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Ethics in Government

*A Report by the
Minnesota Governor's Committee
on
Ethics in Government
to
Governor Orville L. Freeman*

January 4, 1959 • St. Paul, Minnesota

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by the following:*

Hamm Foundation
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MEMBERS OF COMMITTEE

Dr. Charles J. Turck, Chairman, September, 1957-June 30, 1958.
Then President, Macalester College

Dr. W. Gunther Plaut, Chairman, July 1, 1958-December, 1958.
Rabbi, Mount Zion Temple, St. Paul

Dr. William Anderson, Professor Emeritus, Department of Political Science, University of Minnesota

Mrs. David Aronson, Former President, Minnesota State Parent-Teacher Association

Mr. William Carlson, Ramsey County Commissioner, former member Minnesota House of Representatives

Mr. William Fallon, Former Mayor of St. Paul

*Dr. Floyd O. Flom**, Assistant Professor, Department of Political Science, University of Minnesota, former member Minnesota House of Representatives

Honorable William Gunn, Judge of the District Court, Hennepin County

*Mr. Eric Hoyer***, Former Mayor of Minneapolis

Mrs. Stanley Kane, Legislative representative, Minnesota League of Women Voters

Reverend James P. Shannon, President, The College of St. Thomas

Dr. Reuben K. Youngdahl, Pastor, Mount Olivet Lutheran Church, Minneapolis

* Mr. Flom could not be present for the final meeting of the Committee, but approved the report. Certain additional suggestions made by him will be transmitted separately to the Governor.

** Mr. Hoyer and Rev. Youngdahl were out of the city when the final report was adopted.

STAFF ASSISTANTS

Attorney General Miles Lord served as legal counsel for the Committee and made available to it the services of *Mr. Sydney Berde*, Special Assistant Attorney General,

and

Mr. Melvin J. Peterson, then Deputy Attorney General, now Judge of Probate, Hennepin County, who performed legal research for the Committee and for the subcommittees.

* * * * *

Miss Rosalie Kollarich, Secretary to Dr. Turck, and

Miss Donna Margette, Secretary to Rabbi Plaut, kept the minutes of the meetings, typed and circulated them, and did other secretarial work.

* * * * *

Mrs. Dolphine V. Klein in the office of the Attorney General typed the Report.

SUBCOMMITTEES

Subcommittee on Legislative Ethics and Conflicts of Interest:

Rabbi W. Gunther Plaut, Chairman

Honorable William Gunn

Mr. William Fallon

Subcommittee on Campaign Finances and Methods:

Mr. William Carlson, Chairman

Reverend James P. Shannon

Mrs. David Aronson

Dr. Charles J. Turck

Subcommittee on Lobbying:

Dr. Floyd Flom, Chairman

Mr. Eric Hoyer

Mrs. Stanley Kane

Reverend Reuben K. Youngdahl

Subcommittee on Drafting:

Dr. William Anderson, Chairman

Rabbi W. Gunther Plaut

Mr. William Carlson

Mr. Floyd Flom

Counsel: Mr. Sydney Berde

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LETTER OF TRANSMITTAL

To The Honorable Orville L. Freeman,
Governor of the State of Minnesota.

The Committee on Ethics in Government, appointed by you in September, 1957, herewith submits its report.

We have timed the completion and delivery of the report so as to have it follow the general election of November 4, and so as to put it into your hands early enough to have it published before the legislative session beginning in January, 1959.

The contents of the report and the recommendations of the committee were adopted unanimously.

Respectfully submitted,

THE COMMITTEE ON ETHICS IN GOVERNMENT

W. Gunther Plaut, Chairman.

St. Paul, Minnesota,
December 5, 1958.

SUMMARY OF COMMITTEE ACTIONS AND RECOMMENDATIONS

Conflicts of Interest

1. The Committee has drawn and adopted a Code of Public Service Ethics and Conflicts of Interest (given in full as Appendix I).
2. The Committee recommends that the legislature enact legislation based upon this Code, with appropriate sanctions, and that the legislature consider whether such legislation should not be made applicable, in whole or in part, to the local governments as well.
3. The Committee recommends that the Governor promulgate this Code to the heads of all state departments and agencies with such supplementary administrative regulations and sanctions as the needs of the various departments and agencies demand, and as is within the power of the Governor to do.
4. The Committee recommends that the legislature, in considering the problems of conflicts of interest, give serious thought to the passage of appropriate laws dealing with the activities of outside individuals and organizations who try to gain special advantages by the employment of legislators and public officials.

Campaign Finances and Methods

5. The Committee recommends that the present dollar limits on campaign expenditures by candidates for state office be repealed as unrealistic and deceptive; that no maximum dollar limits whatever be imposed; and that the law be changed to a basis of requiring full disclosure of all funds received and spent for and by each candidate and each party, including the candidate's personal funds and also any contributions in kind and the real value of such contributions.
6. The Committee recommends that the present law permitting the income taxpayer to deduct up to \$100 a year from total income before calculating the tax liability be increased, but that a ceiling on such deductible contributions be retained. The Committee recommends that the legislature memorialize, and the Governor recommend to the Congress of the United States to make such contributions allowable as credits against income.

7. The Committee approves and adopts a Code of Fair Campaign Practices (given in full in Appendix II), for widest use in Minnesota.
8. The Committee recommends that the legislature and the Governor approve the code in principle by an appropriate resolution, as the United States Congress recently approved a code of ethics for government service;

That the state political parties put themselves on record as strongly in favor of it, and that they call it to the attention of all candidates for public office and all campaign workers;

That newspapers and other media of communication throughout the state publish the code, call attention to it in every campaign, and report upon the treatment accorded to it by candidates and campaign workers;

That citizens' leagues and other good government organizations make it a part of their program of activities to see to it that all candidates receive, sign, and observe the pledge contained in the code.

Lobbying

9. The Committee recommends the enactment of legislation designed to require the disclosure of the activities and finances of legislative agents and of the related activities of their employers. The Committee did not draw a proposed law on this subject, but rather calls attention to and summarizes one act and two proposals (Wisconsin Act, proposed Federal Law, proposal by Governor Earl Warren) which it believes might guide the Minnesota Legislature in the formulation of such legislation (Appendix III).

REPORT

INTRODUCTION

Having accepted appointment to the Committee on Ethics in Government, we approached our work as citizens with a deep concern for ethical standards as they affect not only the current operations of our state government, but also the future strength and success of popular government in the United States as a whole. The background of our committee assured us of a not inconsiderable knowledge of government in general and of a wide range of contacts with, and experiences in actual government.

Early in our work we organized separate subcommittees of our own members to study three major groups of problems, namely, Legislative Ethics and Conflicts of Interest, Campaign Finances and Methods, and Lobbying. Later we set up also a subcommittee on the drafting of the committee's general report. The committee as a whole, and the three subcommittees on subject matter met many times over a period of twelve months. We had the benefit of valuable assistance in legal research provided for us by the Attorney General through two able and devoted members of his staff. Other than these two we had no research staff and no funds to employ any. Individually and through our subcommittees we inquired diligently into the laws and practices of Minnesota and several other states; examined reports emanating from committees and members of Congress and of various state legislatures; held hearings at which leaders in Minnesota politics and government presented their observations and ideas (See Appendix VI); and read a number of suggestions made by various citizen groups and students of American government. When the subcommittees had formulated their findings and recommendations, the members of the general committee read what they submitted, went over their reports and recommendations in open meetings, and then agreed on the substance of what the whole committee would report.

Thereafter the chairman of the drafting committee assembled all that had been agreed upon in one document, which the drafting committee then revised and presented to the general committee. Finally the whole committee considered this draft in detail, made further changes in it, and then voted to approve it as a whole. It is this document that is submitted herewith.

It should be noted that we at no time made an investigation of the activities of any state official or of any member of the legislature. We declined to consider suggestions that we pass judgment upon current campaign activities or upon any individual's

conduct in office or in gaining office, and we confined our studies to general problems and principles.

First of all we had to decide what aspects and parts of a very wide-ranging group of problems we should attempt to cover. Our decisions on this point were substantially as follows:

Since we were appointed to serve the State of Minnesota, we decided to limit our studies and recommendations primarily to the problems of the state government. Although we mention them at several points, we did not deal directly with the problems of the local governments in the counties, cities, villages, towns and school districts of Minnesota. We dare to hope, however, that some of the principles we state herein may have considerable application in local governmental affairs.

The state government itself is now a large organization that employs thousands of persons, expends tens of millions of dollars every year, and provides a wide range of public services. Ethical questions arise in some form in all its various activities. Realizing that we could not cover everything, and that present laws and practices provide Minnesota with a good merit system, substantially adequate standards of performance, and a generally high level of government, we decided to limit our studies to a few important problems of the state's government that have come in for public discussion and criticism in recent years.

Governor Freeman in appointing us recommended that we consider the twin problems of conflicts of interest and lobbying. (See Appendix V) We accepted these as important, but we felt that there were several closely related issues that we should consider. One of these is the field of campaign finances and campaign methods. There is a chain of connections between what candidates and political parties do in financing and conducting their campaigns, and what the elected officials and legislators do when they get into office. Pressure groups and lobbying organizations are interested in getting their candidates into office as a means of obtaining favorable legislation. Substantial campaign contributions to hard pressed candidates may be very important means of exercising improper influence.

We did not find it either possible or desirable, however, to cover all phases of campaigns and elections. A Legislative Interim Committee on Election Laws was already at work on a revision of the state's election laws, and it would obviously have to deal with many aspects of campaign financing and campaign methods, including corrupt practices. Not wishing to duplicate their work, we decided to restrict ourselves to reporting on the general problem of controlling and getting publicity for campaign financing,

and preparing a code of ethical and fair campaign practices, a code not intended for enactment into law, but to be submitted for voluntary acceptance and observance by candidates for state office and by political parties.

PART I. ETHICS IN GOVERNMENT—SOME BASIC PRINCIPLES

"A frequent recurrence to fundamentals" is nowhere more important than in the dynamic, swiftly growing and rapidly changing American society of which we all are members. It is all too easy in the rush of material and scientific progress that overwhelms us on every hand to forget the shore from which we started, the goal toward which we wish to move, and the necessary directions and conditions that we need to observe if our journey is not to end in disaster.

We are members of a society that is devoted to the principles of freedom, not license, for all men and women. We believe generally in the right of everyone to seek his own fulfillment and find his own happiness in any legitimate pursuit, whether in commerce or in culture, in science or religion, in any profession or vocation, that he chooses.

The freedom that we cherish includes of necessity the principle of equality of opportunity insofar as that can be provided by public education and other public services. But that is not all. Freedom and opportunity also imply the responsibility of every individual who is not hopelessly handicapped to make his own way in life, to provide for his own material needs and the economic security of himself and family.

All men are not made to be satisfied with these minimum achievements, however, and it is doubtful whether substantial progress in material things, in science, in culture, in matters of the spirit, could have been made if they had been so easily satisfied. Men desire distinction, wealth, political place and power, the feeling of having made outstanding achievements, as well as economic security. In short, their motives are many, complex, and often conflicting. If in a simpler society men were often puzzled over what was the right thing to do politically, in the complex society of today with its greatly increased governmental activities and its numerous opportunities for the advancement of one's personal interests, the difficulties of always making the right choice are much greater.

Partly because of these great complexities in modern society, and partly because many individuals are mistrustful that the ordi-

nary economic, political, and governmental processes will not adequately serve their own interests, or because they do not clearly distinguish their own from the public interest, many individuals proceed to promote their own advantage in ways that are not ethical but not forbidden by law, and too often in ways that the law expressly forbids.

It happens that the laws to protect private property and human life against violence, fraud, and deceit, and those against unfair practices in business, were historically among the first to be put into effect. Public prosecutors, courts, Better Business Bureaus, the Postal Inspectors, the Federal Trade Commission, and other agencies, both governmental and private, are continuously occupied in whole or in part with policing the boundaries of legitimate business in order to eliminate unethical practices.

The problem now is to formulate and enact similar laws and means of enforcement for the fields of politics, labor organization and activities, and other areas of activity in which the laws have not been adequately developed as yet. This committee is concerned only with certain problems of ethics in the politics and government of the State of Minnesota. The laws of Minnesota and of the nation contain many provisions against unethical practices in government as well as in business, but the laws are never complete and they sometimes become obsolete. Again, at times they are not effectively enforced. But the occurrence of these marginal unethical practices by those who are trying to gain power and material advantages constitutes no reason for condemning either the basic American belief in freedom and private initiative or the system of popular government that goes with it.

Material progress is certainly one of the important aims of American society. Government, science, education, the churches, and other cultural forces agree in approving this objective. Higher standards of living in housing, nutrition, health protection, and many other fields represent material things that are accepted as important goals. These material things need to be kept in their place, however, as means rather than ends in themselves. Unfortunately there are individuals and some groups who do not make this distinction. Instead of being willing to trust to ordinary political processes which often require them to forego or sacrifice material gains for ethical and spiritual ends, they permit themselves to sacrifice ethical standards in order to gain political power and material means. It is at this point and against these marginal transgressors that the community must arouse itself to action. It must protect itself against unethical conduct and reduce its baneful effects in government and in every line of endeavor.

Aside from the principle of human freedom mentioned above, what are the ethical standards for which American culture stands and for which people continue to struggle? In other words, by what standards do we venture to test the conduct of others even in cases where no positive law forbids their actions?

The fundamental standards are written large so that no one should fail to see them in the great documents of American history, in the nation's finest literature, in the beliefs and scriptures of its religious faiths.

Most plain to see, along with freedom, is the principle of human equality, the equal worth and value and rights of every man, woman and child, without regard to national origin, race, color, or creed. The Declaration of Independence contains the famous utterance that "all men are created equal," the proposition to which President Lincoln rededicated the nation in his Gettysburg Address. The Constitution of the United States contains a number of clauses that support and buttress this principle, and not one phrase that justifies the giving of special favors or a preferred position to any class of people, any section of the nation's area, or any family or individual. Such phrases as "equal protection of the laws," "no religious test," "neither slavery nor involuntary servitude" help to round out the fulness of this all-pervasive doctrine of equality. The Emancipation Proclamation, many acts of Congress, and decisions of the Supreme Court also develop and underscore various specific applications of the principle.

Minnesota's state constitution and laws are in full agreement with this basic principle. Even before the Civil War, Minnesota took its stand for human freedom and equality in its constitution of 1857 under which the state was admitted to the Union just one century ago. It declared that "Government is instituted for the security, benefit and protection of the people, in whom all political power is inherent," and that "No member of this state shall be disfranchised, or deprived of any of the rights or privileges secured to any citizen thereof, unless by the law of the land, or the judgment of his peers. There shall be neither slavery nor involuntary servitude in the state otherwise than in the punishment of crime, whereof the party shall have been duly convicted." The constitution further forbade laws that would give any preference to one religion over another, and prohibited religious tests and property tests for either voting or officeholding. Further to assure equality through the electoral and legislative processes, the constitution provided that "The representation in both houses [of the legislature] shall be apportioned equally throughout the different

sections of the state, in proportion to the population thereof, exclusive of Indians not taxable under the provisions of law."

All the provisions of the national and state constitutions referred to above are still parts of those respective documents. Taken as a whole, along with certain collateral provisions, they point to a determination to treat all the people as equal one to another, without any special favors or privileges to any race, class, religious group, or section of the state or nation. They bear witness to a great decision of the people, in both the nation and the state, that their governments, in the words of Lincoln, should be governments "of the people, by the people, for the people."

Even this basic principle of equality has hidden foundation stones that lie deeper still. One is the belief in the supreme worth and dignity of every human being, over and above every material distinction and consideration. Every human being has one life and only one life to lead, the meekest and humblest with the proudest, the poorest with the most affluent. The ultimate test of every human action, in government as in every other walk of life, is whether it makes for better men and women and children. And human life is not merely a material or physical thing, but a thing primarily of the spirit, whose values and welfare must be measured ultimately in moral or ethical terms and in the individual and communal self-respect that come with excellence in the moral life.

Another of the hidden foundation stones of the insistence upon human equality is the recognition of the brotherhood of all men. Acting upon the view that all men are brothers, people not only wish to lead moral lives and to refrain from injuring others; they are also motivated to reach out to give help wherever they can. Whoever does not have such feelings towards his brothers, his fellowmen, whoever is not willing to protect the equal rights of others, falls short in ethical stature even if he consciously refrains from injuring them.

These basic principles—human freedom and equality, the dignity and the brotherhood of men—may seem to some people rather remote from the practical problems that confronted this committee, but we submit that they are not. The committee insists that the principles of ethics and morality lie deep in the human conscience and spirit. Unless our outward conduct can pass the test of these deeper meanings of life and of the best American standards of right and justice, we may well feel uneasy about the way that we are going.

To bring the fundamental principles of all human values

still closer to the practical problems of government, let us look at a few other principles of a more instrumental and immediately practical character. These, too, are principles of conduct and of ethics, but their effect is primarily to assure the operation and perpetuation of the more fundamental rules.

One is the principle of equality of representation in the legislature.

The Committee did not find questions and problems in this area to be within the scope of its study and therefore makes no recommendations concerning reapportionment.

A second principle of action designed to help to assure more fundamental rights is that of *free and honest elections*, with the associated rights of freedom of candidature and freedom of citizens to organize and operate their own political parties. These closely related rights have been rather well protected in Minnesota up to now. The legislative interim committee that is now engaged in studying Minnesota's election laws is covering this area and we have not made any special study of the subject.

A third principle of this nature is what is called *constitutionalism*. Briefly stated this means governing in accordance with the constitution and not in violation of it. Under the Constitution of the United States every officer of the national government, legislative, executive, and judicial, and every officer of state and local governments as well, is required to take an oath to support the federal constitution. In addition every state and local officer in Minnesota is required to swear to support the state constitution. These oaths of office are not mere empty gestures. They impose moral as well as legal obligations on every officer to govern in accordance with the constitutional rules. To be sure, these oaths are sometimes violated. Men can object that they do not like some provisions of the constitution, but that fact in no way justifies a violation of the oath of office and of the constitution itself. If constitutional government is to be maintained, the only justifiable course of action is first to obey the constitution even if it hurts, and then to seek amendments by the methods the constitutions themselves provide.

A fourth principle to help keep government honest and constitutional is expressed in the saying that *a public office is a public trust*. That is to say, it is a trust accepted by the official on behalf of all the people. For every office, national, state, and local, the appropriate constitutions and laws provide lists of duties to be performed on behalf of the people, as well as certain emoluments for the officer, which are supposed to be his

compensation in full for his public official services. *No one is required to hold public office as a legislator or in the executive or judicial branch.* There are almost unlimited opportunities for employment and self-fulfillment in the many private walks of life. *He who seeks public office or employment must accept the conditions and make the sacrifices that are called for in that status.* The principle is that he should be satisfied to perform the duties of his office for the legally authorized emoluments and that he should not under any circumstances use the facilities, the powers, or the prestige of his office for additional private gain or for other advantage.

This principle is the same for all public offices but certain real difficulties arise where the official remuneration is obviously not for full time service and the officer finds it necessary to carry on a private business or profession in addition. Legislators in Minnesota are in the position just described. There are many lawyers who are members of the legislature, and a considerable number of them find this problem to be especially pressing because their work as legislators inevitably overlaps to some extent upon their private law practice. Clearly this problem of conflicts of interest is largely one that concerns lawyers in the legislature, but they do not stand alone. Non-lawyer legislators are also employed by trade associations, labor unions, and other special groups. Such employment may create situations of conflict of interest.

Legislators in Minnesota, as in all other states and in the national government, have long pondered these problems of conflicts of interest, not only as they affect themselves but also as they affect executive, administrative, and judicial officers. They have enacted considerable legislation to define what is and what is not permissible for public officers to do. Such legislation is never complete, never perfectly clear, and it is always getting out of date as conditions change. There are also many judicial decisions, attorney general's opinions, and other such attempts at clarification of official duties and official proprieties. With all these aids and guides to proper conduct there are still many marginal problems upon which no law exists. In such cases the officials must fall back upon their own codes of ethics and sense of the proprieties. These matters will come up again in the pages that follow. One of the most difficult questions is what should go into law and what should be left to codes of ethics.

Against the background provided by these brief remarks on some of the principles and problems of ethics in government generally, we now consider the topics that occupied most of the attention of the committee. On each of these topics we benefited

from the special studies of a subcommittee. In each case also the subcommittee's report, as revised by the whole committee, provides the major part of the text of the full committee's report.

PART II. PUBLIC SERVICE ETHICS and CONFLICTS OF INTEREST

The subcommittee that contributed most of the substantive material to this chapter was called the Subcommittee on Legislative Ethics and Conflicts of Interest. The broader title used above for this chapter is intended to indicate that there are ethical problems and conflicts of interest in all three branches of the state's service, although the special problems that arise in the judicial branch will not be discussed herein. In the two branches that will be considered the principles of ethical conduct are the same, but the specific problems and the applications thereto of the principles are not the same in the legislature as they are in the executive and administrative branches.

A conflict of interests, as the term is used in this report, exists whenever a legislator or other public official has placed himself in a position where, for some advantage gained or to be gained for himself, he finds it difficult if not impossible to devote himself with complete energy, loyalty, and singleness of purpose to the general public interest. The advantage that he seeks is something over and above the salary, the experience, the chance to serve the people, and the public esteem that he gains from public office. The advantage he seeks may be in the form of money. The extreme case of this is his acceptance of a bribe to vote or act in a certain way on a certain measure on which he must act, but there are more subtle approaches such as substantial payments into his campaign funds, or an ostensible retainer paid to a lawyer-legislator by some private interest when it is implied he will not be called upon to give legal services commensurate with such retainer. Other advantages to the official that are not directly in the form of money are free vacations, travel, entertainment and gifts of valuable things. Also, if a candidate for office were to make a blank-check pledge in advance to support any future program of an organization, in return for financial support or expected votes at the polls, this might give him a certain advantage in the election but it would surely make it hard for him thereafter to serve the whole public with complete devotion. He would be faced with a real conflict of interests.

We do not consider it unethical for a candidate to agree publicly to support the published platform of a political party, or

to work for the welfare of such extensive groups as agriculture, labor, business, the public schools, the aged, the taxpayers, or any other legitimate group or interest in the community. On the basis of such public statements of his position the voters can make up their minds whether to vote for him or not. We do, however, consider it distinctly unethical for a candidate to make any pledge of support in secret or for any consideration to any special interest group, or to pledge himself in effect to any special interest to vote or act in public office as the representatives of that interest may request. *It is one thing to pledge publicly to support an already formulated and published platform of a group, and quite another to barter away secretly in advance his independence of decision on public issues that may come before him for action.*

The voters are entitled to know where a man stands on the major public issues with which his office will be concerned before they cast their votes in the election, and each elected or appointed official is supposed to go into office free and untrammelled to serve the entire people with all his energy and ability, and with an unselfish devotion beyond that which is expected in some other walks of life. The ethical demands of public service set considerably higher and more positive standards of conduct.

