may serve to stimulate this vital aspect of League responsibility.

Judiciary:

1. Continue observation of local courts — Justice of the Peace,

municipal, county, district.

2. Evaluate needs for additional staff — prosecutors, city attorney, public defender, legal services.
3. Evaluate community alternatives for sentencing. Are innovative alternatives to traditional concepts of sentencing available as an adjunct to the judiciary? Generate community knowledge, interest and action toward acceptance of alternatives.
4. Demonstrate interest in nonpartisan selection of judges and a unified court system by promoting public knowledge through public meetings and forums.

Environmental Quality:

Water — Two new water publications ("The Water You Drink: how safe is it?" — Facts and Issues No. 246, and "Safe Drinking for All" — Community Guide No. 247, each 25¢ from the League of Women Voters of the United States) bring new information and outlines for action to assure purity in water. The latter publication tells how to organize a coalition group for broad community action.

Problems specific to local Leagues might include: location of sanitary landfills, variances granted in shoreland building (incorporated areas now included), drainage projects (county boards must adhere to stricter controls), grants for sewage disposal and proposals for the expenditures of federal revenue sharing funds.

Air — Are local industries conforming to air quality standards? If in doubt, check with the Minnesota Pollution Control Agency, 717 S.E. Delaware, Minneapolis, MN 55414.

Solid Waste — Some local Leagues have established collection centers for recycling, which limits the amount of waste finding its way to the sanitary landfill. Some communities have banned the sale of nonreturnable beverage containers.

In addition, local Leagues can work within their communities to build support for legislation on these League positions:

- Mandatory vehicle emission inspection
- Mandatory sedimentation control ordinances
- Wetlands protection ordinances

Optional use for dedicated highway funds (allowing money to be used for mass transit if desired)

Equality of Opportunity: (Starred items —*— also apply to Education action)

1. Organize, participate in and support a local human rights commission.
- *2. Concern for the public school's approved human relations training program.
- *3. Concern for discrimination in public schools because of race, sex, marital status, disability, receipt of public assistance.
- *4. Concern that the federally required Elementary and Secondary Education Act (ESEA), Title I and Johnson O'Malley (Bureau of Indian Affairs) committees are functioning and do have input in school decisions.

*5. Concern that the state-required minority human relations committee is functioning and has input in school decisions.

6. Inform the community about the recently expanded coverage of state antidiscrimination legislation, reaching especially the handicapped and public assistance recipients so that they know their rights and know the procedures for redressing complaints.

7. Concern for continued funding of manpower training programs — Concentrated Employment Program (CEP) and youth programs that may need local funding if they are to continue.

8. Support formation of a welfare advisory committee to the county welfare department.

9. Support establishing and funding of day care centers.

10. Support formation of local Housing and Redevelopment Authority and development of subsidized, low-moderate income housing in your community.

11. Federal revenue sharing — Have poverty, education, manpower programs been cut back because of Presidential impoundment policy? Because of restriction of federal programs? How is your city, township, Indian tribe and county using its federal revenue sharing funds? Do human needs have high priority?

Education:

1. Support and encourage desegregation efforts in the schools.
2. Concern about antidiscrimination and antipoverty efforts within the schools — see starred items listed in Equality of Opportunity above.
3. Support of special aid programs for special needs: physically and mentally handicapped, gifted children, children with learning disabilities.
4. Observe school election procedures.

Election Laws:

Observe the new voter registration process; be alert for voting rights violations. Did candidates and volunteer committees file campaign expenditure reports? Do school elections function properly? Are polling places convenient?

Organization of State Government:

Observe the effectiveness of the new "Minnesota Open Meeting Law" (sometimes called the "Sunshine Law") which becomes effective May 1, 1974. It requires that the meetings of all governmental bodies be open to the public, with the exception of meetings of the Board of Pardons and the Minnesota Corrections Authority. Sufficient records of actions by governmental bodies must be maintained and be made available to the public.

If your local governmental representation is based on districts (for example, wards), do the areas have equal population according to the 1970 census? (League does not have a position on districting of at-large elections of officials.)

Financing Government:

Does your county have the county assessor system with professional, full-time employees?

How much of the land in your community has tax-exempt status?

Land Use in Metropolitan Area:

The 1972 CMAL land-use consensus provides local Leagues in the Metro Area, a background from which to operate within their communities. Land use decisions are presently made at the local governmental level, and it should be possible to be effective using this consensus locally.