In the committee we were not concerned with arguments which would attempt to prove that certain kinds of commitments to, retainers from, and relations with special private interests would not compromise the ethical position of a legislator or other public official. Above all we were not lured into the attempt to decide on the basis of charges made in recent political campaigns whether certain legislators, public officials, and candidates for office, had not been guilty of serious deviations from a sound code of public ethics.

The question is not whether in fact a legislator or public official laboring under the handicap of a conflict of interests in performing his duties has actually voted or acted differently from what he would have done without having so compromised himself. *The real question is whether he has not put himself in a position where public doubts may arise as to his loyalty to the public service and even as to his integrity and the integrity of others in the public service.* Having accepted or even sought special advantages and emoluments for himself from special groups, with the understanding that he will work for the special interests of those groups, has he not in fact helped to cast doubt upon the integrity of the entire government and upon the very

system of government of the people, for the people, and by the people? Guided by the principles noted above, the Committee

- (1) HAS DRAWN AND ADOPTED A CODE OF PUBLIC SERVICE ETHICS AND CONFLICTS OF INTEREST (which Code is given in full as Appendix I);
- (2) RECOMMENDS THAT THE LEGISLATURE ENACT LEGISLATION BASED UPON THIS CODE, WITH APPROPRIATE SANCTIONS, AND THAT THE LEGISLATURE CONSIDER WHETHER SUCH LEGISLATION SHOULD NOT BE MADE APPLICABLE, IN WHOLE OR IN PART, TO THE LOCAL GOVERNMENTS AS WELL;
- (3) RECOMMENDS THAT THE GOVERNOR PROMULGATE THIS CODE TO THE HEADS OF ALL STATE DEPARTMENTS AND AGENCIES WITH SUCH SUPPLEMENTARY ADMINISTRATIVE REGULATIONS AND SANCTIONS AS THE NEEDS OF THE VARIOUS DEPARTMENTS AND AGENCIES DEMAND, AND AS IS WITHIN THE POWER OF THE GOVERNOR TO DO.

In the background of all the committee's discussions and proposals lie a great many American experiences with the problem of conflicts of interest in public life, and numerous able writings and wise utterances on the subject. Some of the ablest statesmen and scholars have contributed to the discussion, and it is interesting to note how close is the agreement on the issues of public ethics among practically all the great leaders of American thought from the establishment of the Constitution to the present. Recently there has developed a nationwide concern over the problem of the conflicts of interest in the public services. Many studies and reports have been made on the subject. Our recommendations for Minnesota follow the general lines of other proposals, but they are not a mere copy of any other document.

The Code we have adopted and are recommending for legislative and administrative adoption is based on a thorough analysis of the principles set forth in laws, judicial decisions, Bar Association Codes of Ethics, and other materials dealing with conflicts of interest in national and state governments generally. This is a fundamental document for legislators which has been appended to this report (Appendix IV).

It should be noticed that our code deals entirely with persons in the public service and not with those individuals or organizations who try to gain advantages for themselves by the employment of legislators and public officials to look out for their special interests.

(4) THE COMMITTEE RECOMMENDS THAT THE LEGISLATURE GIVE SERIOUS THOUGHT TO THIS PROBLEM AND TO THE PASSAGE OF AN APPROPRIATE LAW, WHEN PREPARING ITS LEGISLATION ON CONFLICTS OF INTEREST.

Assuming the passage of legislation in substantial accord with the proposals herein made, there remains the difficult problem of securing compliance with it. We do not think that there is any one simple way of bringing about the desired results. A variety of methods and approaches will probably be needed. Enforcement by criminal process and punishment should be the very last resort but it should be available.

For officers and employees in executive offices and in the administrative departments and agencies, while criminal prosecution should be available as a final resort, much more could probably be done under legislation and administrative regulations to make sure of the careful selection of personnel of integrity under the merit system, as well as for non-civil service positions. The administrative departments will wish to consider regulations for the discipline and removal of such officers and employees as fail to measure up to the best standards.

In-service training should also be aimed in large part at promoting employee morale at high ethical levels. An agency with a high sense of devotion to the public service and an ingrained habit of rectitude should have very few difficulties about compliance.

It is important, however, that the general public and various professional and business associations, churches and civic groups of all kinds, farm and labor groups, should play important parts in giving support to the raising and maintaining of high ethical standards in the public service. Business in general does not benefit by having some branches of business placed in a preferred position to influence legislative and administrative action.

The Minnesota Bar Association is in an especially strong position to influence public opinion and legislative action on the important subject of the ethical conduct of members of the Bar in the legislature and in state administrative positions. Newspapers in particular, and other media of mass publicity, have a great opportunity to promote a public demand for complete integrity in the public services. Cooperating with the schools, the colleges and the University, organizations and media such as we have mentioned can all be worthy participants in the continuous education of the people in the benefits and responsibilities of good citizenship. Minnesota already has good standards in general. The prob-

lem now is to raise them to even higher levels and to keep them on the upgrade. Problems of enforcement decline in importance as rectitude in public office becomes more general and more secure. But always alertness to evils which may develop will remain necessary.

PART III. CAMPAIGN FINANCES AND METHODS

The ethical problems in this field are many, varied, and difficult. They fall generally into two broad classes with some overlapping at the edges.

A. Campaign Finances:

No one knows or ever will know exactly how much money is spent in political campaigns and elections, but the amounts have truly become staggering. It has been estimated that the campaigns of the two major parties for the Presidency and Congress in 1956 cost over \$200 million. This is well over \$1 per capita for the whole population. With the steady enlargement of the electorate, the inflation in costs that has been going on in all lines of endeavor, the multiplication of expensive media of communication such as radio and television, the continued need for newspapers, billboards, handbills and other forms of the printed word, the rising costs of travel, telephoning, campaign headquarters, and other ways of getting the message to the voters, the costs are bound to continue to rise.

State campaigns are not nearly as expensive, of course, but their costs still run into large figures and unavoidably so. For either major party to elect a governor and the rest of the state list of officers, costs a good deal of money—and the losing party may spend as much or even more. It used to be said that the party with the largest purse bought the elections, but we think this is no longer so. We consider the campaigns and elections as very important means of stimulating the electorate and of educating the voters on the issues. The amounts expended by both parties and all candidates and their supporters on a biennial statewide campaign, large as those amounts are, are by comparison but a very small percentage of the amount of the biennial state budget. Whatever is spent for truly informative and educational purposes is not, in our judgment, money wasted or misused. *An informed electorate is essential to the successful operation of popular government.*

It is the opinion of the Committee, therefore, that the present limitations on campaign spending, as stated in the Minnesota Corrupt Practices Act, are highly unrealistic. The present

dollar limits set forth in Section 211.16 (\$7,000 for the governor, \$3,500 other state officers) would not allow enough money for a one hour statewide radio and television coverage at a desirable time. Since it is an advantage to the state to have the voters hear and see the candidates, and since radio and television now make possible a much wider audience, we think it is a matter of good public policy not to impose such unrealistic limits on expenditures for state candidates. Any specific dollar limitation would be very hard to justify, and would probably soon be out of date.

- (5) WE RECOMMEND, THEREFORE, THAT THE PRESENT LIMITATIONS BE REPEALED, THAT NO MAXIMUM DOLLAR LIMITATIONS WHATEVER BE IMPOSED, AND THAT THE LAW BE CHANGED IN THE DIRECTION OF MAKING THE OBJECTIVE A FULL DISCLOSURE OF ALL FUNDS RECEIVED AND SPENT FOR AND BY EACH CANDIDATE AND EACH PARTY, INCLUDING THE CANDIDATE'S PERSONAL FUNDS AND ALSO ANY CONTRIBUTIONS IN KIND AND THE REAL VALUE OF SUCH CONTRIBUTIONS.

No one is really being deceived by present practices, but neither is anyone able to state how much money has been spent in any state campaign for either major party or for any candidate for state office—nor from what sources the money and the contributions in kind were received. This is important information that the public is entitled to have, and that it needs for intelligent voting.

In short, what we recommend is a different approach to the control of campaign expenditures. Partly because present limitations are so unrealistic we fear that many worthy candidates may have been forced to resort to various subterfuges to raise funds and get campaign help without directly violating the law. The setting up of various "volunteer committees" and committees of "independents" for various candidates illustrate this point. Another subterfuge is to have some organization or individual not raise money but make a substantial contribution in kind, such as paying for billboard space or advertisements in newspapers. Thus the expenditures pass through many channels—the candidate himself, his party, his volunteer committees, and other organizations and individuals who seem to act independently. Hence the funds need not all be reported as expenditures of the candidate although actually they are spent for his benefit.

We have given serious consideration to the drafting of such a law and to the problem of getting it enforced. We call attention especially to a recent statute of the state of Florida which requires each candidate for state office to appoint a treasurer who is

required to receive, handle and report all money that is raised and spent for the candidate in any way. This law has already been tried and the initial reports on it suggest that it is working well.

We believe that to be effective in Minnesota such a law should designate some state officer who is experienced in financial audits and investigations, such as the public examiner, to carry out its provisions, and should give him the power, the duty, and the necessary personnel and funds to compile and publish a complete accounting of campaign funds raised and expended, and the sources from which they came. The present indifference to such matters, and the semi-concealment that results, reveal a lack of candor that is not good for the political moral tone of the state.

Our position is that campaigns are necessary and that they can do a great deal of public good, but that they are unavoidably expensive. It is because campaign funds are raised and spent more or less secretly that the suspicion arises of unethical conduct and of the use of campaign contributions for bringing improper pressure to bear on candidates. If new laws calling for full disclosure were to have the effect of eliminating some campaign contributions of dubious honesty and purpose, that might have a wholesome effect on political morals.

The Committee believes also that efforts should be made to discover ways of bringing about widespread voluntary public support among people of ordinary or average incomes for the campaign finances of the major parties and their candidates for state office. A broader support base, bringing thousands and ultimately tens or even hundreds of thousands of small contributions to the major parties would, we believe, be highly desirable. The major political parties perform essential public services in informing and mobilizing voters in the performance of their roles in maintaining popular government, and they are therefore entitled to general public support. They should not be forced to rely so heavily upon large contributions from special interests.

Both in the subcommittee and in the general committee we have considered an oft-mentioned suggestion that was made fifty years ago by President Theodore Roosevelt that the national government finance each major party to the extent of twenty cents per voter in presidential election years and fifteen cents per voter in the "off-year" elections. Neither the national government nor any state has taken up this suggestion, and we think it is quite unrealistic. In a state like Minnesota, which nominates its candidates for state office by a fairly wide open primary, with party endorsement of one preferred candidate for each office, it would

be quite unfair and illogical to use any tax-raised funds to help nominate the party-endorsed candidates or, in fact, any others. Considering the general election alone, it is clear that to give tax support to the two major parties is in effect to make them agents of the government, to help "freeze" them into fairly static organizations by subsidies, to discourage the rise of new parties, and to penalize minor parties. The committee believes, therefore, than any attempt at direct tax support for parties and candidates is unwise.

We do believe, however, that Minnesota has made a sensible move in permitting the payers of state income taxes to subtract campaign contributions up to \$100 a year from their total incomes before calculating their tax liability. This gives some public encouragement to people of moderate means as well as to the more affluent to make modest campaign contributions, and may have some effect in getting more people interested in their political parties.

- (6) WE RECOMMEND THAT THE \$100 CEILING ON SUCH CONTRIBUTIONS BE RAISED, BUT THAT A DEFINITE CEILING ON SUCH DEDUCTIBLE CONTRIBUTIONS BE KEPT;

THAT THE LEGISLATURE MEMORIALIZE AND THE GOVERNOR RECOMMEND TO THE CONGRESS OF THE UNITED STATES TO MAKE SUCH CONTRIBUTIONS ALLOWABLE AS CREDITS AGAINST INCOME.

In connection with the problems of conflicts of interest and campaign finances, it has been pointed out by some persons that legislative elections, which are not conducted on a party basis because legislators are elected without party designation, are especially susceptible to special interest influence. Since political parties are not made publicly responsible for the recruitment, nomination and election of legislative candidates, political interest groups and their lobbyists have found it relatively easy to move in on legislative races by recruiting and financing the campaigns of amenable candidates who would follow their guidance, a practice which is hardly conducive to the selection of legislators who will be free of any conflict of interest.

Since the problems involved in the election of legislators without party designation impinge only marginally on the issues before the Committee, we did not discuss them.

In enacting new legislation on the subject of campaign expenses it will be important, however, for the legislature to consider the role and responsibility of the political parties and their

treasurers and finance committees for keeping records and making reports on moneys received and expended.

B. Campaign Methods:

Our subcommittee in this field made an intensive study of the present Minnesota Corrupt Practices Act. Its general conclusion was that the act has a commendable and necessary purpose but that its provisions are now in great part outmoded. It pointed out that, while other parts of the act are not above criticism, Parts II and VI—Part II dealing with "Authorized Expenditures by Candidates' Committee; Limitations on Same; Solicitation", and Part VI dealing with Campaign Committee; Filing of Financial Statements by Candidates and Committees"—are in need of immediate revision to bring them into line with the realistic demands of modern political activity.

The subcommittee did not list all the provisions of the act that seem inadequate, nor did it try to enumerate and give examples of the many types of unethical, uncharitable, and sensational tactics that crop up in political campaigns and that apparently are not reached by, or are very rarely punished under the law. *The subcommittee discussed such practices as dishonest campaign promises, stooge filings, unsigned "letters to the editor," deceptive and misleading "sample ballots," smears, personal attacks, emotional appeals, and vandalism resulting in the destruction of placards and campaign literature.* Its conclusion was that many such unethical tactics cannot even be adequately catalogued, and certainly not be effectively restrained by legislation. It did not exclude the possibility that some practices could be adequately defined and punished by law, but it did not attempt to list these types.

Since the present Interim Legislative Committee on Election Laws is making a detailed study of the Corrupt Practices Act, we do not make any recommendations on this subject.

The Committee gives its wholehearted support to the movement now going forward in Minnesota and other states to formulate codes of fair campaign practices. Such a code, drawn up and endorsed by the National Committee on Fair Campaign Practices, which has been widely accepted in New York and is sometimes called the New York Code, has the approval of this committee, with only minor changes.

- (7) THE COMMITTEE APPROVES AND ADOPTS THIS CODE (which is listed as Appendix II) FOR WIDEST USE IN MINNESOTA.

This code is not in legislative form, nor is it intended for

enactment into law. Instead it is drawn up in the form of a pledge to be made and signed by every candidate for public office. The enforcement, if any, will have to be by public opinion and by the actions of voters in rejecting any candidate who refuses to sign the pledge or who signs it and then clearly violates it.

The implementation of such a code calls for the united efforts of many organizations and agencies, both public and private.

- (8) WE RECOMMEND THAT THE LEGISLATURE AND THE GOVERNOR APPROVE THE CODE IN PRINCIPLE BY AN APPROPRIATE RESOLUTION, AS THE UNITED STATES CONGRESS RECENTLY APPROVED A CODE OF ETHICS FOR GOVERNMENT SERVICE;

THAT THE STATE POLITICAL PARTIES PUT THEMSELVES ON RECORD AS STRONGLY IN FAVOR OF IT, AND THAT THEY CALL IT TO THE ATTENTION OF ALL CANDIDATES FOR PUBLIC OFFICE AND ALL CAMPAIGN WORKERS;

THAT NEWSPAPERS AND OTHER MEDIA OF COMMUNICATION THROUGHOUT THE STATE PUBLISH THE CODE, CALL ATTENTION TO IT IN EVERY CAMPAIGN, AND REPORT UPON THE TREATMENT ACCORDED TO IT BY CANDIDATES AND CAMPAIGN WORKERS;

THAT CITIZENS' LEAGUES AND OTHER GOOD GOVERNMENT ORGANIZATIONS MAKE IT A PART OF THEIR PROGRAM OF ACTIVITIES TO SEE TO IT THAT ALL CANDIDATES RECEIVE, SIGN, AND OBSERVE THE PLEDGE CONTAINED IN THE CODE.

It would be easy to ridicule the idea of a purely voluntary code and pledge having any influence on actual campaign practices. The Committee takes a different position. *No one can be sure that such a pledge will not have a good effect until it has been carefully and systematically tried.* Minnesota might be just the state to raise the standards of political campaign methods by a united and sustained public effort. Many statewide as well as local organizations might find their participation in such an effort most rewarding. The proposed code is certainly worthy of such a thorough trial.

The Committee believes that any code of fair campaign practices is as applicable to local campaigns and elections as it is to state and national. The moral principle of fairness in campaigning is not limited to any level or class of governments.

PART IV. LOBBYING

The practice of lobbying to bring about the passage or the defeat of legislative proposals, national, state, and local, and in some cases also to influence the actions of administrative bodies, has long been a concern of the students and practitioners of government in the United States. In no country has there been such an extensive organization of interest groups in all lines of endeavor as there has been here, and in none are there so many paid lobbyists, legislative agents, public relations consultants and other specialists in influencing public action. The dangers of the use of improper influences, from the crudest sort of bribery through a long list of more subtle and insidious inducements, are not mere figments of the imagination. Many instances of improper actions have been proved in judicial and legislative investigations.

The subcommittee appointed to study this field made a thorough study of the conclusions reached by other investigators and of the legislation on the books of the national and state governments. It found that Congress and thirty-eight state legislatures have enacted lobby control legislation. This means that Minnesota is one of only ten states (now eleven since the admission of Alaska) that do not have laws on this subject.

For reasons that are more fully stated below, the Committee believes that a law is needed in Minnesota to govern the activities of political interest groups and their legislative agents. Such a law will assure that the legislative activities of these groups will be a matter of public knowledge. Public opinion will be served by the publicity that flows from the requirements of such a law. The ultimate safeguard in a democracy is an informed public.

- (9) THE COMMITTEE THEREFORE RECOMMENDS THE ENACTMENT OF LEGISLATION DESIGNED TO REQUIRE THE DISCLOSURE OF THE ACTIVITIES AND FINANCES OF LEGISLATIVE AGENTS AND OF THE RELATED ACTIVITIES OF THEIR EMPLOYERS. THE COMMITTEE DID NOT DRAW A PROPOSED LAW ON THIS SUBJECT, BUT RATHER CALLS ATTENTION TO AND SUMMARIZES ONE ACT AND TWO PROPOSALS (Wisconsin Act, proposed Federal Law, Proposal by Governor Earl Warren) WHICH IT BELIEVES MIGHT GUIDE THE MINNESOTA LEGISLATURE IN THE FORMULATION OF SUCH LEGISLATION (APPENDIX III).

We believe that not only will the general public interest benefit from such legislation but that the interest groups that employ legislative agents will also benefit from the increased

public understanding and confidence that such disclosure will assure. The prohibition of certain pernicious practices designed to influence legislation should also prove generally beneficial.

Despite the bad connotation that is usually connected with the words "lobbyist" and "pressure group," the courts, political scientists and other students of government are in general agreement that the act of organizing a group for the purpose of seeking to influence the government is a right guaranteed to every citizen by the First Amendment to the Constitution of the United States, which assures "the right of the people peaceably to assemble, and to petition the government for a redress of grievances."

Most students of government and men engaged in government therefore agree that the organized groups that seek to influence governmental processes and that employ agents to appear for them before legislative and other governmental agencies are exercising a fundamental right. Without this type of representation, government officials would find it very difficult if not impossible to ascertain the views of the segments of the public that will be affected by the decisions they are called upon to make. Group representation and participation in the legislative process in our country today at every level of government are as essential a part of the democratic process as are elections, political parties and the freedom of speech and press.

The legislative agent, or "lobbyist," therefore performs a legitimate and indispensable function for those he serves. Not all members of a group can find it possible to be present and testify at legislative hearings, nor would it be physically possible for all members of most groups to appear at the seat of government at one time or over a reasonable period of time to present their views on public policy matters. The members of a group, however, through participation in group meetings, committees and other activities, develop policy views which they adopt and seek to persuade the public to adopt through the legislative process. Since it is the role of the legislative agent of the group to present these policy proposals to the public and to the legislature, his duty is to seek to persuade legislators and other officials and the public itself that the policy goals of his group are necessary and desirable.

So long as the legislative agent's attempts to persuade are based on reliable information, a fair presentation of the facts, and appeals to reason, he is performing a valuable educational service for the legislators and the public. The communication of knowledge about public issues that results from the competition of political interest groups and their agents in the marketplace of public

opinion and in the legislature serves to provide much of the substantive knowledge that goes into the making of public policy.

It is when the legislative agent seeks to use other means than appeals to reason to influence legislative decisions that his activities become subversive of our democratic way of life, and of our governmental processes. To the extent that the activities of legislative agents and the groups they represent depart from appeals to reason and seek to use other means to accomplish their policy goals, the public interest necessarily suffers. Legislation to prevent such departures is justified, we believe, in the public interest, even though such legislation may inconvenience those who are made subject to it.

The legislation that has been adopted in over three-fourths of the states and by the United States Congress is intended mainly to assure the public disclosure of the facts surrounding the activities of legislative agents who are compensated for seeking to influence legislation, and the related activities of their employers. Certain practices that are subversive of our governmental processes are also prohibited by such laws. *It is not intended that such laws prohibit or restrict anyone from appearing before the legislature in support of, or in opposition to any legislation.*

It should be said that it is the conviction of the members of this committee that the overwhelming majority of legislative agents and political interest groups in Minnesota are honest and forthright in their activities. We regret that they may be inconvenienced by any legislation that may be adopted, but, as is often the case, *the rules must be made for all in order to regulate and control the few who flout decency rather than for the many who conform to decency and the law.*

In all the thirty-eight states that regulate the activities of legislative counsel, registration and reporting are relied on to secure the disclosure of their activities. Enforcement is accomplished either through criminal sanctions or denial of the right to continue as lobbyists. Registration is with either the Secretary of State or an officer of the legislature.

Studies reveal that a major weakness in the several state acts is the absence of an agency with sufficient facilities, powers, or personnel properly to administer the act or to publicize the information obtained. Since disclosure is considered the important element in eliminating the undesirable aspects of lobbying, it is obvious that the mere registration and filing of information without provision for analyzing and publishing the data do not achieve the purposes of the acts.

In most cases the states limit the applicability of their laws

to lobbying that involves some direct pecuniary interest on the part of the lobbyist and his organization in proposed or pending legislation. There is a rather uniform recognition that constitutional limitations do not permit states to require prior licensing or registration of those seeking to exercise their right, as citizens, to be heard for the purpose of influencing legislation. Kentucky and Wisconsin have tested the constitutionality of their statutes, and the laws have been upheld.

APPENDICES

APPENDIX I.

A CODE OF ETHICS DEALING WITH PUBLIC SERVICE AND CONFLICTS OF INTEREST

Recommended for Adoption by the Legislature of the State of Minnesota, by the Governor's Committee on Ethics in Government.

Declaration of Intent:

It is declared that high moral and ethical standards among the public servants are essential to the conduct of free government; that a code of ethics for the guidance of public officers and employees is necessary in order to eliminate conflicts of interest in public office, improve standards of public service, and promote and strengthen the faith and confidence of the people of Minnesota in their government.

Section 1. Definitions:

(a) State agency—means any state board, commission, bureau, department, division, or tribunal other than a court.

(b) Legislative employee—means any officer or employee of the legislature other than members thereof.

(c) Personal and private interest—means any interest which pertains to a person, firm, corporation or association whereby such person, firm, corporation or association would gain a special benefit or advantage as distinguished from a general or public benefit or advantage.

(d) Confidential information—means such information as is declared confidential by other specific statutes.

Section 2. No officer, employee of a state agency, member of the legislature, legislative employee or other public official should have any interest, financial or otherwise, direct or indirect, or should engage in any business or transaction or professional activity, or should incur any obligation of any nature, which is in conflict with the proper discharge of his duties in the public interest.

Section 3. Standards of conduct—No officer or employee of a state agency, legislator or legislative employee or other public officer should use his position to secure special privileges or exemptions for himself or others.

(a) No legislator or legislative employee should directly or indirectly receive or agree to receive any compensation, gift, reward or gratuity from any source except the state of Minnesota

for any matter connected with or related to the legislative process unless otherwise provided for by law.

(b) No officer or employee of a state agency, or other public officer should directly or indirectly receive or agree to receive any compensation, gift, reward or gratuity from any source except the state of Minnesota, its political subdivisions, or employing municipal government, for any matter connected with or related to his services as such an officer or employee unless otherwise provided for by law.

(c) A member of the legislature who has a personal or private interest as defined herein, in any measure or bill proposed or pending before the legislature, or who is a paid representative of any person, firm, corporation or association having such interest, should disclose such interest to the legislative assembly or committee of which he is a member, and such disclosure shall be recorded in the journal or minutes of such committee.

(d) No member of the legislature, officer or employee of any department or agency of the state of Minnesota should act as an agent or attorney for the prosecution of any claim against the state of Minnesota, nor should he aid or assist in the prosecution or support of any such claim otherwise than in the proper discharge of his official duties, nor receive any gratuity or any share of or interest in any such claim.

(e) No person who has served as an officer or employee of a state agency should, within a period of two years after the termination of such service or employment, appear before such agency or receive compensation for any services rendered on behalf of any person, firm, corporation or association in relation to any case, proceeding or application with respect to which such person was directly concerned and in which he personally participated during the period of his service or employment.

(f) No officer or employee of a state agency, legislator, legislative employee or public official should accept employment or engage in any business or professional activity which he might reasonably expect would require or induce him to disclose confidential information acquired by him by reason of his official position.

(g) No officer or employee of a state agency, legislator, legislative employee or public official should disclose confidential information gained by reason of his official position nor should he otherwise use such information for his personal gain or benefit.

(h) No officer or employee of a state agency should transact any business in his official capacity with any business entity

of which he is an officer, agent, employee or member, or in which he owns an interest.

(i) No legislator should accept any employment or retainer for appearances before any state board or agency. Inquiry for information on behalf of a constituent may with propriety be made, but no fee, gift or favor should be accepted therefor, either directly or indirectly.

(j) The head of each state agency should publish for the guidance of its officers and employees a code of public service ethics appropriate to the specific needs of each such agency.

(k) No officer or employee of a state agency nor any firm, corporation, or association, or other business entity in which such officer or employee of a state agency is a member, agent, officer, or employee, or in which he owns a controlling interest, or any interest acquired after the acceptance of state employment, should sell goods or services to any person, firm, corporation, or association which is licensed by or regulated in any manner by the state agency in which such officer or employee serves.

Section 4. (a) Each legislator or legislative employee, agency officer and such employees thereof as the agency head may by regulation provide, who is an officer, agent, member of, attorney for, or who owns an interest in any firm, corporation, association or other business entity which is subject to state regulation should file a sworn statement with the secretary of state disclosing the nature and extent of his relationship or interest, said statement to be kept in confidence and to be disclosed only to members of the legislature or any legislative committee which may be organized for the purpose of ascertaining a breach of this code, and the same also to be disclosed to any other authority having the power of removal of any public official or servant.

(b) Each elective or appointive officer of the state of Minnesota, or any department or agency thereof, except members of the legislature, shall file annually with the secretary of state a report containing a full and complete statement of the amount and source of each item of income, each item of reimbursement for any expenditure, and each gift (other than gifts received from members of his family), received by him during the preceding calendar year which exceeds \$100 in amount or value; including any fee or honorarium received by such officer, including also the monetary value of any subsistence, travel and other facilities received for or in connection with the preparation or delivery of any speech or address, attendance at any convention or other assembly of individuals, or the preparation of any article or other composition for publication.

Section 5. This code should be construed liberally to effectuate its purposes and policy as set forth in the "Declaration of Intent", and to supplement such existing laws as may relate to the same subject.

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APPENDIX II.

CODE OF FAIR CAMPAIGN PRACTICES*

There are basic principles of decency, honesty and fair play which every candidate for public office in the United States has a moral obligation to observe and uphold, in order that, after vigorously contested but fairly conducted campaigns, our citizens may exercise their constitutional right to a free and untrammelled choice and the will of the people may be fully and clearly expressed on the issues before the Country.

THEREFORE:

I SHALL CONDUCT my campaign in the best American tradition, discussing the issues as I see them, presenting my record and policies with sincerity and frankness, and criticizing without fear or favor the record and policies of my opponent and his party which merit such criticism.

I SHALL DEFEND AND UPHOLD the right of every qualified American voter to full and equal participation in the electoral process.

I SHALL CONDEMN the use of personal vilification, character defamation, whispering campaigns, libel, slander, or scurrilous attacks on any candidate or his personal or family life.

I SHALL CONDEMN the use of campaign material of any sort which misrepresents, distorts, or otherwise falsifies the facts regarding any candidate, as well as the use of malicious or unfounded accusations against any candidate which aim at creating or exploiting doubts, without justification, as to his loyalty and patriotism.

I SHALL CONDEMN any appeal to prejudices based on race, creed, class or national origin.

I SHALL CONDEMN any dishonest or unethical practice which tends to corrupt or undermine our American system of free elections or which hampers or prevents the full and free expression of the will of the voters.

I SHALL IMMEDIATELY AND PUBLICLY REPUDIATE the support of any individual or group which resorts, on behalf of my candidacy, to the methods and tactics which I condemn.

I, the undersigned candidate for election to public office in the

* The Code was prepared by the National Committee on Fair Campaign Practices, 8 E. 66th Street, New York 21, N. Y.

United States of America, hereby endorse, subscribe to and solemnly pledge myself to conduct my campaign in accordance with the above principles and practices, so help me God.

Date

Signature

APPENDIX III.

SUGGESTIONS FOR LOBBY CONTROL LEGISLATION

Report of the Subcommittee on Lobbying

The Committee has examined the statutes of several states and the Congress, as well as two proposed statutes. On the basis of the examination, we feel that three measures are deserving of careful consideration. One has been enacted in Wisconsin, one proposed by Governor Warren of California in 1949, and one proposed by a committee of the U. S. Senate in 1957.

(An exhaustive analysis of laws relating to the regulation of lobbying, prepared by Mr. Sydney Berde, is available from the Committee, through the office of the Attorney General.)

A. The Wisconsin Regulation of Lobbying Act:

The Wisconsin Stat., Sections 13.61—13.71 (1955) is simple, clear, broad in scope of coverage, and aims to prohibit defined activities. It regulates not only lobbyists, but principals as well both being subject to the penalty provisions of the Act.

Coverage:

Section 13.66 prohibits any person from practicing as a lobbyist unless he has registered first with the Secretary of State, and disclosed his employment "in respect to such matters as he shall be promoting or opposing". This section also prohibits "principals" from employing, "directly or indirectly", lobbyists in any matter affecting the "pecuniary interest of such principal until both the principal and the lobbyist have registered and disclosed their interest."

By Section 13.62(1) lobbying is defined as "the practice of promoting or opposing" legislation before the legislature or its committees or members. Section 13.62(2) defines a lobbyist as "any person" engaging in the practice of "lobbying for hire", including "officers, agents, attorneys or employees of any principal who are paid a regular salary or retainer *** and whose duties include lobbying". A "principal" is defined by Section 13.62 (4)(a) as any "person, corporation or association" engaging a "lobbyist or other person in connection with any legislation", affecting the "pecuniary interest" of such person, etc., and includes

also state, county, or municipal boards, agencies and commissions. "Pecuniary interest" includes "legislation which creates, alters or repeals a tax, license fee, registration fee" etc., or which affects any privilege, power, duty, or obligation of such principal or of any court or agency before which the principal does business. Section 13.62(7)

Registration Requirements of Those Covered:

Section 13.63 empowers the Secretary of State to issue licenses to persons of "good moral character" who desire to practice as lobbyists. Principals who employ lobbyists are required to register the name of the person so employed. The names and addresses of principals and lobbyists are thus made matters of public record.

Section 13.64 provides that every principal employing a lobbyist must enter his name on a docket with the Secretary of State. In addition, each lobbyist must also enter his name in a like manner. The purpose of the docket with the Secretary of State is to identify lobbyists, principals, and the legislation in which they are interested. As lobbyists and principals become interested in new subjects of legislation they are required by Section 13.65 to inform the Secretary of State of that fact.

The Act prohibits any person from acting as a lobbyist until registered in the manner required by law. In addition, a duty is imposed upon principals employing lobbyists to insure the registration of their employees before acting on behalf of legislation for which hired. The Act also prohibits contingent fee employment contracts, where the compensation is paid conditional on successfully opposing or favoring legislation.

Reporting Requirements:

Section 13.67 requires every lobbyist, monthly during the session, to file with the Secretary of State a sworn statement of expenses in connection with his activities of the preceding month relating to matters in which he was engaged as a lobbyist. Personal living expenses are excluded from this report.

In addition, within 30 days of adjournment every principal is required to file with the Secretary of State a "detailed statement verified under oath" of all expenses incurred in connection with employment of lobbyists or relating to the "promoting or opposing in any manner the passage *** of any legislation affecting the pecuniary interest of such principal".

These reports are incorporated in the journal of each house and are open to inspection by the public. The Act specifically provides in Section 13.67(2) that any expenditures made or

obligations incurred by a lobbyist for entertainment of any state official or employee shall be reported in the same manner.

The Secretary of State is required, each week during the session, to report from his records to each house of the legislature (a) the names of the lobbyists registered (b) the persons they represent (c) and the subjects of legislation in which interested. These reports are incorporated in the journals of the house, and a copy of the reports is also forwarded.

Exclusions and Exceptions:

Section 13.70 provides that unless persons are licensed as lobbyists, they may not "personally and directly" attempt to influence legislation except by appearance before regular committees of the legislature, or by newspaper or public address to persons other than legislators, or by written or printed arguments addressed to legislators.

Officers, agents and employees of state and federal agencies are prohibited from attempting to influence legislators in matters affecting the pecuniary interest of those state and federal agents, except in the manner authorized for lobbyists.

The Act specifically recognizes the constitutional right of citizens to communicate with legislators, and provides that persons not lobbying for hire may freely communicate and discuss legislative matters with their representatives on pending or proposed legislation. Furthermore, persons whose lobbying is confined solely to appearances before legislative committees or either house or in committee or the whole, and who register their appearances on the record, are not required to be licensed as lobbyists nor file any of the reports required by the law.

Restrictions—Violations—Penalties:

Section 13.71 prohibits lobbyists from going on to the floor of the chamber of either house during daily sessions except on invitation of the members.

Section 13.72 provides that newspapers or other periodicals, and their editors, owners, publishers or agents who, for a consideration, publish matters designed to influence pending or proposed legislation, must file with the Secretary of State a statement showing the amount so paid. This requirement, however, does not apply to paid advertisements. Violation of this provision is punishable by a fine of not less than \$500 nor more than \$5,000.

Section 13.63 provides for the suspension or revocation of licenses. This section permits the enforcing authority to proceed against a license holder charged with having been guilty of unprofessional conduct or with having procured a license by fraud

or perjury. Conviction results in automatic revocation of the license. The licensing authority may commence such action on his own motion. A lobbyist whose license has been suspended or revoked may not engage in legislative representation until reinstatement of his license by the Secretary of State.

Section 13.69 extends the penalties of the law to both lobbyists and principals. This section provides that a principal violating any of the provisions of the law may be fined not less than \$200 nor more than \$5,000.

Lobbyists who fail to comply with the requirements of law, or persons acting as lobbyists without first having obtained a license, upon conviction may be fined not less than \$100 nor more than \$1,000, and in addition may be disbarred from practicing as a lobbyist for three years.

For failure to make the reports required by Section 13.67, a lobbyist or principal may be fined \$500, or six months imprisonment, or both. Any lobbyist or principal found guilty of making false statements in connection with his activities as a principal or a lobbyist may be fined not less than \$500 nor more than \$1,000, or may be imprisoned for not less than 30 days nor more than one year.

Other Provisions:

Section 13.73 is designed to prohibit log-rolling. This section prohibits legislators from agreeing or promising to agree to exchange votes on pending or proposed legislation. Violation of this provision constitutes a felony punishable by a fine of not less than \$500 nor more than \$1,000, or by imprisonment in the state prison for not less than one year nor more than three years.

Section 13.74 is aimed to curb executive favor. This section prohibits a legislator from giving or agreeing to give his support on behalf of legislation on the condition that the governor shall approve or disapprove such pending or proposed legislation or on the consideration that the governor will appoint or nominate for appointment or remove anyone from office. Violation of this provision constitutes a felony punishable by a fine of not less than \$500 nor more than \$1,000 or by imprisonment for not less than two years.

Section 13.75 notes that nothing in the Act shall be construed to limit or impair freedom of debate or discussion. Nor is the prerogative of legislators to compromise conflicting legislation infringed in any way by the provisions of the Act.

Wisconsin Laws 1957, C. 706, amended the Wisconsin

Lobby Law by adding to the definitions of unprofessional conduct of lobbyists the following paragraph:

Directly or indirectly furnishing or being concerned in another's furnishing to the governor, any legislator, or to any officer or employee of the state, to any candidate for office or for the legislature, any food, meal, lodging, beverage, transportation, money, campaign contributions, or any other thing of pecuniary value. This paragraph does not apply to entertainment by a non-profit organization at a bona fide social function or meeting of such organization.*

* * * * *

B. The Legislative Activities Disclosure Act: (proposed federal bill)

This measure has been drafted by the U. S. Senate's Special Committee to Investigate Political Activities, Lobbying, and Campaign Contributions, a bi-partisan committee consisting of four members of each major political party. This proposed statute was drafted as an amendment to the existing Federal Regulation of Lobbying Act passed in 1946, its purpose being to correct the deficiencies noted in the operation of that act over the past decade.

It is designed primarily to clarify and simplify existing law, delineate its coverage clearly and precisely, and provide for its effective administration. Emphasis has been placed upon disclosure and not regulation and the Act has accordingly been renamed the "Legislative Activities Disclosure Act."

It requires that "legislative agents," defined in the Act as persons who, for any consideration, are employed or retained to influence legislation by means of direct communication with Congress, must file notices of representation identifying themselves and their principals, and the terms of their representation. In addition, the bill would require the filing of periodic reports and the maintenance of specified records by legislative agents, as well as certain others who for a stated amount of compensation are employed to influence legislation by direct communication, or who employ others for that purpose, or who have made expenditures in excess of a stated amount in presenting a program intended or designed to influence legislation.

Administration of the Acts is vested in the Comptroller General of the United States, who is given certain stated duties and functions in connection with prescribing appropriate forms, insuring compliance with the provisions of the Act, compiling and making available certain information, and reporting periodically to the Congress.

* The committee does not recommend this section for adoption by the legislature.

Criminal penalties for failure to comply with the registration and reporting requirements of the Act are limited to legislative agents. All others who are covered by the provisions of the Act are subject only to civil action by means of the injunctive process. Additional criminal penalties are provided for the transmission to Congress of spurious communications and for making false statements.

If this measure is to serve as a guide for legislation in Minnesota, its provisions would have to be modified in a number of ways. The administration of the Act might be vested in the Legislative Research Committee, the Rules committees of the House and Senate, the Secretary of State, the Public Examiner or the Legislative Auditor if such an office is created. Provisions pertaining to amounts of money that must be reported and criminal penalties might also be modified. (See Report No. 395, Senate, 85th Congress, 1st Session, pages 83-105, for information and proposed statute).

C. Regulation of Lobbying Act Proposed by Gov. Warren:

This measure, though not enacted into law, was proposed by Gov. Warren in 1949 as a means of coping with the problem in that state. The bill was explained by Governor Warren in his Inaugural Message to the California legislature on Dec. 12, 1949 as follows:

In brief, it requires any legislative representative commonly referred to as a lobbyist to be certificated by the Secretary of State after filing a statement listing the subjects on which he proposes to influence legislation, together with the names of his employers and the amount of his compensation. Thereafter he is required to account for his expenditures and any financial transactions he has with, or any campaign contributions made to any legislator, the Governor, or the Lieutenant Governor, all of whom are a part of the legislative process. His employers must also file a statement authorizing the employment and confirming the amount paid pursuant to it.

Up to this point the restrictions are against the lobbyist. Now we propose to apply the principle to ourselves. Whenever a citizen accepts public employment he must, of necessity, limit his financial transactions in a manner that will avoid a conflict between his personal interest and that of the public. No man can serve two masters. And when one in public service tries to do so, it is invariably the public interest that suffers. It is therefore provided in the bill that except in performance of official business no elected officer or employee of the State shall represent anyone for compensation before the Legislature or before any officer, board, commission or administrative agency, or prosecute any claim against the State before such agency. There have been flagrant examples of such employment and they have not been to the best interests of the State. A clear line of distinction drawn

between public and private interest in this regard would greatly increase the integrity as well as the efficiency of State Government.

I want to state with emphasis that my proposal to regulate lobbying and this bill in particular are not designed to hamper or in any manner discredit those legislative representatives who represent their clients in accordance with principles of decency. It is honest employment. The honest ones are greatly in the majority. They render a service to the State by bringing to the Legislature practical information that is not always within the experience of legislators or the Governor. I would not discourage their presence at the capitol. On the contrary they are welcome at my own office to explain the viewpoint of their employers. Their information is often helpful but I want to know who they represent. But everyone around this capitol knows the kind of lobbyist influence that is not helpful; that is not honest. As with other businesses and professions, therefore, the rules must be made to regulate and control the few who flout decency rather than for the convenience of the many who conform to decency and law.

I have dwelt on this subject at some length because I am sure it is one of the important problems of the day. Every citizen knows in his heart that corrupt lobbying deprives our government of the equality which he cherishes for it. He cannot understand why it is not scourged from the halls of our capitols. He believes it can be done. And so do I. If it is done, it will make our jobs—yours and mine—easier, more wholesome, more satisfying. I trust we can do it.

This measure provides for the regulation of legislators, other public officials and public employees as well as the lobbyists. If conflict in interest legislation is not proposed by that subcommittee as a part of our report, this measure may provide a corrective for some of the practices we have felt are undesirable. The Warren proposal was introduced in the California Senate as Senate Bill 7.

* * * * *

APPENDIX IV.

PUBLIC SERVICE ETHICS AND CONFLICTS OF INTEREST —SOME LEGAL FOUNDATIONS

A Study Prepared
for the

Governor's Committee on Ethics in Government,
by
Sydney Berde, Special Assistant Attorney General.

The Problem of Public Service Ethics and Conflicts of Interest:

The problem of conflicts of interest in public service has been well stated by Senator Paul H. Douglas. Summarizing the

work of the subcommittee of the Committee on Labor and Public Welfare,¹ he said:

"(1) In this day of big government, there is much at stake in public policies which directly affects the income and welfare of individuals, industries, and groups.

(2) Members of Congress have almost free discretion in making these policies, and administrative officials have great discretion in administering them.

(3) The great authority vested in elected officials is justified by the principle that they, as representatives of the public, will exercise their authority in the public interest and for public purposes; similarly, the discretionary authority delegated to administrators is based on the assumption that they will exercise it reasonably in accordance with public policies, and for the furtherance of public purposes.

(4) Although the importance of the issues, the breadth of discretion involved, and the basic nature of responsible government make it necessary that as far as humanly possible issues shall be decided on their merits, interested parties are not willing to let the wheels of government turn unassisted, but in a great variety of ways bring pressure to bear upon legislators and administrators in order to secure favorable decisions.

"From these basic factors emerge special problems, most of which, in the opinion of the witnesses, call for affirmative and corrective action by the government."²

The purpose of this study is to identify and describe the basic legal materials out of which our courts and legislatures have created rules of conduct for public servants. The principles of conflict of interest law are derived, in the main, from the law of fiduciaries. These principles find expression in the oft-quoted maxim that "no man can serve two masters". As expressed in the Canons of Legal Ethics, the lawyer is admonished to "avoid not only situations where a conflict is actually presented, but also those in which a conflict is likely to develop."³

Public service presents a special case of the conflicts of interest problem. "Those holding public office, as servants of the public, are not owners of authority but agents of public purpose."⁴ There is a compelling analogy between the true trust relationship which creates duties and obligations enforceable in a court of equity, and the relationship of the officer to the public he serves. In the latter case there is an obligation, approaching a

legal duty "founded upon the trust and confidence reposed in the integrity and fidelity of one who holds title to public office, to act for the benefit of the Government representing the public as the *cestui que trust*, and not to profit at the expense of the Government."⁵ It has long been held that the public's representatives may not profit from transactions committed by law to their trust. In a landmark case,⁶ the Minnesota Supreme Court said:

"... The relation of members of the council to the village [is] one involving trust and confidence, and such members could not make contracts with themselves relating to public affairs, or derive any emoluments therefrom not specifically authorized by law.

"It is a fundamental principle that the same person cannot act for himself, and at the same time, with respect to the same matter, as the agent of another, whose interest might be in conflict with his. The two relations impose different obligations, and their union would at once involve a conflict between interest and duty. *** This rule is applicable to the officers of public as well as private corporations. ****

It is important to distinguish between representation of differing economic and political views by legislators, and other activities that may give rise to a charge of conflict of interest. In the former case, there is often present both "conflict" and differing "interests"; yet, that is not the kind of conflict that the law censures. In the declaration of intent of the *New York Code of Ethics for Public Officers*,⁷ the legislature noted that "Government is and should be representative of all the people who elect it, and some conflict of interest is inherent in any form of government".