On the basis of the consensus, local Leagues may act in the areas of: planning, zoning, growth patterns, housing, transportation, parks, preserving the natural environment, protecting land and water during-and-after development and from development where necessary. Action may be taken also to preserve open space for recreation, protection and amenity.

September 1973
LEAGUE OF WOMEN VOTERS OF MINNESOTA
555 Wabasha
St. Paul, Minnesota 55102



Leagues of Women Voters of...

Anoka
Arden Hills
Blaine
Bloomington
Brooklyn Center
Brooklyn Park
Chaska
Columbia Heights
Cottage Grove*
Crystal-New Hope
Edina
Excelsior-Deephaven
Falcon Heights
Fridley
Golden Valley
Mahtomedi Area
Minneapolis
Minnetonka-Eden Prairie
Mounds View
New Brighton
Northern Dakota County Area
Richfield
Robbinsdale
Roseville
St. Anthony
St. Croix Valley
St. Louis Park
St. Paul
Shoreview
Wayzata Area
Westonka
West Dakota County
White Bear Lake
Woodbury

*Provisional

The LEAGUE OF WOMEN VOTERS...

Its Purpose: The LWV is a non-partisan organization working to promote informed and active participation of citizens in government.

Its Policy: The LWV does not support or oppose any party or candidate; it may take positions on issues which its members have studied and on which agreement has been reached.

Its Action: The LWV acts in the community by providing information and developing public support for issues on which it has a position. It acts to influence legislation by legislative testimony and communication with government officials.

The COUNCIL OF METROPOLITAN AREA LEAGUES (CMAL) is an inter-League organization of 34 member Leagues in the seven county metropolitan area. It provides a structure for the member Leagues to act together on issues of metropolitan scope.

Chairman of the Executive Committee:

Jerry Enders 473-4171

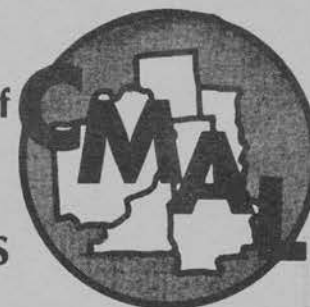
Legislative Committee:

Jan Del Calzo 827-4240
Naomi Loper 331-2094
Gwen Luhta 473-6104
Marlene Krona 488-4479
Mary Poppleton 890-4486
Ann Thomas 472-5009

1975

LEGISLATIVE PROGRAM

Council of
METROPOLITAN
AREA
LEAGUES



LEAGUE of WOMEN VOTERS of MINNESOTA

METROPOLITAN COUNCIL

CMAL continues to support the concept of the Metropolitan Council.

CMAL supports:

- * Election of the Council on a one-man-one-vote basis, since legislative reapportionment has been carried out.

- * Operation of area-wide functions structured under the Council, as is the Waste Control Commission, with Council appointment, budget control, and review of long-term plans.

- * Improved review and comment procedures regarding the long term capital improvement budgets and plans of any agency with an area-wide impact.

- * Top priority for an explicit environmental quality policy statement by the Council, in a separate section of the Development Guide and in other pertinent sections, including mandatory local protection of sensitive environmental areas.

TAXATION and FINANCE

CMAL supports:

- * Continuing the principle of tax-base sharing.

- * Improved coordination of areawide capital investments, to conserve fiscal resources and improve land use.

- * Areawide tax support for services that affect the lives of all citizens.

TRANSIT and TRANSPORTATION

CMAL supports:

- * An expanded mass transit system as an alternative to expansion of the highway system.

- * Improved funding of mass transit to keep pace with increased costs and to expand service.

- * Removal of state and federal dedication of highway funds.

- * More effective coordination of all phases of transportation in the metropolitan area, with the Metropolitan Transit Commission functioning under the Metropolitan Council, and a clearer line of authority vis a vis the major highway departments in the area.

LAND USE

CMAL supports:

- * Mandatory protection of sensitive environmental areas.

- * Using the land in the seven county area to implement social goals, such as a full range of housing choice, adequate transportation, parks, and the necessary facilities, and amenities to enhance the quality of life.

- * Coordinated zoning around major metropolitan facilities through the Metropolitan Council.

- * Long-term land use planning, with public involvement in the process.

- * Funding of parks and open space on an areawide basis, with the Metropolitan Council setting priorities for site selection.