The kind of conflicts of interest a legislator should avoid are those which tend to impair his independence of judgment in the exercise of his official duties. Thus the first problem of the subcommittee would appear to be the classification and characterization of those situations or activities having that tendency. But there is another reason why this task is of first importance. In a review of the federal conflict of interest laws, one commentator has suggested that:⁸

"It is difficult, and probably impossible, to enact into the criminal law a series of prohibitions which, when regarded in their entirety, will lay down a comprehensive code of ethical conduct. In addition, overly stringent or unreasonable conflict

¹Ethical Standards in Government Report of Subcommittee of Senate Committee on Labor and Public Welfare, Committee Print, 82d Cong., 1st Sess. (1951).

²Improvement of Ethical Standards in The Federal Government: Problems and Proposals, 280 Ann. Am. Acad. Pol. and Soc. Sci. 149 (1952).

³Drinker, *Legal Ethics* (1953), p. 105.

⁴Public Administration Review, Vol. 13, No. 2 (1953), p. 120.

⁵Government Service and Private Compensation, 20 Geo. Wash. L. Rev. 174, 189 (1951).

⁶Stone v. Bevan, 88 Minn. 127, 129; 92 N. W. 520.

⁷Laws 1954, Ch. 696, Sec. 1.

⁸Davis, *The Federal Conflict of Interest Laws*, 54 Col. L. Rev. 893, 895 (1954).

of interest laws will add measurably to the serious recruitment problem ever-present in Government. These reasons have probably been a major factor in discouraging Congress from broadening, or even changing, the present restrictions that apply to the activities of Government employees."

Another article on the subject warns:⁹

"There is a danger that in attempting to legislate morals we are likely to surround the Government service with so many snares, snags, and spring-guns that only the unwary can be recruited."

The "recruitment difficulty" argument has been used to support the position that legislators must be free to continue their private pursuits while serving the public; that lawyer-legislators cannot be expected to forego or reject retainers from clients having matters involving state government. It should be noted, however, that the objection is valid only to the extent that the words of such statutes prohibit activities in which the ingredients of a conflict of interest setting are absent. Since state and federal conflict of interest laws and codes are the expressions of standards and mores of accepted currency in the law of fiduciaries and attorney-client relationship, it is unlikely that these laws will ordinarily place unusual or burdensome strictures on public employees. If representation of his client's interest involves the lawyer-legislator in a conflict problem, he is barred from such employment by the principles of conflict of interest laws, as expressed in our common law, statutes, and canons of legal ethics, not by virtue of over-stringent codes or laws relating to conduct of public officers.

"Whenever a citizen accepts public employment he must, of necessity, limit his financial transactions in a manner that will avoid a conflict between his personal interest and that of the public. No man can serve two masters. And when one in public service tries to do so, it is invariably the public interest that suffers."¹⁰

It is apparent that before a statute or guide lines can be drawn it is important first to describe or identify the kind of activity that would place a legislator in the position of representing conflicting interests. In that way the candidate will have reasonably clear notice what activities he must forego. With respect to government operations, adherence to conflict of interest principles promotes the interest of the public in achieving two concepts basic to democratic government:

"First, Government employees must always be impartial, and

⁹McElwain and Vorenberg, *The Federal Conflict of Interest Statutes*, 65 Harv. L. Rev. 855 (1952).

¹⁰From Address by Governor Earl Warren before California Legislature, *Sen. Journal*, Dec. 12, 1949 (p. 35).

second, no Government employee, present or past, is entitled to an advantage over private persons in the conduct of business with the Government by virtue of his Government position. In relation to the latter concept, three sorts of advantage are involved: (1) that resulting from an individual's performance of his own official duties in a self-serving way; (2) that gained through the influence one Government employee may exercise on another because of personal association or the prestige of high Governmental position; and (3) that accruing from personal knowledge of a particular case, transaction or project gained in the course of official activity."¹¹

Stated another way, integrity in the administration of government requires that its political and administrative decisions be the result of reasoned argument addressed to the merits of an issue. The principle has achieved judicial recognition in the form of refusal to enforce contracts which involve a violation of public trust. For example:

"All agreements which tend to introduce personal influence and solicitation as elements in procuring and influencing legislative action, or action by any department of the government, are contrary to sound morals, lead to inefficiency in the public service, and come under the condemnation of the rule here under consideration. * * * public policy and sound morals imperatively require that courts shall condemn every act, and pronounce void every contract, the elements or probable tendency of which would be so sully the purity or mislead the judgment of those to whom official position has been intrusted."¹²

The writer has examined the statutes, common law, canons of ethics, and codes of this and other jurisdictions, relating to government operations, and conduct of public employees. From such an analysis it may be possible to characterize and classify those activities from which legislators or other public servants have been generally barred. If a pattern of activity is consistently censured, it is at least some evidence that our society has developed certain standards of ethics and morals *vis a vis* public employees that could command the support of most well-intentioned law-makers.

Summary of Minnesota Statutes Dealing with Bribery and Other

Improper Conduct of Public Officers:

The following sections of Minnesota Statutes relate to bribery and corruption of public officials. They are criminal statutes and provide for punishment by imprisonment, fine, or both.

(1) Section 3.14 provides that each house may punish as a

¹¹McElwain and Vorenberg, *supra*, at p. 958.

¹²*Houlton v. Nichol*, 93 Wis. 393, 67 N. W. 715 (1896).

contempt the giving or offering of a bribe to any member, or attempts by any *corrupt or improper means to control or influence a member in giving or withholding his vote*. The legislature may compel one charged with this offense to appear before it and give testimony.

(2) Section 613.02 defines the crime of bribery of a public officer. It prohibits any person from offering, giving or promising anything of value, directly or indirectly, to any officer, executive, or member of the legislature of the state with intent to influence him in respect to any act, decision, vote, or opinion. The statute also prohibits "attempts directly or indirectly by menace, deceit, suppression of truth, or other corrupt means, to influence such member to give or withhold his vote or to absent himself from the house of which he is a member; or from any committee thereof. The section extends the same prohibitions to attempts to influence by similar means, judicial officers, or any "person authorized by law to hear or determine any question, matter, cause, proceeding, or controversy".

(3) Section 613.03 relates solely to bribery of members of the legislature. It prohibits a person from offering, giving or promising to give anything of value to a member of the legislature, to influence such member to give or withhold his vote or absent himself from the house or from a committee of which he is a member. In addition, this statute also prohibits attempts, directly or indirectly, "by menace, deceit, suppression of truth or other corrupt means, to influence legislators in their legislative duties".

(4) Section 613.04 repeats the prohibitions of §§ 613.02 and 613.03, but in addition forbids the giving of "any consideration, or any money, property, or value of any kind, or any promise or agreement therefor ***." The provisions of the section are extended to attempts to influence any "person executing any of the functions of public office other than those hereinbefore specified".

(5) Section 613.05 makes it a crime for any executive or administrative officer or any person elected or appointed to such office to ask for or receive or agree to receive any bribe or anything of value in exchange for a promise or understanding that his vote or opinion or judgment will be influenced thereby. In connection with this statute, our court has held that a legislator violates the act when he solicits or receives money for the purpose of influencing the votes or official action of his colleagues.¹³

(6) Section 613.06 applies specifically to legislators. It provides for criminal punishment if a member of either house

accepts a bribe in exchange for an understanding that his vote, opinion or judgment will be influenced thereby. In addition, all of these statutes provide that a violation of the bribery statutes carries with it automatic disqualification from holding public office.

(7) Section 613.07 again relates to accepting or receiving bribes by any "executive, or administrative officer, or person elected or appointed to an executive or administrative office". The statute prohibits any such officer from receiving or agreeing to receive:

"any bribe, or any consideration, upon an agreement or understanding that his vote, opinion, or action upon any matter then pending, or which may by law be brought before him in his official capacity shall be influenced thereby; every member of either house of the legislature who asks, receives, or agrees to receive any bribe, or any consideration, upon any understanding that his official vote, opinion, judgment, or action shall be influenced thereby, or shall be given in any particular manner or upon any particular side of any question or matter upon which he may be required to act in his official capacity, or who gives, offers or promises to give any official vote in consideration that another member of the legislature shall give any such vote, either upon the same or another question; every judicial officer, every person who executes any of the functions of a public office, not hereinbefore specified, and every person employed by or acting for the state, or for any public officer in the business of the state, who asks, receives, or agrees to receive a bribe, or any consideration, or any money, property, or value of any kind, or any promise or agreement therefor, upon any agreement or understanding that his vote, opinion, judgment, action, decision, or other official proceeding shall be influenced thereby, or that he will do or omit any act or proceeding, or in any way neglect or violate any official duty, shall be punished by imprisonment in the state prison for not exceeding ten years, or by fine of not exceeding \$5,000, or by both; and, in addition thereto, he shall forfeit his office and be forever disqualified from holding any public office under the state. ***"

(8) Section 613.19 relates to misconduct of executive or administrative officers. It punishes as a misdemeanor the seeking of a reward or gratuity except such as is authorized by law, for doing or omitting to do any official act imposed by the duty of the office. A federal court construing a similar statute has held that the prohibitions against extra compensation relates to extra or additional duties imposed upon an officer as a part of his duties

¹³State v. Durnam, 73 Minn. 150, 75 N. W. 1127 (1898).

of office. In such case he is not permitted extra compensation for doing that which the office requires of him.¹⁴

Wisconsin provides¹⁵ criminal penalties for any public officer who: (1) in his capacity as such officer does an act which he knows he is forbidden by law to do in his official capacity; (2) who, in his capacity as such, exercises a discretionary power in a manner inconsistent with the duties of his office or the rights of others and with intent to obtain a dishonest advantage for himself or another; or (3) under color of his office, intentionally solicits or accepts for the performance of any duty anything of value which he knows is greater or less than is fixed by law.

It is at least clear that legislators are prohibited by law from accepting retainers or fees for the purpose of preparing, introducing, or influencing legislation. *In other words, legislators may not, at the same time, lobby on behalf of private clients.* This point has not been always clearly understood. In interviews with legislators and agency heads questions were raised relating to the propriety of legislators accepting retainers from interests directly concerned with pending or proposed legislation. Rarely was it recognized that such employment is illegal *per se*. Usually there was an attempt to delineate the proper from the improper retainer or to differentiate between acceptable and unacceptable legislative advocacy.

The foregoing statutes are clear and broad in their coverage, extending their prohibitions to "action upon any matter *** which may by law be brought before" any public officer. It should be noted that the statutes go beyond corruption of public officials by money or other things of value. It is unlawful "by menace, deceit, suppression of truth, or other corrupt means" to influence, legislators. Also included within the prohibition of the statutes is the practice commonly called "log-rolling", and agreements to vote for certain measures, in consideration that another member shall vote on some subject in a particular way.

The recurring idea in all of these statutes is that public officers shall exercise their reasoned judgment on official matters free of corrupting influences; that in a free society legislative decisions must be grounded in sound public policy supported by evidence and reasoned argument.

Common Law Principles:

A large body of case law deals with contracts to procure legislation. Some of these contracts are unenforceable on the grounds that they are contrary to public policy, while others are

valid and enforceable. An analysis of these cases reveals a clear line of distinction with respect to legislative practices and activities deemed proper by our courts.

Contracts which contemplate the procuring of legislation through "subtle acts of importunity", "personal influence", "solicitation of personal aid of members of Congress", or provide that "compensation is to be contingent upon favorable outcome" are contrary to public policy and void.¹⁶ Neither private citizens nor public officers are permitted to

"sell their personal influence over a city council; and public officials cannot bargain away their future judgment and discretion upon matters of public concern. Such contracts are contrary to sound public policy and void. Obviously they lead to inefficiency in the public service ***.

"In fact, the prevailing rule is that such agreements are illegal, and the conclusions have not been reached upon the theory that improper influences were to be used, but upon the corrupting tendency of such agreements. 'The law meets the suggestion of evil and strikes down the contract from its inception.' Such agreements are not consistent with sound morals. They call for the same jealous protection as the principle contained in *Stone v. Bevans*, 88 Minn. 127, 92 N. W. 520. Straw should be kept away from the fire. In other words, the best punishment is to prevent the wrong. The law guards against the incidental temptation that must necessarily accompany such agreements. In short, contracts for the purchase of the influence of a majority of a city council and contracts for the purchase of the influence of private persons upon the action of present and future city councils are against public policy, and for that reason are void. Influence in this sense is not a salable article under our system of laws and morals. ***

"Of course the individual has the right to approach legislative bodies and by petition by legitimate argument, and by a fair showing of the circumstances, appeal to the judgment and reason of the legislative officials for or against any proposed measure."¹⁷

Not all such contracts are illegal, however. Contracts for the performance of services in procuring legislation have been upheld where "fair and honorable means have been used, and *** when such legislation results in great public benefit," or where services consisted in preparation of petitions, briefs, arguments, collection of evidence or documents.¹⁸ The cases uniformly support the validity of such contracts where services consist of presentation

¹⁶*Wells v. Floody*, 155 Minn. 126, 192 N. W. 939 (1923); *Houlton v. Dunn*, 60 Minn. 26, 61 N. W. 898 (1895).

¹⁷*Goodrich v. Northwestern Telephone Exchange Co.*, 161 Minn. 106, 201 N. W. 290 (1924).

¹⁸*Houlton v. Dunn*, cited *supra*, at Note 16.

¹⁴*United States v. Stowe*, 19 F. 807 (D. C. Minn.) (1884).

¹⁵*Wisconsin Stat.* 946, 12(2)(3)(5) (1953).

of private claims by "fair argument and legitimate evidence" addressed to legislative bodies; or "appeals to judgment and reason of legislative officials". The rule is stated as follows:

"While there are cases holding that contingent fee contracts for the collection of claims against the United States are void as against public policy, we think the saner and better rule is that 'there is nothing illegal, immoral, or against public policy, in an agreement by an attorney at law to present and prosecute claims against the United States, either at a fixed compensation, or at a reasonable percentage on the amount recovered.' The test is: 'does the contract, by its terms or by necessary implication, require the performance of acts which are of a corrupt character or which have a corrupting tendency.'"

"In determining the validity, or lack thereof, of the present issue, it should be remembered that there is a clear distinction between contingent fee contracts having for their objective the procurement of what is generally termed 'favor legislation' and legislation which provides means for settlements of debts or obligation founded either upon contract or violation of a generally recognized legal right. The cases, generally speaking, refer to this class as 'debt legislation.' In the latter kind of case a legislative body in considering such legislation sits in a quasi-judicial capacity. Contingent contracts for fees of attorneys in such cases are not condemned."¹⁹

A similar idea is repeated in other cases from the federal courts, and the United States Supreme Court.²⁰

The category of services that the law approves include all those things:

"intended to reach only the reason of those sought to be influenced. They rest on the same principle of ethics as professional services rendered in a court of justice, and are no more exceptionable. But such services are separated by a broad line of demarcation from personal solicitation, and the other means and appliances which the correspondence shows were resorted to in this case. ***

"**** The theory of our government is, that all public stations are trusts, and that those clothed with them are to be animated in the discharge of their duties solely by considerations of right, justice, and the public good. *** Any departure from the line of rectitude in such cases, is not only bad in morals, but involves a public wrong. No people can have any higher public interest, except the preservation of their liberties, than integrity in the administration of their government in all its departments.

"The agreement in the present case was for the sale of the

¹⁹Hollister v. Ulvi, 199 Minn. 269, 278, 271 N. W. 493 (1937); see also Perkins v. Hegg, 212 Minn. 377, 3 N. W. (2d) 671 (1942).

²⁰Gesellschaft v. Brown, 78 F. (2d) 410; Trist v. Child, 21 Wall. 441 (1874).

influence and exertions of the lobby agent to bring about the passage of a law for the payment of a private claim, without reference to its merits, by means which, if not corrupt, were illegitimate, and considered in connection with the pecuniary interest of the agent at stake, contrary to the plainest principles of public policy. No one has a right, in such circumstances, to put himself in a position of temptation to do what is regarded as so pernicious in its character. The law forbids the inchoate step, and puts the seal of its reprobation upon the undertaking.

"If any of the great corporations of the country were to hire adventurers who make market of themselves in this way, to procure the passage of a general law with a view to the promotion of their private interests, the moral sense of every rightminded man would instinctively denounce the employer and employed as steeped in corruption, and the employment as infamous." (Emphasis added) (See *Trist v. Child*, Note 20)

The cases distinguish between contracts for the prosecution of claims against the government, which are in the nature of private claims or debts, and contracts for "procuring favors from the heads of government departments, or the procuring of general remedial legislation." The latter are void as against public policy. As stated by one federal court:²¹

"In the former the head of a department or Congress acts in a quasi-judicial capacity in adjusting an individual debt or claim. Services rendered for the claimant in petitioning and appearing before the officers of the government or committees of Congress are as professional as appearing in a court of justice."

From the foregoing cases, it is possible to formulate certain ethical principles relating to limits of proper influence in the decisional processes of government. These principles are based on a division of operations of government into legislative or quasi-legislative activities and judicial or quasi-judicial activities. The former are characterized typically by the legislature, its committees, and certain kinds of agency action involving the creation of policies, rules and regulations having general applicability. On the other hand, agency action may involve questions relating to specific parties, and their specific problems. Cases involving revocations of licenses, or settlement of claims are examples of the latter kind of agency activity.

We have seen that our statutes prohibit public officers from accepting fees to act in matters which by law are committed to their trust. Thus legislators may not engage themselves for pay in any matters involving the legislative process. Logically this prohibition should extend to all those legislative questions before

²¹*Gesellschaft v. Brown*, cited *supra*, at Note 20.

applicability. However, where a question involves "adjudicative administrative bodies involving judgments about policies of general facts", that is, facts about parties, which require the presentation and weighing of evidence and a determination based solely upon record evidence, then the question of the propriety of a legislator's appearance would turn on the presence or absence of a conflict of interest between his position as legislator and his representation of a private litigant before a government tribunal, or any other tribunal. In such a case the canons of legal ethics would determine the propriety of the lawyer-legislator's conduct. For the layman-legislator representing private clients in such cases, the canons of the bar would have no effect absent general legislation barring such appearances.

Federal Conflicts of Interest Laws:

The Congress of the United States recognized, as early as 1864, the impropriety of permitting any member of that body or any other federal employee to receive compensation for prosecuting on behalf of private parties matters affecting the government. 13 Stat. 123, June 11, 1864. This original statute has been amended and enlarged and now appears under Title 18 of the United States Code as part of the Federal Criminal Code.

In 18 U. S. C. A. Sec. 281, it is provided that members of Congress, officers and other public employees may not receive compensation for services performed on behalf of a client where the United States is a party. This statute provides:

"Whoever, being a Member of or Delegate to Congress, or a Resident Commissioner, either before or after he has qualified, or the head of a department, or other officer or employee of the United States or any department or agency thereof, directly or indirectly receives or agrees to receive, any compensation for any services rendered or to be rendered, either by himself or another, in relation to any proceeding, contract, claim, controversy, charge, accusation, arrest, or other matter in which the United States is a party or directly or indirectly interested, before any department, agency, court martial, officer, or any civil, military, or naval commission, shall be fined not more than \$10,000 or imprisoned not more than two years, or both; and shall be incapable of holding any office of honor, trust, or profit under the United States. ****"

18 U. S. C. A. Sec. 282, provides that no member of Congress may practice before the Court of Claims, while Sec. 283 provides:

"Whoever, being an officer or employee of the United States or any department or agency thereof, or of the Senate or house of Representatives, acts as an agent or attorney for prosecuting

any claim against the United States, or aids or assists in the prosecution or support of any such claim otherwise than in the proper discharge of his official duties, or receives any gratuity, or any share of or interest in any such claim in consideration of assistance in the prosecution of such claim, shall be fined not more than \$10,000 or imprisoned not more than one year or both. ****"

The disqualification of federal servants from prosecuting claims against the United States continues after termination of such employment. 18 U. S. C. A. Sec. 284, provides:

"Whoever, having been employed in any agency of the United States, including commissioned officers assigned to duty in such agency, within two years after the time when such employment or service has ceased, prosecutes or acts as counsel, attorney, or agent for prosecuting, any claims against the United States involving any subject matter directly connected with which such person was so employed or performed duty, shall be fined not more than \$10,000 or imprisoned not more than one year, or both."

Canons of Legal Ethics:

The *Canons of Professional Ethics of The American Bar Association*, and the rules of practice prepared by the bar associations of the several states provide a guide by which attorneys may be judged and controlled. These standards which find their roots in our traditions of Anglo-American jurisprudence have become part of the statutory law of many states. The Minnesota State Bar Association has adopted the canons, and the opinions of the Committee on Professional Ethics are accepted as the standards of interpretation of those canons. Our court has adverted frequently to the controlling force of those standards as a guide in determining what constitutes unethical conduct by lawyers in this state.²² By an order of the Minnesota Supreme Court, dated May 2, 1955, The Canons of Ethics of The Bar were adopted as the standard of professional conduct of attorneys in this state.

Attorneys who represent conflicting interests are, by virtue of the disciplinary power of the courts, subject to sanctions. These may take the form of: (1) disqualification from appearing in the case, (2) invalidity of the judgment, (3) denial of fees and liens, (4) disciplinary proceedings including disbarment.

Of special interest to the lawyer-legislator are the following canons:

Canon 36.

"A lawyer should not accept employment as an advocate in any matter upon the merits of which he has previously acted in a judicial capacity."

²²*Gardner v. Conway*, 234 Minn. 468, 48 N. W. (2d) 788 (1951).

"A lawyer, having once held public office or having been in the public employ, should not after his retirement accept employment in connection with any matter which he has investigated or passed upon while in such office or employ."

Canon 26.

"A lawyer openly, and in his true character, may render professional services before legislative or other bodies, regarding proposed legislation and in advocacy of claims before departments of government, upon the same principles of ethics which justify his appearance before the Courts; but it is unprofessional for a lawyer so engaged to conceal his attorneyship, or to employ secret personal solicitations, or to use means other than those addressed to the reason and understanding to influence action."

In connection with this Canon, the Committee on Ethical Practices has ruled:

"A member of the bar is bound to disclose to other lawyers on a legislative committee an interest on his part in the subject being considered by the committee.

"A lawyer member of a committee of the legislature should make clear to his colleagues any interest of his clients which might be affected by legislation dealt with by such committee.

"He may not be employed to use his influence to secure a Government loan, or to have a given person appointed to office."

Canon 6.

"It is the duty of a lawyer at the time of retainer to disclose to the client all the circumstances of his relations to the parties, and any interest in or connection with the controversy, which might influence the client in the selection of counsel.

"It is unprofessional to represent conflicting interests, except by express consent of all concerned given after a full disclosure of the facts. Within the meaning of this canon, a lawyer represents conflicting interests when, in behalf of one client, it is his duty to contend for that which duty to another client requires him to oppose.

"The obligation to represent the client with undivided fidelity and not to divulge his secrets or confidences forbids also the subsequent acceptance of retainers or employment from others in matters adversely affecting any interest of the client with respect to which confidence has been reposed."

The federal conflict of interest laws²³ are based on the general principles enunciated in the above cited Canons. The federal law, of course, extends to lawyers and laymen alike in government service. The Canons, on the other hand, are drawn to

²³Rev. Stat. § 190 (1875) § 5 U.S.C. § 99 (1946); 18 U.S.C. §§ 281, 283, 284, 434 and 1914 (Supp. 1952).

cover a broader scope of activity than are the statutes. They are presented "as ethical precepts rather than specific proscriptions". By the "doctrine of imputation" the Canons operate to disqualify a partner of the firm though another associate may have been directly involved in the conflict situation. Similarly, under the federal law, where a government attorney has private connections, his firm may engage in government business, only if the "government partner" dissociates himself from the firm.

Conflict of interest canons or statutes aim at eliminating two evils of unethical conduct: (1) The undermining of government employees' fidelity so that the interests of clients will be favored over the interest of the government; and (2) the subverting of the integrity of government through the sale and use of influence.

The single idea repeated by Opinions of The Committee on Ethics relating to an attorney in public life is that he may not, even at personal sacrifice, accept employment from a party in a matter against the state and at the same time properly represent the public interest. As stated in Opinion 49, an attorney should not only "avoid all impropriety but should likewise avoid the appearance of impropriety". (See also Opinion No. 128.) In the latter instance the Committee pointed out that administrative and regulatory bodies are created in the public interest. Where a lawyer sits as a public official, and then accepts employment in a matter which may conflict with the interests of the public, he is placed in a position of extreme delicacy. The sweep of the principles stated in the opinions cited admonish that prudent conduct directs that the public servant eschew such employment that *might* invite adverse comment, no matter how undesired. Thus in Minnesota, the Ethics Committee of the State Bar Association deemed it improper for a county attorney to represent one whose conviction he had brought about in an attempt to obtain a pardon or parole. The Committee there stated that the "statutory permission to practice law while in office must have been intended to be limited to matters in which the state is not a party". (Opinion 118, Dec. 14, 1934) The fact that the proceeding is one in which the state is interested adversely makes it improper for a public servant to appear against the state. In another opinion on similar facts, the Committee decided that a lawyer who had, prior to his election to public office, worked for the release of a convicted criminal, could no longer pursue his client's cause before the Pardon Board. (Opinion No. 136, March 15, 1935.) In this case, it was emphasized that election to office produces such a change in relationship as to render it improper for the county attorney to advocate a cause in opposition to the public's apparent interests. To permit a county attorney to appear

on behalf of one seeking a pardon would, in the view of the Committee, "tend to destroy the public's confidence in the integrity of its machinery for the administration of criminal justice".

The standards by which lawyers as public servants are to be guided and judged have been developed from many sources. Just as our common law has grown by judicial decisions based on analogous facts, the Bar, in its continuing effort to elevate the public morality, looks to judicial decisions and its prior opinions for guidance. It is proper, therefore, to consider what other states have thought about the status of lawyers in public office.

In Illinois, a lawyer elected to the legislature may not, with propriety, act professionally for any person or corporation which is actively or specially interested in the promotion or defeat of legislative or other matters proposed or pending before the public body of which he is a member or by which he is employed. As stated in *Canon 49* of the Illinois Bar Association:

"The principal is not that these interests do not necessarily conflict, but that they may conflict; no lawyer (say the courts), having duties to perform of a fiduciary nature, shall be allowed to enter into engagements in which he has, or can have, a personal interest conflicting, or which possibly may conflict, with the interests of those whom he is bound to protect. There are other applications of the code of legal ethics to the special case of a lawyer in public office, but it is unnecessary to detail them. These are over and above the duties which are not peculiar to lawyers, but which apply equally to laymen in public office; such as the duty to preserve the legislative branch free and independent of control by the executive, an independence which can scarcely be maintained if a considerable number of members of the legislature are in receipt of salaries from employment in the gift of public officials, or boards, local, state or federal; for it is to them that the member may feel responsible for his conduct in office, and he may look to them for direction and advancement, passing over the public, the true and ultimate source of his authority. These are the considerations which the lawyer in public office, above all men, should have at heart; and in failing to observe them he is recreant not only as one in public office or employment, but also to his professional obligations as a lawyer."

By statute, New York has provided that:

"No officer or employee of a state agency, member of the legislature or legislative employee, should have any interest, financial or otherwise, direct or indirect, or engage in any business or transaction or professional activity or incur any obligation of any nature, which is in substantial conflict with the proper discharge of his duties in the public interest. ***

"No officer or employee of a state agency, member of the legislature or legislative employee, should accept other employment which will impair his independence of judgment in the exercise of his official duties."
(Laws, N. Y. 1954, Chap. 696, Sections 74 (2), Section 3 (b).)

New York recognized that certain conflicts of interest which are improper for public officials may be prohibited by legislation. Others, however, may arise in so many different forms that it would be impossible to prescribe by statute for inflexible enforcement. For matters of such complexity, the legislature found that a code of ethics is desirable to set forth, for the guidance of state officers and employees, the "general standards of conduct to be reasonably expected of them."

In the Canons of Ethics promulgated by the Association of Interstate Commerce Commission Practitioners, Rule 4 states:

"It is unethical for a practitioner to attempt to sway the judgment of the Commission by propaganda, or by enlisting the influence or intercession of members of the Congress or other public officers, or by threats of political or personal reprisal."

In Rule 8 of those same Canons, it is stated that the Commission exercises quasi-legislative powers and also acts in a quasi-judicial capacity. In administering the act the Commission must, at all times, consider the public interests, beyond the mere interests of the particular litigants before it. This is essentially the role of regulatory and administrative bodies whether they operate at national or state levels. It would appear indeed difficult for practitioners to "scrupulously refrain in their *** discussions with the Commission and its staff from going beyond ex parte representations" where those practitioners are, at the same time, influential members of the legislative body that has created the Commission.

If the administrative agency and the public official both owe their primary duty to the public interest, it is apparent that in contested proceedings before such an agency the lawyer-legislator may find that, in behalf of the public, "It is his duty to contend for that which duty to his client requires him to oppose". The principles set forth in the opinions of the committee on professional ethics and grievances of the American Bar Association and the principles referred to in the several selected statutes and Canons accord with that view. They indicate that it is improper for a public servant to act on behalf of a client in a matter adverse to the state.

While some of the authorities cited do not have the force of law, it should be reiterated that it is not law solely with which we are dealing. The question is simply what the bench and bar

expects of the lawyer in his role as a public servant, if he would merit the approbation of the public and the legal profession. Except in those instances where there could be no question of antagonistic interests, or even the barest inference of pressure or political influence, it would appear improper for a legislator to prosecute cases before state agencies.

CONCLUSION

In the typical rule-making or rate-making activities of a regulatory agency, the decisional process is analogous to the legislative process. Rates could be set and rules made by the legislature, but experience has taught that effective government and the public interest is served by delegating to an administrative body the details of a broad legislative purpose. The agency thus becomes an arm of the legislature and has the same affirmative duty to promote the public good.

It is, of course, desirable that legislators should contend for those political decisions which they believe to be in the public interest. This they may do in legislative committee or on the floor of the house or senate. But when a legislator appears, on behalf of a private party, to argue a matter before a regulatory body, he is placed in the anomalous position of contending on behalf of his client for that which duty to the public interest may require him to oppose. He may indeed find himself attacking the validity or construction of the very legislation which he has previously supported. Since a legislator may in such a case be subject to the charge of betraying public confidence, though unmerited, it would appear that prudence and propriety would require that the lawyer-legislator avoid the possibility of such a charge.

Senator Wm. E. Borah once observed:

"*** if the lay citizen owes something to the public, far greater the obligation of the lawyer. Obligations to the public are to be measured according to ability and opportunity to serve the public, and the public interest has a right to exact services in proportion to our ability to meet the exaction just as the government should collect taxes in accordance with the ability to pay.***"

"**** The American lawyer looks out upon a field crowded with problems equal in moment and fully as difficult as those with which Selden and Marshall dealt. He ought to find time, if possible, to share in the pleasure and exhilaration as well as the glory of working not now and then but daily in this vineyard.

"But while this seems to be the plain duty of the lawyer not in office, what are the equally plain and more obvious duties of a lawyer who has entered the halls of legislation as a sworn officer and with the

public alone for his client? * * * I do not believe that a lawyer has any more right, as a matter of correct public service, to hold a retainer while writing a law in the public interest and that a law which may affect his client adversely, than has a judge to hold retainers from those whose interests may be affected by the decisions which he renders or the judgment which he signs. * * * Is it not as important to the public that laws be framed free of the influence, conscious or unconscious, of private interests as that they be administered free of such influence? Custom has inured us to a different code of ethics, but this custom has brought in its wake many inapt, inefficient statutes, timid and ineffective in their terms, shielding special interests and protecting private advantages and altogether inefficient for the service and protection of the public interest. I maintain that many of our important statutes are inapt and ineffective because of that timid, compromising spirit born of an effort to adjust conditions which cannot be adjusted and which ought not to be adjusted.

"**** The relationship of client and attorney is the closest. Consciously or unconsciously he comes to feel that his client's demands are wholly just. Yet men will argue that a lawyer with a thirty or forty thousand dollar retainer from some client is perfectly fitted to shape legislation which his client will argue is all wrong, wholly unjust and vitally injurious to his business interests. I am not speaking now of a conscious corruption which some people assume to take place in legislation more often, perhaps, than it does. There is no occasion for conscious, open, affirmative corruption for which some one may be sent to the penitentiary when the same thing can be accomplished by that unconscious and subtle influence for which there is no punishment and which may even be justified by good people. Suppose every lawyer in the legislatures of the country or in Congress were in the employ of those great business interests engaged in interstate commerce. What do you think would be the necessity of employing lobbyists in order that no laws seriously affecting interests might be passed? A member of Congress is in an indefensible position who is called upon to legislate concerning those matters in which his clients may have an interest and which may concern them vitally. The man who would be permitted to walk into my office in Washington as my client, paying me a large retainer, and in after months sit down to argue against a bill which has come up for consideration would have a vast advantage in impressing me with his views over the public, the far removed and wholly impersonal public who pays me nothing more than my board and seldom calls at all. Men do not give large retainers to men engaged in public service in order that these men may more thoroughly look after the public interests and out of sympathy with the small salary which they get. They give them because they expect them to be amenable to reason in an emergency, and in order that they may be sufficiently conservative in not yielding to that radicalism which takes alone into consideration the public interest.

"You would impeach a judge who would consult with a client

over a decision whether the decision affected him or not, even a discussion of the wisdom or unwisdom of such a decision. In fact, you would impeach a judge who dealt in a business way with litigants before his court. A few sessions ago we had the painful duty imposed upon us of unfrocking a federal judge. You may think it an easy thing to do, but whatever your convictions as to the necessity, you will move on to a performance of that duty with reluctance and pity. I do not hesitate to say that in the realm of strict morals, in the matter of correct public ethics and of true and upright public service, the judge thus unfrocked was guilty of precisely the same offense and no other and greater than that of the legislator who draws a salary of \$7500 a year from the government and \$25,000 from some client, and flatters himself that he can thread his way with honor and a clean conscience between the public interests and the antagonistic demands of private interest.

"But let us concede, for the sake of argument that he can successfully thread his way and satisfy his conscience, and let us pass over the structure of the conscience and seek not too closely to inquire how it arrived at its present structure. Still there is another proposition almost equally grave. Next to efficient and conscientious public service is the prerequisite of the confidence placed in that service. Next to the virtue and worth of the law that is written is the faith of the people in the law and in those who have made it and who are to administer it. This government rests almost entirely upon the confidence which the people have in it and in those who administer it. Without that confidence the government could not operate or long maintain itself. If a legislator should feel that the rights of some great corporate interests were being unjustly assailed, if he should feel that some law which seemed to favor interests then under public censure was entitled to his support, he would be perfectly powerless to be of any service to them if it was known that he held a retainer from those engaged in a similar kind of business. In other words, it is just as important that the legislator be free from entanglements and those associations which seem to direct his actions in order that he may do justice to the business and corporate interests of the country as that he may do justice to the public. If he feels called upon to make a fight for the rights of those under public censure I cannot imagine his being fitted for that fight unless he is wholly disengaged in every conceivable way from any business or personal interests in the result.

"I venture to prophesy that the people will in due time insist that their representatives in Congress shall stand as free from the relationship of client and attorney with reference to all those matters upon which they are called to legislate as now characterizes the great tribunal which passes finally upon the constitutionality of the laws which we make. There is a large class of professional business wholly disconnected in every way from the public service and which the public service will not affect one way or the other, and as to this business there is no reason why a lawyer, if he finds time, may not enjoy the remuneration which comes from attending to it. In fact,

it may well be argued under the present compensation allowed to Senators and Representatives that such work is essential in order that a man may clothe and educate his family. But with all that class of professional business which deals directly with those subject matters concerning which we legislate, the lawyer in public service must consent to be divorced wholly and completely."²⁴

Most lawmakers would agree that the legislative and administrative process should be protected by law from improper influence. At the same time they are quick to point out the definition and enforcement problems that inhere in the term "improper influences". It is appropriate, therefore, to refer again to the Douglas Subcommittee and its excellent study.²⁵ In distinguishing between "courteous gestures and expressions of good will", on the one hand, and favors which really mean something, on the other, the subcommittee observed:

"At the moment a doubt arises as to propriety, the line should be drawn. Innocence is perhaps lost when one is conscious it exists."

* * * * *

APPENDIX V.

STATEMENT BY GOVERNOR ORVILLE L. FREEMAN IN APPOINTING A COMMITTEE ON

ETHICS IN GOVERNMENT

High ethical and moral standards are essential to good and effective government. Minnesota does have high standards, and, as a whole, government at all levels in our state is carried on with a keen awareness of the public interest and the recognition that self-interest must at all times be subordinated to the public well being.

But government in Minnesota is not perfect. It is my conviction that despite the progress we have made and the high standards generally held, there is much room for improvement in both the administrative and legislative branches of government in terms of eliminating or minimizing the effect of self-interest on decision making.

It is easy to talk in general terms about ethical and moral standards and the elimination of self-interest in making government decisions. It is, however, often extremely difficult to apply these standards in specific instances. Countless situations arise in which honest public officials, sincerely devoted to the public interest, face real dilemmas in deciding on the right course of

²⁴Senator Wm. E. Borah, *The Lawyer and The Public*, 2 A.B.A.J. 776 (1916).

²⁵*Ethical Standards in Government Report of Subcommittee of Senate Committee on Labor and Public Welfare*, 82d Cong., 1st Sess. 23 (1951).

action. To the extent that prevailing practices and methods,—rather than individual qualities,—create or encourage such situations, a sincere effort to change such practices could materially improve standards of action.

It is my conviction that a careful examination of the whole area of ethical and moral standards in government by a non-partisan committee of leading citizens could contribute enormously to improving our practices in the State of Minnesota. I am therefore appointing such a committee, selected on a completely non-partisan basis, and including members who have knowledge, experience, and understanding in different areas of government, as well as well-known scholars and religious leaders.

I am asking this committee to study the problems involved in achieving higher ethical standards in government in Minnesota, not from the point of view of investigating and exposing, but from the point of view of making recommendations that would result in greater integrity in public office,—with consequent better service to, and representation of, the interests of the people. I am suggesting to the committee that particular attention should be given to those factors that could militate against the highest observance of the public interest.

There are two areas in which such factors arise:—those relating to lobbies and those relating to personal conflicts of interest. I am submitting certain suggestions in regard to these areas to the committee, as a guide to their study and deliberation. I believe that recommendations in these areas, would in themselves constitute major steps forward in improving the principles and standards of government in Minnesota.

LOBBYING

The "public interest" in our society, is made up of many group interests;—and under our system of government such interests are represented by lobbies—by whatever term they may be called. In the vastly complicated fields in which modern legislative and administrative action take place, lobbies fulfill a most essential function. They present information and points of view that legislative and administrative bodies should hear. Governmental processes today involve weighing the arguments on one side in balance with the arguments on the other, and lobbies fill a useful and necessary function in presenting such arguments.

But there exist serious problems relating to lobbying. The strength and effectiveness of a lobby may be all out of proportion to the numbers of people it represents. It may use methods of persuasion other than a presentation of the arguments. And it may

even conceal its existence by failing to openly state what and whom it represents.

Legislation affecting lobby registration and control has been enforced in the Federal Government for some years. Some states also have legislation on this subject. The committee could inquire into the practical results of such legislation, and make suggestions for effective laws to regulate lobbying in Minnesota.

In addition, the problem of lobbyists dealing with the administrative branch of the government should be considered.

THE AREA OF CONFLICT OF INTEREST IN BOTH THE ADMINISTRATIVE AND THE LEGISLATIVE BRANCHES OF GOVERNMENT

Conflicts of interest present difficult and complicated problems for which satisfactory solutions have not been reached on either state or federal levels. In the final analysis, the existence of such a conflict involves the personal standards and integrity of each individual concerned. I nevertheless feel that there are legal restrictions that should be enacted, and that an ethical code might be adopted. Such a code would constitute a standard which administrators would be required to follow and to which legislators and administrators would be asked to conform.

There is general agreement on the principle that no legislator, administrator, quasi-judicial or judicial official should act on a matter where he has a direct financial interest peculiar to himself. Once we leave this simple statement, the problem of conflict of interest grows increasingly complex. In the administrative branch, there is the question of what should be the administrator's relationship with people he is bound by law to regulate. How is a determination made as to the propriety of accepting a business-luncheon engagement or a weekend fishing invitation? What gifts and gratuities may properly be accepted at holiday seasons and when does the gift involve a courtesy and when does it become an obligation? These questions should be explored at length.

The problem of a legislator's relationship to the public at large and to special pleaders is also an extremely complex and difficult one. What about the legislator whose occupation may mean a conflict of interest in certain legislation? For instance, many legislators represent trade associations, such as insurance councils, savings and loan associations, bar associations and various economic groups. Other legislators are intimately involved with farm organizations in which they may own stock or hold office; likewise, unions are represented in the Legislature by employees, officers and members. In addition, there is the more

specific question of propriety when legislators are retained and paid fees by corporations, associations, private businesses and other interests with the resulting difficulty of knowing whether they are representing their legislative districts or a particular economic or financial interest, when they act and vote on certain legislation.

LOOKING TOWARD SOLUTIONS

1. *Legal Restrictions*

- a. Minnesota and other states have the problem of legislator lawyers representing clients before administrative agencies in state government. The Federal government prohibits by law any Representative or Senator from representing a private interest before the United States Government. I believe we should have similar legislation in the State of Minnesota which would prohibit lawyer legislators from representing private clients before any state agency whose actions might be directly or indirectly influenced by the fact that he was a member of the legislature.
- b. It is obvious that legislation cannot be enacted that will take care of every specific instance in violation of public trust. However, I think at a minimum, effective legislation can be introduced dealing with lobby regulation and direct conflict of interest.
- c. On occasion, it has been recommended that all public employees in the unclassified service and all legislators should make available to public inspection their private financial circumstances. This would mean that the income tax filed by such officials would become a matter of public record. It is recognized that such a requirement might constitute invasion of personal privacy. On the other hand, it might well be the greatest deterrent towards accepting income from sources which otherwise could be very subtly related to legislation, but could not be discovered without the initial information as to the receipt of the funds in question.

2. *A Code of Conduct*

Equally, if not more, important than laws would be the development of a practical, workable code of conduct for public officials. I believe such a code of conduct might be developed to include general propositions with specific examples explaining agreed-upon principles. I believe such a code, thoughtfully and carefully developed, would command wide public support. It would help the conscientious public servant to resist the argument, "Every one does it," or "It is part of the process," which is made again and again to justify questionable conduct.

In addition, it would provide clear criteria by which the public could measure and compare the conduct of public officials.

The Attorney General of Minnesota, the Honorable Miles Lord, has agreed to serve in an official advisory capacity and make available to this committee general information and legal interpretations for their guidance.

APPENDIX VI. APPEARANCES

The following persons appeared before the Committee and its subcommittees and made available their views and experiences.

Members—Senate, State of Minnesota

Elmer L. Andersen
Donald Fraser
Arthur Gillen

Members—House of Representatives, State of Minnesota

Alfred I. Johnson, Speaker
William L. Shovell
Aubrey W. Dirlam
Karl F. Grittner

Commissioners, State of Minnesota

Ewald W. Lund, Railroad and Warehouse Commission
Joseph M. Robertson, Department of Taxation
Byron G. Allen, Department of Agriculture, Dairy and Food

Maynard E. Pirsig, Professor and Former Dean, Law School, University of Minnesota.

William C. Blethen, Attorney, Mankato, Minnesota—Member of the Practice of Law Committee, Minnesota State Bar Association.

Joseph Robbie, Attorney, Minneapolis, Minnesota.

Mrs. George Seltzer, Hennepin County League of Women Voters.

the 1990s, the number of people in the UK who are aged 65 and over has increased from 10.5 million to 12.5 million, and the number of people aged 75 and over from 4.5 million to 6.5 million (Office of National Statistics 1999).

There is a growing awareness of the need to address the needs of older people in the community. The Department of Health (1999) has published a strategy for older people, which sets out a vision for the future of older people's services. The strategy is based on the principle of 'active ageing', which is the process of enabling older people to live full, active lives. The strategy is based on the following principles: (1) older people should be able to live independently in their own homes; (2) older people should be able to participate in social and community activities; (3) older people should be able to access the services and support they need; and (4) older people should be able to live in a safe and secure environment.

The strategy is based on the following principles: (1) older people should be able to live independently in their own homes; (2) older people should be able to participate in social and community activities; (3) older people should be able to access the services and support they need; and (4) older people should be able to live in a safe and secure environment. The strategy is based on the following principles: (1) older people should be able to live independently in their own homes; (2) older people should be able to participate in social and community activities; (3) older people should be able to access the services and support they need; and (4) older people should be able to live in a safe and secure environment.

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61st Minnesota Legislature of Seating Arrangement



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The Minnesota Employers' Association, Inc. is the only statewide business association in Minnesota whose membership is composed of all types and sizes of business and industry.

As a non-profit corporation it has been serving business and industry in Minnesota since 1908. Its objectives are to gather and disseminate information for its members, promote favorable economic business conditions, assist in obtaining good relationships between employer and employee, and act as spokesman for Minnesota business and industry wherever business views are sought.

The Association issues this brochure to make it convenient for those interested to become acquainted with the people who will enact the laws, rules, regulations and taxes with which all Minnesotans will have to comply in the coming years.

With Compliments of
MINNESOTA EMPLOYERS' ASSOCIATION, INCORPORATED
1600 Pioneer Building - St. Paul, Minnesota
Otto F. Christensen, Executive Vice President
Julius E. Kubier, Executive Assistant



SEATING ARRANGEMENT OF MEMBERS OF THE SENATE

61ST SESSION - MINNESOTA LEGISLATURE - 1959

With Compliments of
MINNESOTA EMPLOYERS' ASSOCIATION, INCORPORATED
1600 Pioneer Building - St. Paul, Minnesota

SEATING ARRANGEMENT OF MEMBERS OF THE HOUSE OF REPRESENTATIVES

61ST SESSION - MINNESOTA LEGISLATURE - 1959

With Compliments of
MINNESOTA EMPLOYERS' ASSOCIATION, INCORPORATED
1600 Pioneer Building - St. Paul, Minnesota

updated

File
head

A realistic picture of how the Minnesota legislature is organized and how it functions as a lawmaking body

NINETY DAYS OF LAWMAKING IN MINNESOTA

The University of Minnesota Press, Minneapolis



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League of Women Voters of Minnesota
University of Minnesota
15 & Washington Avenue S. E.
Minneapolis 14, Minn.

April 3, 1959

TO: Senator Bergerud, Representatives Battles, Chilgren, Cina, Popovich

FROM: Mrs. O. H. Anderson, President, League of Women Voters of Minnesota

On April 2, some remarks were made on the floor of the House of Representatives about the League of Women Voters of Minnesota and its activities in connection with reapportionment of the Legislature. These remarks were subsequently reported in the press. Reference was made to an "anonymous statement," released to members of the Legislature and to the press on April 1.

This was not an anonymous statement. It was an official statement from the League of Women Voters of Minnesota, on its own letterhead. It was not a letter and therefore carried no signature. The statement was a recapitulation of a League position of long standing -- that the League supports the Bergerud-Popovich Bill as a fair and workable compromise of the population provisions of the Constitution, and that it does not condone increasing the size of the Legislature. League representatives had testified to this effect in a subcommittee meeting on March 23 and had received permission to testify at the full Reapportionment Committee meeting on March 25. At this meeting, the League representative was prepared to testify but was not called upon. The Bergerud-Popovich Bill was amended in committee to add four rural seats. The Executive Committee of the League of Women Voters of Minnesota then met to consider the bill as amended. It was decided to issue a public statement.

The League statement of April 1 was made to reaffirm a position of long standing on reapportionment. Its purpose was neither to embarrass nor to support legislators, but to restate a stand on an issue -- the only kind of a stand the League of Women Voters ever takes.

Copies to the press.

LEAGUE OF WOMEN VOTERS OF MINNESOTA

15th and Washington Avenue S.E. Minneapolis 14, Minnesota

Federal 8-8791

April 1, 1959

Realizing that compromise was necessary, the League of Women Voters of Minnesota gave its support to the Bergerud Bill in the sessions of 1955 and 1957. On the basis of the 1950 census it was a fair and workable compromise of the population provisions of the constitution.

Now because the Bergerud-Popovich Bill will not go into effect until after the 1960 census figures are available, the population-area balance aimed at previously will be further weighted in favor of the now over-represented districts. Nevertheless the League of Women Voters is still willing to accept the Bergerud-Popovich Bill as introduced.

Last week the bill was reported favorably out of committee with the addition of four rural seats. This not only increases the size of an already large House, but departs so far from the present constitutional requirements that it is no longer a fair compromise. We urge that the bill be returned to its original form.



Affiliated with the
League of Women Voters of the U.S.

League of Women Voters of Minnesota, 15th & Washington S.E., Minneapolis 14, Minn.
March 5, 1959 030559LX

TIME FOR ACTION ON REAPPORTIONMENT

The League supported amendment on reapportionment commonly known as the County Representation Plan has been made a committee bill, re-numbered from H.F. 30 & 60 to H.F. 947, and is soon to be up for debate on the floor of the House -- probably Monday, March 9th. Will you contact your representative this weekend and ask for his support. Enclosed is some explanatory material on the bill which you may want to use in talking to him.

This Time for Action is going only to Local League Presidents.

76

League of Women Voters of Minnesota, 15th & Washington S.E., Minneapolis 14, Minn.
February 1959 021359CC

TO: Constitutional Revision Chairmen
FROM: Mrs. Kenneth Green, State Item I Chairman
SUBJECT: Consensus on Reapportionment in Minnesota

Number of Leagues

34 out of 55 Leagues reported, a high return comparable to the return on the
Loyalty-Security Consensus of 1957.

16 of 27 Suburban Leagues

14 of 23 Smaller Town Leagues

4 of 5 Large Town & City Leagues (Mpls., St. Paul, Duluth, St. Cloud and
Rochester)

(one League - Brooklyn Center is a provisional League and thus took no
action on this consensus request)

I ENFORCEMENT PROVISIONS:

The League has always seen the need for enforcement or self-enacting machinery to insure periodic reapportionment. However it is not possible to achieve enforcement machinery through a statute; the Constitution must be amended to provide for it. (It must be added that it is improbable that the rural-dominated legislature would enact such an amendment without its being part of a guarantee of an area factor in a reapportionment amendment.) At the State Council meeting in May 1958 the League voted to support enforcement provisions involving giving the Legislature first chance to reapportion after each federal census, followed by a special session; the power would then pass to a commission of district judges if reapportioning did not take place. This sort of enforcement machinery subsequently appeared in the report of the Citizen-Legislator Committee on Reapportionment.

II REAPPORTIONMENT BY STATUTE; LEAVE CONSTITUTIONAL PROVISIONS AS THEY ARE.

Only two Leagues indicated they wanted to rely on a statute to achieve reapportionment and leave the constitutional provisions as they are. One of these Leagues indicated some feeling for a compromise by an amendment. Seven Leagues reported a sizeable minority who favored supporting a statute alone. Five Leagues said they wanted the LWV to work on a statute as well as an amendment.

III AMENDMENT APPROACH

32 Leagues were, to varying degrees, in favor of area compromise through an amendment to the constitution; the other two wanted a statute only.

6 Leagues reported opinions approximating the "Enlightened Rural View" (IA on the consensus form).

28 Leagues indicated they supported an amendment because:

(1) They felt such a compromise would be a good way to settle the problem now
- or -

(2) There appeared to be no other way of assuring reapportionment.

Of these 28, four of the smaller town Leagues registered strong disapproval of relying only on a statute (view III). In addition four suburban Leagues strongly disagreed with this view.

IV TYPE OF AMENDMENT

All Leagues supporting an amendment, except three, agreed that an area factor should go in one house with strict population in the other, rather than spreading the area factor between the two chambers.

V LEAGUE SUPPORT OF SPECIFIC BILLS

A copy of the League stand made to the public and press is given below so you can see how your consensus reports were translated into a general position and then into support of specific bills introduced in the 1959 session.

These bills are:

- (1) H.F. 30 & 60: Identical bills, County Representation Plan for amendment based on the Citizen-Legislator Committee Report of January 1959. This plan has not yet been introduced in the Senate.
- (2) Statutory approach:
 - (a) Bergerud-Popovich bill H.F. 492
 - (b) Klaus bill H.F. 251

COPY OF PRESS RELEASE DATED FEB. 9, 1959

Today the League of Women Voters of Minnesota, representing 5500 women throughout the state, announced that it will support a Constitutional Amendment on Reapportionment, and at the same time reaffirmed its position that, until changed, the Constitutional provisions on Reapportionment be carried out.

The 56 local Leagues, including 26 Leagues outside the metropolitan area, 27 suburban Leagues, and three Leagues in the major cities, have just gone through an intensive discussion period on this vital question and reported their members' attitudes toward reapportionment in Minnesota as of 1959. This climaxes five years of study and action on this problem.

Acting on these reports the state Board of the League of Women Voters of Minnesota approved the following stand as representing a consensus of its members:

- I. The League of Women Voters of Minnesota will support a Constitutional Amendment on Reapportionment which will do the following things:
 - a. provide enforcement machinery which will insure reapportionment promptly after each federal census;
 - b. provide that population be the sole basis for representation in one house, but modify the population requirement in the other house in favor of the less populous counties;
 - c. limit the legislature to its present size.
- II. The League of Women Voters of Minnesota reaffirms its position that, until changed, the Constitutional provisions on Reapportionment be carried out.

Explanation of League Stand

There is a strong minority opinion, especially from Leagues in grossly under-represented districts, not only in Hennepin and Ramsey, but elsewhere in the state, which opposes changing the constitutional provisions on reapportionment.

However, the League in Minnesota as a whole is willing to support such a constitutional amendment because we believe it to be a necessary and workable compromise. It will not only improve the present situation, but it will, through enforcement machinery, provide a longterm solution by providing regular legislative reapportionment.

Press Release (cont.)

Specific Recommendations on Amendments

To date (February 9) five amendments to provide statewide reapportionment have been introduced in the Senate and six such amendments have been introduced in the House.

An amendment popularly known as the County Representation Plan, embodying recommendations of the Citizen-Legislator Commission on Reapportionment, has been introduced into the House of Representatives as H. F. 30 (Iverson) and H. F. 60 (Luther). The League supports this plan because it fulfills the above criteria and is a compromise which we believe will be acceptable to voters throughout the state.

The other amendments in the House and the amendments so far introduced in the Senate either (1) fail to provide adequate enforcement machinery; (2) do not guarantee population in one chamber; (3) fail to specify the means of providing area in the other chamber; or (4) provide a completely inflexible area factor.

We realize that any factor which favors the less populated counties will necessarily mean underrepresentation of large centers of population. This we are prepared to accept. We do not, however, feel that the disproportions throughout the rest of the state should be preserved by the device of frozen districts, as was recommended in the Senate last session.

Specific Recommendations on a Statute

The League must urge that, until changed, our present constitutional provisions on reapportionment be implemented. We therefore reaffirm our approval of the statute which passed the House in 1955 and 1957 and which has been reintroduced this session, with some modifications (S. F. 261, Bergerud; H. F. 492, Popovich).

We also support the statute introduced into the House by Rep. Klaus (H. F. 251).

LEAGUE OF WOMEN VOTERS OF MINNESOTA

15th and Washington Avenue S.E. Minneapolis 14, Minnesota
Federal 8-8791

February 4, 1959

Dear Senator:

The League of Women Voters of Minnesota is very concerned about the Special Laws Procedures Bill, S.F.52, which was to carry out the intent of the Home Rule Amendment passed by a large majority of the voters last fall.

The amendment to the bill in the Senate Judiciary Committee which allows any special law to dispense with local approval will, we feel, lead to the practice of doing away with local approval of special laws as a general custom. This would put Minnesota back in the situation of 1892 when special laws flooded the legislature and were finally prohibited altogether.

Under the Home Rule Amendment, the Legislature retains all its power over local government by general law, and there is a provision whereby general laws may dispense with local approval of special laws in certain cases.

Generally the League supports giving the Legislature the power to act more flexibly and with more discretion. Our aim in this case is eventually to cut down on the number of local bills which take up the time of the legislature and detract from matters of statewide concern.

We hope you will vote for the Special Laws Procedures bill as it was before the amendment in the Senate Committee.

Sincerely,

Mary Mantis

Mrs. Homer Mantis
Legislative Chairman

Anne Green

Mrs. Kenneth Green
Resource Chairman on Home Rule
Legislation



Affiliated with the
League of Women Voters of the U.S.

League of Women Voters of Minnesota, 15th & Washington S.E., Minneapolis 14, Minn.
October 1958 102158CCC - 2¢

LEGISLATIVE DISTRICTS OF LOCAL LEAGUES IN MINNESOTA

<u>DISTRICT</u>	<u>LEAGUE</u>	<u>DISTRICT</u>	<u>LEAGUE</u>
4	Rochester	37-42	St. Paul
5	Austin	41	North St. Paul
7	Wells		White Bear Lake
10	Jackson	42N	Arden Hills
11	Worthington		Falcon Heights
13	Granite Falls		Roseville
14	New Ulm		St. Anthony
16	New Richland	43	Afton-Lakeland
	Owatonna		Birchwood
	Waseca		Mahtomedi
19	Red Wing	44	Anoka
20	South and West St. Paul		Circle Pines
22	McLeod-Hutchinson		Columbia Heights
23	Olivia	45	St. Cloud
24	Granite Falls	47	Alexandria
27	Buffalo	49	Moorhead
28-35	Minneapolis	50	Battle Lake
29	St. Anthony		Fergus Falls
36S	Bloomington	52	Cass Lake
	Deephaven	53	Brainerd
	Edina	57-59	Duluth
	Excelsior	60	Hibbing
	Hopkins	61	Virginia
	Minnetonka Village	62	Bemidji
	Mound	63	Park Rapids
	Richfield		
	St. Louis Park		
	Wayzata		
36N	Brooklyn Center		
	Crystal		
	Golden Valley		
	Robbinsdale		

(23 Legislative Districts with no Leagues - 1,2,3,6,8,9,12,15,17,18,21,25,26,46,
48,51,54,55,56,64,65,66,67.

CONGRESSIONAL DISTRICTS OF LOCAL LEAGUES IN MINNESOTA

<u>DISTRICT</u>	<u>LEAGUE</u>	<u>DISTRICT</u>	<u>LEAGUE</u>
I	Austin New Richland Cwatonna Red Wing Rochester Waseca	IV	Arden Hills Falcon Heights North St. Paul Roseville St. Anthony St. Paul White Bear Lake
II	McLeod-Hutchinson Jackson New Ulm South St. Paul Wells West St. Paul	V	Minneapolis
III	Afton-Lakeland Anoka Birchwood Bloomington Brooklyn Center Circle Pines Columbia Heights Crystal Deephaven Edina Excelsior Golden Valley Hopkins Mahtomedi Minneapolis Minnetonka Village Mound Richfield Robbinsdale St. Anthony St. Louis Park Wayzata	VI	Brainerd Buffalo Cass Lake Park Rapids St. Cloud
		VII	Alexandria Granite Falls Olivia Worthington
		VIII	Duluth Hibbing Virginia
		IX	Battle Lake Bemidji Fergus Falls Moorhead

League of Women Voters of Minnesota PRESIDENT'S LETTER

Keep one copy for President's File

Cut up one copy and give each section to the appropriate person on the Board

From Mrs. O. H. Anderson, President

September 19, 1958

091958CC

Please give to the Legislative Chairman on your Board for her notebook.

✓ LEGISLATION
9/19/58

A very exciting Legislative Workshop is planned for October 8, 1958, on a Wednesday, at the Weyerhaeuser Room of the Historical Building, in St. Paul. The program will consist of three talks against our program, by prominent legislators, and a discussion by Leaguers of answers to these objections. This is a new approach which we think will be fun and informative. The session runs from 9:30 to 3 and the cost will be \$2.50 a person, which covers lunch, kit, room charge and lunch for our three guests. Two representatives of each League are invited to attend. Will you make your reservations by sending in the form at the bottom of the Agenda for the meeting (enclosed) with check attached, to the State Office by October 2nd. Enclosure.

REMINDER: We need to know the names of Local League Legislative Chairmen before Oct. 8.

Please give to your Publications Chairman for her notebook.

PUBLICATIONS
9/19/58

You Are the Government, excellent handbook on Minnesota government, will be launched the week of October 20th. We propose the following plan to get publicity and to dramatize the role of the ordinary citizen in government.

We would like to ask you to give away to "representative unknowns" some surprise gift copies (with much publicity, TV, radio, newspaper). For example, a copy could be given to a construction worker atop the scaffolding, a voter in the registration line, a 21 year old or a newly naturalized citizen about to vote, a shopper with her children, a customer in a bank, a milk-man on his route, a lineman on a telephone pole, etc. - the idea being to avoid the public officials, keep the surprise element and dramatize the role of the ordinary citizen.

Each League will be sent five free copies for this give-away purpose. An M.E.A. release will go to your local papers telling them what you are planning to do during the week of October 20th, and we hope you will be able to work out with them and with your TV station, if you have one, some significant publicity. News items about this handbook can be localized by relating it to your local school system. Call on the head of your social studies department, especially 6th and 9th grade levels. Perhaps your social studies teacher has used the 1949 edition of You Are the Government in the past and could be quoted as planning to order new ones for each member of the class. Point out that the handbook is completely up-dated and revised, and that many teachers have the students purchase the booklet for a text, and then take it home to keep as an easy reference book. The price is 35¢ each, or 25¢ in lots of 30 or more.

Talk this plan over with your Board, and with your Public Relations Chairman, and BE READY TO GO when you get the BOOKS and the FINAL WORD!

REMINDER: When you borrow tapes & records, please return next day, so other local Leagues on the waiting list won't be woefully disappointed.

League of Women Voters of Minnesota, 15th & Washington S.E., Minneapolis 14, Minn.
091758CCC September 1958

LEGISLATIVE WORKSHOP

Wednesday, October 8, 1958, 9:30 to 3 p.m., Weyerhaeuser Room, Historical Building,
Cedar Street and Central Avenue, next door to State Capitol, St. Paul, Minnesota

CHAIRMEN OF THE MEETING: Mrs. Homer Mantis, State Legislative Chairman
Mrs. Donald Guthrie, State Legislative Committee

Two from each local League are invited to attend - make reservations by returning
form at end of this sheet by October 2, to state office.

Fee \$2.50 - payable in advance - covers lunch, kit, luncheon guests, room rent.

A G E N D A

9:30 a.m. Registration

10:00 Purpose of Workshop

10:30 Arguments against Constitutional Convention - Senator Donald Wright

11:00 Arguments against Party Designation - Senator Daniel Feidt

11:30 Arguments against Reapportionment - Representative Carl Jensen

12:00 Introduction of Historical Museum Director

12:15 Buffet Lunch

1:30 Summary of morning's arguments, and answers to points raised by
Mrs. Kenneth Green, Mrs. William Graham, Mrs. Stanley Kane;
up-to-date information on Election Laws by Mrs. Edgar Kuderling and
Fair Employment legislation by Mrs. Mantis.

Discussion and questions from the floor.

3:00 p.m. Adjourn

Please fill out and return to League of Women Voters of Minnesota, 15th & Washington,
S.E., Minneapolis 14, Minnesota by October 2 - enclose check.

Please make ____ reservation(s) for the Legislative Workshop, for October 8, 1958,
at Historical Building in St. Paul. Enclosed find \$ ____ (\$2.50 apiece) for the
following persons.

NAME	ADDRESS	LEAGUE	LWV JOB
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League of Women Voters of Minnesota PRESIDENT'S LETTER

Keep one copy for President's File

Cut up one copy and give each section to the appropriate person on the Board

From Mrs. O. H. Anderson, President

November 20, 1958

11/21/58 CC

It is ironical, but true, that life is never an arriving, but always an ongoing. Here we are, having just come through an exciting election with our Voters Service banner flying, plans for our River Basin studies are well along, our new "You Are the Government" is launched, the holiday season looms ahead. What a temptation to rest on our busy oars and enjoy a relaxing lull in League activities. But -- we are already getting a little of the pre-session excitement as the legislators caucus. We are vitally interested in getting our projected "Capitol Letter" into every member's mailbox.

Operating on even less than the proverbial shoe string, we are making an exception, in this one case, to our usual 1 free copy of everything to the Local League President. No free copies! Everybody -- State Board, Local League Boards, Lobbying Committee -- everybody subscribes. One Local League has ordered a subscription for every paid up member. So, send your subscriptions in.

To be read aloud at your next board meeting, for it concerns the State Constitutional Convention Chairman, the Voters Service, Public Relations and other Chairmen:

"A large 'Hats Off' to all the Leaguers who worked so hard putting over Amendments 1 and 2, in addition to all the fall Voters Service work. Leagues bought and distributed 65,000 Amendment Flyers, speeches were given, articles written for newspapers, Leaguers did radio and TV interviews on the amendments, ads were paid for and inserted in newspapers, letters to the editor written -- have I left anything out? Your efforts, individual and collective, certainly played a large part in getting the amendment message across to the people of Minnesota and you can be proud of the League's influence for good government. I know I am."

From: Mrs. Kenneth Green, Constitutional Revision Chairman.

Please give to the Legislative Chairman on your Board for her notebook. 11/21/58

LEGISLATIVE

The 1959 session of the Legislature is before us, and the Legislative Committee has prepared the following sheets to assist local Leagues with the state program: "Legislative Responsibilities" which includes Tours, "Legislative Districts of Local Leagues in Minnesota," and "League Observers." (3 enclosures)

If you have not as yet congratulated your legislator, will you please drop him a note or see him in person? At the same time, you should give him our three new folders on party designation, constitutional convention and reapportionment. Our aim is to provide every legislator with these folders as an introduction to our position.

As is noted in the paragraph addressed to the Publication Chairman in your League, many local Leagues are promoting the subscription to the "Capitol Letter" (the League legislative bulletin for \$1.00) through their units. If your League has not already received forms for this purpose, we have enclosed enough copies for your units in this mailing. We hope every unit in Minnesota will have a number of subscribers. It's a real bargain for \$1.00! (enclosure)

Prepared O ST Convention - but not used

League of Women Voters of Minnesota, 15 & Washington Aves.S.E., Minneapolis 14, Minnesota

LEGISLATIVE SKIT - May, 1959

Based on a true experience, and recorded by Mrs. Edgar Kuderling, Election Laws Chairman

SCENE: "Legislator" and League Lobbyist both standing studying House Bulletin Board

"LEGISLATOR" - Well, how is reapportionment coming along?

LOBBYIST - It's hard to tell what the House will do. They start debate tomorrow on the County Representation Plan that was passed out of the Reapportionment Committee.

"LEGISLATOR" - What does that do to settle the question?

LOBBYIST - (describe)

"LEGISLATOR" - Why does the League want to put the area factor in the House? I think it should go to the Senate like our Federal Government?

LOBBYIST - (answer that argument)

"LEGISLATOR" - Well, I don't know -- just so we get away from that straight population. I come from Clarkfield, and we don't want to see the outstate areas lose their representation entirely in the legislature. I thought your LWV was working for straight population -- after all, that's what the cities want, and from what I've gathered, your stand on these questions is dictated from your ruling powers in the cities.

LOBBYIST - Oh, no! That's not right. We are supporting a population reapportionment under provisions of the present constitution, but we are also supporting some kind of fair and enforceable amendment to settle the long range problems of reapportionment. And this decision was not made by our city members or our board. We are a unique organization in that what our members decide is how the LWV acts. All members all over the state study a question first and what conclusions we reach are based on a fair majority of League opinion throughout the state.

"LEGISLATOR" - That may be, but why do you pick such tough subjects like Reapportionment, Party Designation, Constitutional Revision? Surely, they don't appeal to housewives and mothers. You should be working on something important like a spanking bill. Now, there's something this state really needs. Kids are getting out of hand these days and, I tell you, a teacher could really handle this discipline problem if he had a law like this behind him. I taught school for a few years and I had one fellow that I could only control by physical means. I was really tough but I had order in my classes and that's what we need more of today. Some states have passed spanking bills and that's what you girls should be working for.

LOBBYIST - I realize that discipline is a problem in education today, but we in the League don't have time or women power to tackle every problem that exists. We are expressly organized because of our interest in government and when our members choose a subject of study and action, we limit ourselves to governmental problems. One of our principles is that we don't want to duplicate the work of other organizations. There are several fine educational groups who are tackling problems of education. As a matter of fact, many of our members are also members of these other groups. The PTA, for instance, has a natural interest in discipline in the schools and would be my choice of a group to consider a spanking bill.

"LEGISLATOR" - Oh, the PTA, I don't think they'd be interested....

LOBBYIST - As for the programs we have, sure they are tough subjects but they are governmental reforms that are badly needed and are of great importance to the proper functioning of our state. We must work on these problems because we are the only nonpartisan group with no axe to grind except better government and we truly represent the best interests of all the people. And, you know, housewives and mothers are voters and taxpayers, too.

"LEGISLATOR" - I still don't think you're going to get anywhere with subjects that are so remote. People in the state don't know there's any problem in this area of government. They're satisfied with things as they are. They are a lot more interested in things that touch them directly like daylight savings time and pari-mutuel horse-racing. You should see the mail that comes in on those two subjects.

LOBBYIST - I'm sure the mail is terrific and that's why legislators are spending so much time on daylight savings. I've heard legislators say they wish their constituents would communicate their opinions on important governmental issues as freely and as often as they have on daylight savings. We wish so, too. But I don't agree that people as a whole aren't aware of problems of government. We do what we can to inform voters of our program, through material we prepare and distribute, open meetings, newspapers, speakers bureau and so forth. I feel that we've had some measure of success.

"LEGISLATOR" - Yes, I know. I've seen some of your material and I know you do a great job in backing candidates for office.

LOBBYIST - Well, we don't actually support candidates. We present factual material on all candidates and present them to the public at open meetings before elections, but we don't endorse anyone candidate. We are a non-artisan, or rather a bi-partisan group -- we have members of both parties in our organization and while we encourage our members to be active in the parties, we stick to issues for concerted study and action.

"LEGISLATOR" - Well, I don't know. It seems to me that your group is all DFL.

LOBBYIST - We are also accused by others as being an arm of the Republican party. As long as both sides disclaim us, we are reasonably sure that we are bi-partisan.

LEGISLATOR - (aside) Be right with you. Say, is the League supporting that County Representation Plan of Reapportionment?

LOBBYIST - Yes, it is, although we are prepared to support any other amendment that is offered that meets certain criteria. I'll be glad to discuss it with you at any time.

"LEGISLATOR" - (walking away) - OK, you've just about convinced me.....

LOBBYIST - (To Betty Kane who has just appeared) - Say, Betty, who was that I was just talking to? I think I've just sold him on the County Representation Plan! He looks so familiar but I just can't place which Representative he is.....

BETTY KANE - (laughing) That was no Representative. THAT WAS A DOORMAN!

LEAGUE OF WOMEN VOTERS OF MINNESOTA

15th and Washington Avenue S.E. Minneapolis 14, Minnesota

Federal 8-8791

February 4, 1959

Dear Senator:

The League of Women Voters of Minnesota is very concerned about the Special Laws Procedures Bill, S.F.52, which was to carry out the intent of the Home Rule Amendment passed by a large majority of the voters last fall.

The amendment to the bill in the Senate Judiciary Committee which allows any special law to dispense with local approval will, we feel, lead to the practice of doing away with local approval of special laws as a general custom. This would put Minnesota back in the situation of 1892 when special laws flooded the legislature and were finally prohibited altogether.

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Sincerely,

Mary Mantis

Mrs. Homer Mantis
Legislative Chairman

Anne Croen

Mrs. Kenneth Croen
Resourcee Chairman of Home Rule
Legislation



Affiliated with the
League of Women Voters of the U.S.

League of Women Voters of Minnesota, 15th & Washington S.E., Minneapolis 14, Minn.
October 1958 102158CCC - 2¢

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24	Granite Falls	47	Alexandria
27	Buffalo	49	Moorhead
28-35	Minneapolis	50	Battle Lake
29	St. Anthony		Fergus Falls
36S	Bloomington	52	Cass Lake
	Deephaven	53	Brainerd
	Edina	57-59	Duluth
	Excelsior	60	Hibbing
	Hopkins	61	Virginia
	Minnetonka Village	62	Bemidji
	Mound	63	Park Rapids
	Richfield		
	St. Louis Park		
	Wayzata		
36N	Brooklyn Center		
	Crystal		
	Golden Valley		
	Robbinsdale		

(23 Legislative Districts with no Leagues - 1,2,3,6,8,9,12,15,17,18,21,25,26,46,48,51,54,55,56,64,65,66,67.

CONGRESSIONAL DISTRICTS OF LOCAL LEAGUES IN MINNESOTA

<u>DISTRICT</u>	<u>LEAGUE</u>	<u>DISTRICT</u>	<u>LEAGUE</u>
I	Austin New Richland Owatonna Red Wing Rochester Waseca	IV	Arden Hills Falcon Heights North St. Paul Roseville St. Anthony St. Paul White Bear Lake
II	McLeod-Hutchinson Jackson New Ulm South St. Paul Wells West St. Paul	V	Minneapolis
III	Afton-Lakeland Anoka Birchwood Bloomington Brooklyn Center Circle Pines Columbia Heights Crystal Deephaven Edina Excelsior Golden Valley Hopkins Mahtomedi Minneapolis Minnetonka Village Mound Richfield Robbinsdale St. Anthony St. Louis Park Wayzata	VI	Brainerd Buffalo Cass Lake Park Rapids St. Cloud
		VII	Alexandria Granite Falls Olivia Worthington
		VIII	Duluth Hibbing Virginia
		IX	Battle Lake Bemidji Fergus Falls Moorhead

DEC 8 1958

12-3-58

TENTATIVE RADIO SCHEDULE

KUOM 11:15-11:30 every Tuesday Morning
Program: Listen with the League

Jan. 6 90 DAYS OF LAW MAKING - A program on the State Legislature Interviewer: Kuderling

GUEST Elmer Andersen

Jan. 13 REAPPORTIONMENT Interviewer: St. Paul
Mrs. John Berg

GUEST Frank Farrell

Jan. 20 IMPLEMENTATION OF AMENDMENT #1 Interviewer: Bruce

GUEST Donald Fraser

Jan. 27 EDUCATION - ISD Interviewer: McKinlay
Special legislation? Charter amendment

GUEST

Feb. 3)
10) FOREIGN POLICY
17) Tapes from national LWV Mrs. Moore
24)

Mar. 3 PARTY DESIGNATION Interviewer: St. Paul
Mrs. John Berg

GUEST

Mar. 10 ELECTION LAWS Interviewer: Kuderling

GUEST Grittner, McRoberts

Mar. 17 REAPPORTIONMENT Interviewer: Kuderling

GUEST Philip Duff & Mrs. Stanley Kane

Mar. 24 LEGISLATIVE RE-CAP Interviewer: St. Paul
Mrs. Mantis

GUEST

Mar. 31 CITY PLANNING Interviewer: Bruce

GUEST Erwin

Apr. 7 PROGRAM ON LWV TO LAUNCH MPLS. & ST. PAUL Interviewer: St. Paul
FINANCE DRIVES Mrs. W. Hilke

GUEST

Apr. 14 VOTING MACHINES Interviewer: Kuderling

GUEST Leonard Johnson

Apr. 21 WATER RESOURCES - RIVER BASIN SURVEY Interviewer: St. Paul
Mrs. C. F. McDonald

GUEST

<u>Apr. 28</u>	WATER RESOURCES - NAVIGATION	Interviewer: Porcher
GUEST	Carl Mohn	
<u>May 5)</u>	FOREIGN POLICY	St. Paul - Mrs. Mains
12)	Tapes from national LWV	
<u>May 19</u>	LEGISLATIVE REVIEW	Interviewer: Kuderling
GUEST		
<u>May 26</u>	LOCAL GOVERNMENT - PERSONNEL	Interviewer: Bruce
	Charter amendment	
GUEST		

October 1958

Fact sheet 100358D-29

Please give to your Bulletin Editor for her notebook.

BULLETIN EDITOR

Enclosed is a directory of Bulletin Editors of local Leagues, in case you wish to write another Editor to arrange exchange of bulletins or request information.

Crook & Hanley, Inc., who have the two publications on mimeographing mentioned in the September President's Letter, are now located at 2850 Hiawatha Ave., Minneapolis. Please correct the address in your notebook.

Please give to your Legislative Chairman for her notebook.

10/16/58

LEGISLATIVE CHAIRMAN

If a Legislative Chairman has not as yet been appointed in your League, please find one, or assign the job to another board member as an added duty, and let us know her name.

Some Leagues have requested a clarification of the duties of a Legislative Chairman. So a sheet will be prepared this month for your guidance.

The LMV State Board is sending the enclosed letter with our three new folders on Constitutional Convention, Reapportionment and Party Designation to all Legislative Candidates in areas in Minnesota where we have no local Leagues. We wish that all of you local Leagues would do the same for the Legislative Candidates in your districts. Would you please let us know if you will, or if you can't, so we can know? You might use the enclosed letter as a pattern, or as a starting point, for writing a letter of your own that is personalized and localized. Or better still, a personal conversation with your candidates, after which you leave the 3 folders with them, would be the most effective technique of all.

The Lobby by Letter Kit enclosed is our pride and joy for October. Many of you received one at the Legislative Workshop October 8. We think there should be at least one in every unit in Minnesota, and when the unit members see it, many will want to buy their personal copy. So make it easy for them. It is a real bargain, being worth more than 50¢, but for sale as a packet for 35¢.

CAPITOL LETTER - a legislative bulletin, available for \$1.00 subscription, was announced at the Legislative Workshop, and a sample copy of it is printed on the last page of the September-October Minnesota Voter, which you have just received. Read it over, and see if you don't think it is an indispensable treasure for every League member to have. Again, we think a subscription for this letter should go to every unit in Minnesota. And many Leagues are subscribing for every board member. Use the handy form in the Minnesota Voter, attach to it \$1.00, send to the state office, and you are set for the Legislative Session. It will be as if YOU ARE THERE!

Please give to the Water Resources Chairman on your board, for her notebook. 10/16/58

WATER RESOURCES

Metropolitan Water Resources Workshop - The Minneapolis League will be hostess to a Water Resources Workshop, November 13, 9:15 A.M., to 3:30 P.M. in Room 320 of the Coffman Memorial Union, University of Minnesota Campus. (Parking in ramp on corner of Union & Washington Ave. S.E.)

The five subjects to be discussed by experts from the water agencies include watershed planning, ground water supplies, army engineer projects in the state, industrial development and pollution. League members outside the metropolitan area are also invited to attend. There is no registration fee.

1959

MINNESOTA LEGISLATURE

This list includes the name of each Minnesota Senator and Representative, his legislative district, county, address, and how he caucused (C for conservative, L for liberal).

SENATORS

<u>Dist.</u>	<u>Cau.</u>	<u>Name of Senator</u>	<u>County</u>	<u>Address</u>
1	C	Lew W. Larson	Fillmore-Houston	Mabel
2	C	J. R. Keller	Winona	59 E. Broadway, Winona
3	C	Robert R. Dunlap	Wabasha	Plainview
4	L	A. M. Keith	Olmsted	405-14th Ave. S.E., Roch.
5	C	P. J. Holand	Dodge-Mower	Box 473, Austin
6	C	Rudolph Hanson	Freeborn	236 Hyde Bldg, Albert Lea
7	C	Ernest J. Anderson	Faribault	Frost
8	C	Val Imm	Blue Earth	1515 N. Broad, Mankato
9	C	Chris L. Erickson	Martin-Watonwan	Fairmont
10	C	W. J. Franz	Cottonwood-Jackson	Mountain Lake
11	C	John L. Olson	Nobles-Rock	R. #2, Worthington
12	C	Joseph Vadheim	Lincoln-Murray-Pipestone	Tyler
13	C	J. A. Josefson	Lyon-Yellow Medicine	Minneota
14	C	John M. Zwach	Brown-Redwood	Walnut Grove
15	C	Franklin P. Kroehler	Nicollet-Sibley	Henderson
16	C	Harold S. Nelson	Steele-Waseca	363 E. Broadway, Owatonna
17	L	Michael E. McGuire	Le Sueur	Montgomery
18	C	A. O. Sundet	Rice	R. 3, Faribault
19	C	Grover C. George	Goodhue	R. 3, Goodhue
20	L	Paul A. Thuet	Dakota	401 Marion Pl., So. St. Paul
21	C	John A. Metcalf	Carver-Scott	Shakopee
22	C	Harold R. Popp	McLeod	Hutchinson
23	C	Leo J. Lauerman	Renville	Olivia
24	C	Fay George Child	Chippewa-Lac Qui Parle	Maynard
25	C	Harry L. Wahlstrand	Kandiyohi-Swift	Willmar
26	C	Stanley W. Holmquist	Meeker	Grove City
27	C	Thos. P. Welch	Wright	Buffalo
28	L	Harold Kalina	Hennepin	115-36th Ave. N.E., Mpls.
29	L	Donald Fraser	Hennepin	813-7th St. S.E., Mpls.
30	C	Donald O. Wright	Hennepin	1112 Washburn S., Mpls.
31	L	Jack Davies	Hennepin	235-20th Ave. S., Mpls.
32	L	Herman J. Kording	Hennepin	3533-36th Ave. S., Mpls.
33	C	Chas. W. Root	Hennepin	5104 Colfax S., Mpls.
34	C	Daniel S. Feidt	Hennepin	1715 W. Franklin, Mpls.
35	C	H. P. Goodin	Hennepin	3818 Thomas No., Mpls.
36	C	Alf Bergerud	Hennepin	5100 Ridge Road, Edina
37	L	Harold W. Schultz	Ramsey	1176 E. Hawthorne, St. Paul
38	L	Edward G. Novak	Ramsey	1424 Arundel, St. Paul
39	L	Karl F. Grittner	Ramsey	824 Cherokee, St. Paul
40	C	Harold J. O'Loughlin	Ramsey	1137 Portland, St. Paul
41	C	Leslie E. Westin	Ramsey	2160 Edgerton, St. Paul
42	C	Claude H. Allen	Ramsey	909 Lakeview Ave, St. Paul
43	L	Raphael Salmore	Washington	718 W. Pine, Stillwater
44	L	Ralph W. Johnson	Anoka-Isanti	Isanti
45	C	John L. Richardson	Benton-Sherburne-Stearns	506-8th St. No., St. Cloud

<u>SENATORS</u>				
<u>Dist.</u>	<u>Cau.</u>	<u>Name of Senator</u>	<u>County</u>	<u>Address</u>
46	C	Henry M. Harren	Stearns	Albany
47	C	Clifford Lofvegren	Douglas-Pope	R. 3, Alexandria
48	L	C. J. Benson	Big Stone-Grant Stevens-Traverse	Ortonville
49	C	W. B. Dosland	Clay-Wilkin	1209-4th So., Moorhead
50	C	Cliff Ukkelberg	Ottertail	Clitherall
51	L	Wm. C. F. Heuer	Todd-Wadena	Bertha
52	L	V. Shipka	Cass-Itasca	Grand Rapids
53	C	Gordon Rosenmeier	Crow Wing-Morrison	606-1st S.E., Little Falls
54	L	Norman W. Hanson	Aitkin-Carlton	Cromwell
55	C	C. C. Mitchell	Kanabec-Mille Lacs Sherburne	Princeton
56	L	C. Elmer Johnson	Chisago-Pine	Almelund
57	C	Gordon H. Butler	Cook-Lake-St. Louis	2410 Branch St., Duluth
58	L	Richard E. Ferrario	St. Louis	13F East 12th, Duluth
59	L	Homer M. Carr	St. Louis	25 5th St., Proctor
60	L	Elmer Peterson	St. Louis	3124 3rd Ave. W., Hibbing
61	L	Thomas D. Vukelich	St. Louis	312 Nebraska, Gilbert
62	C	John H. McKee	Beltrami-Koochiching Lake of the Woods	1002 Bemidji Ave, Bemidji
63	L	Norman J. Walz	Becker-Hubbard	1140 W. Ave., Detroit Lakes
64	C	Norman Larson	Mahnomen-Norman	Ada
65	L	Roy E. Wiseth	Clearwater-Pennington Red Lake	Goodridge
66	L	Louis A. Murray	Polk	East Grand Forks
67	C	Donald Sinclair	Kittson-Marshall-Roseau	Stephen

<u>REPRESENTATIVES</u>				
1	C	Moppy Anderson	Fillmore-Houston	Preston
1	C	Teman Thompson	Fillmore	Lanesboro
1	C	Lloyd L. Duxbury, Jr.	Houston	Caledonia
2	L	John D. McGill	Winona-1st Division	508 Harriet, Winona
2	C	Donald McLeod	Winona-2nd Division	Lewiston
3	C	Frank Furst	Wabasha	Lake City
4	C	Donald T. Franke	Olmsted	835-10 $\frac{1}{2}$ St.S.W., Rochester
5	L	Alf Larson	Dodge	Hayfield
5	C	Emil Schaffer	Mower	709 $\frac{1}{2}$ W. Maple, Austin
6	L	Edmond F. Conn	Freeborn	R. # 2, Alden
7	C	L. B. Erdahl	Faribault	Frost
8	C	Roy Schulz	Blue Earth	R. 4, Mankato
8	C	Donald E. Swenson	Blue Earth	217 W. 8th, Mankato
9	C	G. J. Van De Riet	Martin	316 Lake Ave., Fairmont
9	C	M. K. Hegstrom	Watsonwan	St. James
10	L	Sam Franz	Cottonwood	Mountain Lake
10	L	George Mann	Jackson	Windom
11	L	Wayne R. Bassett	Nobles	117 Lake Ave., Worthington
11	C	Roy H. Cummings	Rock	Luverne
12	C	Graham Fuller	Lincoln	Ivanhoe
12	L	Reuben Wee	Murray	Balaton
12	C	Lawrence P. Cunningham	Pipestone	R. 3, Pipestone
13	L	Dr. J. J. Kelly	Lyon	210 Redwood, Marshall
13	L	Curtis B. Warnke	Yellow Medicine	Wood Lake
14	C	Harvey N. Paulson	Redwood-Brown at lge	R. 3, Sleepy Eye
14	C	Carl A. Jensen	Brown	209 S. 5th, Sleepy Eye
14	C	Aubrey W. Dirlam	Redwood	Redwood Falls

REPRESENTATIVES

<u>Dist.</u>	<u>Cau.</u>	<u>Name of Representative</u>	<u>County</u>	<u>Address</u>
15	C	Harold R. Anderson	Nicollet	333 Page Ave., No. Mankato
15	C	August B. Mueller	Sibley	Arlington
16	C	John A. Hartle	Steele	1121 Austin Rd., Owatonna
16	C	Rodney N. Searle	Waseca	R. 1, Waseca
17	C	George B. Krenik	Le Sueur	Le Center
18	C	Robert C. Kucera	Rice	Medical Arts Bldg., Northfield
19	C	Roy L. Voxland	Goodhue-1st Division	Kenyon
19	C	Clarence G. Langley	Goodhue-2nd Division	615 Maple St., Red Wing
20	C	Walter K. Klaus	Dakota	Farmington
21	C	Howard Ottinger	Carver	Chaska
21	L	John M. Fitzgerald	Scott	108 Sunrise, New Prague
22	C	Walter C. Jungclaus	McLeod	Glencoe
23	L	Odean Enestvedt	Renville	Sacred Heart
24	C	George P. Grussing	Chippewa	727 S. Main, Clara City
24	L	Alvin O. Hofstad	Lac Qui Parle	Madison
25	L	Eugene P. Knudsen	Kandiyohi	Kandiyohi
25	L	Martin J. McGowan, Jr.	Swift	349 E. Snelling, Appleton
26	C	O. Gerhard Nordlie	Meeker	Litchfield
27	L	Victor N. Jude	Wright	Maple Lake
27	C	Glen W. Swenson	Wright	Buffalo
28	L	Stanley J. Fudro	Hennepin	2322-2nd St. N.E., Mpls.
28	L	Edward J. Tomczyk	Hennepin	1614 Calif. St. N.E., Mpls.
29	L	George E. Murk	Hennepin	3357 Lincoln N.E., Mpls.
29	L	John P. Skeate	Hennepin	609 Taylor N. E., Mpls.
30	C	Thomas N. Christie	Hennepin	1219 Lakeview Ave., Mpls.
30	L	Sally Luther	Hennepin	1937 Kenwood Pkwy, Mpls.
31	L	James L. Adams	Hennepin	616 E. 19th St., Mpls.
31	L	Carl G. Hagland	Hennepin	1913 So. 6th St., Mpls.
32	L	Stanley A. Enebo	Hennepin	3304 E. 25th St., Mpls.
32	L	Edw. J. Volstad	Hennepin	3327 25th Ave. So., Mpls.
33	C	Harold J. Anderson	Hennepin	4919 Colfax So., Mpls.
33	C	George A. French	Hennepin	5140 Penn Ave. So., Mpls.
34	C	Glenn D. McCarty	Hennepin	2221 Humboldt So., Mpls.
34	C	F. Gordon Wright	Hennepin	2912 Chowen So., Mpls.
35	L	Robert Latz	Hennepin	1220 Morgan No., Mpls.
35	L	Leo D. Mosier	Hennepin	4340 Washburn No., Mpls.
36	L	Richard J. Parish	Hennepin North	4101 Quail Ave. No., Mpls.
36	C	C. Donald Peterson	Hennepin South	4809 Wilford Way, Mpls.
37	L	Wendell Anderson	Ramsey North	852 E. Wheelock Pkwy, St. P.
37	L	Richard W. Richie	Ramsey South	509 Fred St., St. Paul
38	L	Joseph Prifrel, Jr.	Ramsey North	1031 Woodbridge, St. Paul
38	L	Anthony Podgorski	Ramsey South	642 Van Buren, St. Paul
39	L	D. D. Wozniak	Ramsey-Ward 5	1216 Bayard, St. Paul
39	L	Ernest Beedle	Ramsey-Ward 6	508 E. Belvidere, St. Paul
40	L	Alfred J. Otto	Ramsey-Ward 4	194 Summit, St. Paul
40	L	Peter S. Popovich	Ramsey-Ward 7	470 Summit, St. Paul
41	L	William B. McKenzie	Ramsey	45 Tierney Ave, St. Paul
41	L	William L. Shovell	Ramsey	466 Johnson Pkwy, St. Paul
42	C	John Tracy Anderson	Ramsey North	1048 Van Slyke Ave, St. Paul
42	C	Clifton Parks	Ramsey-South	1678 Beechwood, St. Paul
43	L	Richard W. O'Dea	Washington	92 Wildwood Beach Road, Mahtomedi
43	C	Edwin T. Swenson	Washington	418 W. Wilkin, Stillwater
44	L	John H. Nordin	Anoka-Isanti	R. 1, Bethel
45	C	Marvin C. Schumann	Benton-Sherburne	Rice
45	L	Dewey Reed	Stearns	1449-6th Ave. No., St. Cloud

REPRESENTATIVES

(4)

<u>List.</u>	<u>Cau.</u>	<u>Name of Representative</u>	<u>County</u>	<u>Address</u>
46	L	Edmund C. Tiemann	Stearns-1st Division	Melrose
46	C	John J. Kinzer	Stearns-2nd Division	Cold Spring
47	L	Julian Newhouse	Douglas	1207 Bryant, Alexandria
47	C	Delbert F. Anderson	Pope	Starbuck
48	L	Lem Kaercher	Big Stone	Ortonville
48	L	Carl M. Iverson	Grant	Ashby
48	C	Fred H. Huebner	Stevens	Donnelly
48	L	Dan Conroy	Traverse	Dumont
49	C	Clarence I. Evenson	Clay	419 S. 5th, Moorhead
49	L	R. N. Nelson	Wilkin	321 N. 6th, Breckenridge
50	C	Roy E. Dunn	Otter Tail	Pelican Rapids
50	C	H. J. Henning	Otter Tail	Pelican Rapids
50	C	George W. Karvonen	Otter Tail	Deer Creek
50	C	E. J. Windmiller	Otter Tail	Fergus Falls
51	C	Helmer Thompson	Todd	715 5th St. No., Staples
51	L	Cliff Graba	Wadena	R. 2, Sebeka
52	C	Robert G. Renner	Cass	Walker
52	L	George Wangenstein	Itasca	Bovey
53	C	Fred W. Schwanke	Crow Wing-Morrison (at large)	Deerwood
53	L	Chas. L. Halsted	Crow Wing	103 5th Ave. N.E., Brainerd
53	L	George P. Wetzel	Morrison	706 2nd S.E., Little Falls
54	L	Birger Nurminen	Aitkin	R. 1, Aitkin
54	L	Lawrence Yetka	Carlton	1709 Selmsier, Cloquet
55	C	Geo. L. Angstman	Mille Lacs-Kanabec- Sherburne	Mora
55	L	George E. Grant	Mille Lacs-Kanabec- Sherburne	Milaca
56	C	Howard Nelson	Chisago	Lindstrom
56	L	Glenn Truesdell	Pine	Pine City
57	L	William H. House	Cook-Lake	W. Star Route, Two Harbors
57	C	Roger F. Noreen	St. Louis	121 N. 16th Ave. E., Duluth
58	L	Jack M. Peterson	St. Louis	1406 Anderson Rd., Duluth
58	L	Arne C. Wanvick	St. Louis	215 W. 3rd St., Duluth
59	L	Francis LaBrosse	St. Louis	3138 Restormel, Duluth
59	L	Willard M. Munger	St. Louis	7408 Grand Ave., Duluth
60	L	Jack Fena	St. Louis	812 E. 25th St., Hibbing
60	L	Loren S. Rutter	St. Louis	Kinney
61	L	Fred A. Cina	St. Louis	Aurora
61	L	Peter X. Fugina	St. Louis	5 Merritt Drive, Virginia
62	L	E. J. Chilgren	Koochiching	Littlefork
62	L	Elmer E. Berglund	Beltrami-Lake o' Woods	600 Pershing Ave., Bemidji
63	L	Harry Basford	Becker	Wolf Lake
63	C	A. W. Lovik	Hubbard	517 W. 5th, Park Rapids
64	L	Burnett J. Bergeson	Norman-Mahnomen	Twin Valley
65	L	Walter E. Day	Pennington-Red Lake Clearwater	Bagley
65	L	B. M. Wichterman	Pennington-Red Lake Clearwater	Plummer
66	C	Harveydale Maruska	Polk	Angus
66	L	Harvey A. Wilder	Polk	Crockston
67	L	Victor L. Johnson	Kittson	Lake Bronson
67	C	Richard W. Fitzsimons	Marshall	Argyle
67	L	Everett Battles	Roseau	Warroad

Del. O. John McWendell - 6/20 -

Office Copy

League of Women Voters of Minnesota
15th and Washington Avenues, S.E., Minneapolis 14

JUN 22 1959

June 20, 1959

The League of Women Voters of Minnesota commends the 1959 Legislature for having taken action in two major areas of interest to the League and of vital concern to the people of Minnesota.

In passing the Bergerud-Popovich Bill to reapportion its own body, the 1959 Legislature had the courage to do what previous legislatures had not faced for nearly half a century. The members of this Legislature met the problem and acted. They also passed a constitutional amendment. The League of Women Voters takes no stand on the amendment at this time, since we shall be taking it to our members for their evaluation and judgment. In the meantime, we are watching with interest the movement within the Legislature to revise the amendment.

The 1959 Legislature responded to the Report of its Interim Commission on Election Laws with discernment, to the gratification of the League of Women Voters. It chose with care those revisions most needed and most widely supported, leaving other areas for future legislatures to act upon. Further, it wisely created another interim commission to complete the work so ably begun by its predecessor.

The League of Women Voters of Minnesota is confident that this and future legislatures will continue to respond to the wishes of the people and to exert leadership in so doing.

Mrs. O. H. Anderson,
President

June 8, 1959

IMPORTANT ELECTION LAWS CHANGES - 1959 LEGISLATIVE SESSION
(Laws 1959, Ch. 675)

FOREWORD

One of the most detailed and comprehensive actions of the 1959 legislature was the recodification of the election laws. The Interim Commission on Election Laws was created by the 1957 legislature and was composed of the following members:

SENATE

HOUSE

Chris L. Erickson, Chairman
C. C. Mitchell
Charles W. Root

Roy E. Dunn
Karl F. Grittner, Secretary
Victor N. Jude, Vice Chairman

Executive Secretary
Paul David McRoberts

This memorandum listing the important changes made by the new law was prepared jointly by Paul D. McRoberts, Executive Secretary of the Interim Commission on Election Laws; Forrest Talbott, Assistant Secretary of State; and Thomas J. Kelley, Election Procedures' Adviser in the Secretary of State's office; Donald T. Nystrom, Supervisor of elections, St. Paul and Chairman of the League Elections Committee; Paul H. Haugen, League Field Representative; and Orville C. Peterson, League Attorney.

The outstanding substantive changes are presented in their new form showing in what particulars they were changed. The format follows the report of the interim commission and deals largely with the first six articles, which contain most of the changes. Section numbers refer to sections of the new law as coded by the Revisor of Statutes. Section numbers in parentheses refer to the prior law as coded in Minnesota Statutes 1957.

Generally, the election laws as contained in Minnesota Statutes 1957, Chapters 200 to 212, are repealed and re-enacted; however, several sections relating to combined registration in the Village of Hibbing and the Town of Stuntz, and primary and municipal elections in the City of Saint Paul, are saved from repeal but will not be included in the coded election laws.

The effective date of the new election law is January 1, 1960. Several of the changes will have an effect on budgetary and preparatory actions this year.

C. C. Ludwig
Executive Secretary

ARTICLE I

DEFINITIONS AND GENERAL PROVISIONS

PRIMARY or PRIMARY ELECTION. This definition now relates only to the election for the purpose of deciding by ballot who shall be nominees. It omits any reference to an election of delegates to political conventions. 200.02, subd. 3. (200.04).

CITY. Now defined as an incorporated city in this state. No reference is made to classes of cities, which are defined elsewhere in the statutes. 200.02, subd. 8. (200.09, 200.10, 200.11, 200.12, 200.13).

MUNICIPALITY. Any city, village, borough or town. The term "municipal corporation" is omitted. Towns are included in municipalities and counties are excluded. 200.02, subd. 10. (200.15, 200.16).

JUDGE. All precinct election officials are now "judges". The title "clerk" is discontinued. 200.02, subd. 12. (200.18).

PRECINCT. The basic geographical election unit is now defined as "precinct". The term "district" is discontinued to lessen confusion. 200.02, subd. 14. (200.20).

CONVENTION. An organized body of delegates representing a political party assembled for the purpose of transacting such business as lawfully comes before it. The reference to nominating candidates is omitted since nominations are the function of the primary election. 200.02, subd. 17. (200.24).

QUALIFICATIONS OF VOTERS. Every person who has been a citizen of the United States for a period of three months next preceding any election, of the age of 21 or over, who has resided in the state six months next preceding the election, and in the election precinct 30 days next preceding the election,* shall be entitled to vote at the election in such precinct, except the following:

- (a) Any person who has been convicted of treason or any felony, unless restored to civil rights;
- (b) Any person who is under guardianship over his person;
- (c) Any person who may be non-compos mentis or insane;
- (d) Any person who is not properly registered where registration is required.

This new language added to fill the need for an up-to-date statement of the requirements of voting, and it is intended to make it clear that no one who fails to meet the qualifications of this subdivision may either vote, sign a nominating petition, contest an election, or exercise any other right or privilege that may be provided by the Minnesota Election Law. 200.02, subd. 25 (no prior statute).

NOTE: The new Election Law either omits or relocates those portions of the old Election Law from 200.32 to 200.38 both numbers inclusive.

*Ch. 696, Laws 1959 proposes an amendment to the constitution to simplify the language and to provide for legislative authority to permit voting by one who has moved from one precinct to another during the 30 days preceding an election.

ARTICLE II

REGISTRATION OF VOTERS

REGISTRATION, WHERE REQUIRED: Registration is made mandatory in all municipalities over 10,000 and optional in all other municipalities. The effect of the change is to require all towns and villages of over 10,000 as well as cities over 10,000 to adopt registration. 201.02 (formerly mandatory in cities over 10,000 and in certain villages only. 201.01)

COMMISSIONER, COMPENSATION: The salary limitation for the Commissioner of Registration is removed, leaving the amount to be set by the Council. 201.04 (formerly set by law. 201.04).

REGISTRATION HOURS: The office of the Commissioner of Registration must remain open until 9 P.M. for at least three evenings before each election. The office may remain open for more than three evenings. This reduction in the number of evenings required was asked by the League at its 1956 convention. This section also states that Saturdays, Sundays and holidays are not counted when figuring the evenings required to be open. It does not prohibit an office from being open on Saturdays if they wish, but clears up the situation where an office may be closed on Saturdays by local laws, but required to be open by state laws. 201.05 (formerly required to be open nine nights before each election, and to include Saturdays when figuring the nights to be open. 201.05).

REGISTRATION FILES - PUBLIC INSPECTION LIMITED: The registration files will be open for public inspection only for purposes connected with elections, political activity, or law enforcement. This will curb the abuse of the registration files by persons who wish to use the files as a source of names for mailing lists for commercial purposes. The section further states that no person to whom a list is divulged shall use the names for any other purpose except those listed above. 201.06, subd. 2. (formerly held by the Attorney General to be open to anyone without stating his reason for copying the names. 201.07).

REGISTRATION FILES -- SIZE OF CARDS: All registration files established in the future shall use cards 6 x 4 inches. Present systems on other size cards or material are exempted. This provision to promote uniformity in size is made with the idea that such uniformity may be valuable if a county-wide or statewide registration system is ever adopted. 201.07, subd. 1.

CANCELLATION OF PRIOR REGISTRATION: All persons who register for voting shall be asked if they are registered anywhere else in the U.S. If so, a cancellation card shall be filled out. The clerk shall mail the card to the proper office. This system is similar to that in use in several states. It will weed out the dead timber in the registration files, and will reduce the number removed for failure to vote. It will also prevent possible fraud through dual registration, or fraud by one who knows that a certain voter has moved away but still has his name in the registration file. 201.07, subd. 2.

DEATHS REPORTED MONTHLY: The local registrar of vital statistics in each county or municipality shall report deaths to the Commissioner of Registration each month. The Commissioner shall remove such names from the registration file. 201.13 (former law prescribes the report every 15 days. Changed to monthly for uniformity with other reports required. 201.14)

CHANGES OF NAMES REPORTED MONTHLY: The Clerk of District Court shall report changed names (by marriage, divorce or court decree) each month. The Commissioner shall notify these persons that it is necessary to re-register under the changed name in order to vote. 201.14 (formerly reported quarterly. Old law provided that Commissioner must examine his files to see if person has re-registered. New law provides only that Commissioner must mail a notice to each person stating that the law requires re-registration. 201.15).

GUARDIANSHIPS & COMMITMENTS REPORTED MONTHLY: The Judge of Probate Court shall report guardianships, restorations, discharges and commitments each month. The Commissioner shall remove the names from the files, or in case of restorations notify the person that it is necessary to re-register in order to vote. 201.15 (formerly law required quarterly reports. 201.15).

FAILURE TO VOTE - NAMES REMOVED: Removal for failure to vote during 4 calendar years made uniform. 201.17 (former exception for Duluth and certain 2nd class cities eliminated. 201.19).

REGISTRATION OF ABSENT & DISABLED: Any eligible person who is -

- a- absent from the municipality, or
- b- physically disabled, or
- c- prevented by religious discipline

may register by mail. The above reasons for registering by mail are the same as the reasons for voting by absent voters ballot. Note that a person who is not physically disabled or prevented by religious discipline must be absent from the municipality to register by mail. 201.20, subd. 2. (formerly a person absent from the precinct could register by mail. There was no provision for registering by mail for physically disabled or persons confined by religious discipline. 201.17, subd. 2).

MECHANIZED REGISTRATION SYSTEM: The right to install a mechanized registration system, such as IBM or Remington Rand systems, is given to all municipalities. 201.22. (formerly granted only to Minneapolis. 201.013.)

ARTICLE III

NOMINATIONS AND THE PRIMARY ELECTION

FILING FEES: For statewide offices, congress, district court raised to \$100 from \$50. For U.S. Senator to \$150 from \$100. For legislator and county officers to \$20 from \$10. 202.05 Subd. 1 (202.03) Filing fees are not returnable. New provision to make this clear. 202.05, subd. 2. Filing fees paid to Secretary of State retained in state treasury. Formerly distributed to counties. 202.07, subd. 4 (202.05).

CERTIFICATION OF CANDIDATES: Secretary of State certifies names to county auditor 32 days (formerly 25) before primary election. 202.07, subd. 3. (202.06).

NOMINATING PETITIONS: Number of names required increased to 1000 from 500 for congress or district judge. 202.09 (202.19). Eligibility to sign restricted to those who did not vote in primary, except for petition to fill a ballot vacancy. 202.11, subd. 3 (202.21). Petition is signed under penalties for perjury but notarization is no longer required. 202.12 (202.22). Petitions, except for vacancy, must be filed 39 days rather than 32 days before general election. 202.13. (202.26-27).

VACANCY ON BALLOT: Vacancy newly defined as occurring when any nominated person ceases to be a candidate. 202.14. Changes after ballots printed: office is removed from regular ballot or voting machine and a separate paper ballot is used in all cases. No stickers. 202.15. (202.28).

WITHDRAWAL: Not permitted less than 28 days before general election. New. 202.19.

POLITICAL PARTIES: New sections prescribing statutory rules for political parties embody, replace or augment sketchy rules in former laws. Provision is made for a party constitution to be filed with the Secretary of State; and a state convention, state central committee, state executive committee, congressional district executive committees, county executive committees, congressional district conventions, county conventions, and precinct caucuses are required by law to be organized and meet at least biennially in the general election year. 202.20-202.22 replacing (202.10-202.18).

PRECINCT CAUCUSES: Specific rules for the calling and conduct of precinct caucus are provided by law. 202.22-202.27 (202.10-202.18).

----- ARTICLE IV

GENERAL AND SPECIAL ELECTIONS

NOTICE OF ELECTION: Secretary of State sends notice to county auditors of general election between July 1 and August 1, formerly September 1. 203.04. (205.18).

LOCAL NOTICE: To be posted at office of town, village and city clerks rather than at polling place. Published notice may also be given. 203.05. (205.19).

PRECINCT BOUNDARIES: May now be prescribed by municipal council resolution without limit as to size. Formerly 700 voters. 203.06. (205.22).

POLLING PLACES OUTSIDE PRECINCT: Any municipal council may designate place not more than 1500 feet outside of the precinct. Previously limited to first class cities. 203.08. (205.25).

INSTRUCTION PAMPHLET FOR ELECTION BOARDS: Secretary of State may prepare such a pamphlet in addition to the election law book and distribute it through county auditors. New 203.16, subd. 2 (added to 205.38).

INSTRUCTION LEAFLET FOR VOTERS: Secretary of State may prepare leaflets for voters containing impartial material and distribute them through election officials. New 203.17, subd. 2.

COUNTY INSTRUCTION MEETINGS: County auditor may require municipal clerks to meet with him for instruction in election duties. New 203.17, subd. 4.

APPOINTMENT OF ELECTION JUDGES: The appointment of judges shall be made 25 days before the election. Clerks are eliminated and replaced by judges. See also "Number of Judges" following. Councils in municipalities other than first class cities and county boards in unorganized territory are given the right to examine judges to determine their qualifications. 203.21, subd. 1.

ELECTION JUDGES - FIRST CLASS CITIES: Where there are not enough names for each part in a precinct, the City Clerk may appoint judges from the proper party from other precincts, or as an alternative he may appoint qualified voters of the precinct from the proper party. This section tightens up the ratio of judges from each party so that an equal number from each party shall be used even if judges must be brought from other precincts. 203.21, subd. 2. (Formerly the City Clerk could appoint other judges regardless of party when one party's judges in a precinct were exhausted. 205.46).

NUMBER OF JUDGES: Except where voting machines are used, one judge shall be provided for each 150 expected voters, with a minimum of three judges for a precinct. Additional judges may be appointed if desired. Ballot-counting judges may also be provided if desired. 203.21, subd. 3.

JUDGES DIVIDED EQUALLY: Half of the judges in each precinct shall be of each party, except where there is an odd number of judges. 203.22, subd. 1. (former law provided that not more than two judges should be of one party. 205.47).

ELIGIBILITY OF JUDGES: No judge may be the husband, wife, parent, child, brother, or sister to any other judge in the same precinct, nor may he bear the above relationships to a candidate or to a member of the Council in municipalities or to a member of the County Board in unorganized territory. These provisions are more liberal than before for cities of the first class and stricter than before for all others. 203.22, subd. 2.

CHAIRMAN TO BE APPOINTED: A chairman shall be appointed from the judges in each precinct to distribute the duties and be responsible for the completion of forms, obtaining signatures, etc. The following make the appointment:

- Cities of the first class. . . . City Clerk
- All other municipalities Council
- Unorganized territory. . . . County Board

203.23.

NUMBER OF BALLOTS: 100 ballots for each 85 cast in last similar election. Formerly 100 for each 75 cast in last general election. Where permanent registration exists, one ballot for each registered voter is lawful amount to be provided. 203.27, subd. 2 (205.66).

CHANGE OF TALLY, CONSTITUTIONAL AMENDMENTS: Must now report "yes" votes, "no" votes, and total votes cast. 203.28, subd. 2 (added to 205.62 for clarification).

FORM OF BALLOTS: Detailed requirements eliminated as to size and type, style, left to Secretary of State or local officers. 203.28, subd. 4 (205.68) also 203.30, Subd. 1 (205.67).

BLANK SPACE FOR WRITE-INS: This is now required even though there are no nominations for the office. 203.30, subd. 2 (205.69, 205.70. etc.).

FORM OF BALLOT ON QUESTIONS: New form prescribed requiring brief statement of question and "Yes" and "No" voting blocks. 203.30, subd. 3.

SIMILAR NAMES ON BALLOT: Entirely re-written to restrict this to same office but to allow three descriptive words where there is confusing similarity as well as identical names. Words must be furnished to filing officer within seven days after last day for filing. 203.36 (205.70).

SPECIAL ELECTIONS: Various clarifying changes and provisions to supply omissions in the law relating to special elections were adopted in 203.44--203.56 replacing (205.06-205.17). Among these are a limit of 150 days before a general election to fill a vacancy shall not be held unless Congress or the legislature will meet; a 5 day limit in which the governor shall issue his writ for a special election after vacancy occurs; and a 28 day limit for the special election date after the writ. Generally, a special primary election is to be held at least 14 days before the final special election. Notice by county auditor is required to be posted 5 days before expiration of time for candidates to file, 7 days before the primary and 14 days before the final election. The dates for canvass vary according to six different sets of circumstances, contests are limited to 5 days after the canvass, and state canvass must be made within 4 days after primary results are certified by county auditors to the Secretary of State and within 7 days after final special election results are so certified. Certificate of election must be withheld 7 days after results are declared.

ARTICLE V

CONDUCT OF ELECTIONS

APPLICATION: The chapter on conduct of elections is applicable to all elections, except where the law specifically provides otherwise. 204.02.

GENERAL ELECTION, HOURS FOR VOTING: Uniform time for polls to be open from 7:00 A.M. to 8:00 P.M., except that a municipality under 1,000 may, by resolution, open the polls as late as 9:00 A.M. 204.03, subd. 1. (206.01).

BALLOT BOXES, USE OF BOX-CAR SEALS: Any municipality may use box-car seals in lieu of padlocks on ballot boxes. Formerly limited to first class cities. 204.04, subd. 2. (206.02).

PERSONS PERMITTED IN POLLING PLACES: Representatives of the Secretary of State and the county auditor are permitted in polling places to observe election procedures. Formerly, under strict construction, only voters, peace officers, challengers and members of the election board could be present during the hours of voting. 204.06, subd. 1. (206.09).

TIME TO VOTE: Election judges can make rules for the time allotted to a person to vote. Removes limitation of 3 to 10 minutes and eliminates reference to "voters within the rail" as being obsolete. 204.06, subd. 2. (206.26).

FORM OF ELECTION REGISTER: The form of the election register (used only where there is no permanent registration) is modified to eliminate the column headed voted primary election and the separate column in which to enter a check after the voter's name when he has voted, because the voter's name is not entered on the register until he has received ballots, and it is unnecessary to enter a check when the ballots are deposited. 204.07, subd. 3 & 4. (201.33 & 206.04).

PERMANENT REGISTRATION, USE OF VOTER'S CERTIFICATE: The judges are expressly directed to compare the signature on the voter's certificate with the signature on the registration card. 204.08, subd. 2 (206.12).

DEPOSIT OF BALLOTS: Rule is clarified that judge and not voter puts the ballots into the proper ballot boxes. 204.11. (206.17).

ASSISTANCE TO DISABLED VOTERS: When another voter marks the ballot of a disabled voter, the disabled voter may, but is not required, to show the ballot to a judge to determine if it is marked correctly. The same provision is applicable where voting machines are used by operation of section 206.20. 204.13, subd. 1 (206.18)

CHALLENGERS OF VOTERS ON PROPOSITION: 25 voters can petition the mayor of the municipality to appoint challengers for an election where a proposition is to be voted upon. The only change is that the petition need not be presented not less than three days prior to any election. 204.16, subd. 3 (206.08).

FORM OF TALLY BOOK: The information required to be set forth in the tally book and return sheet is substantially the same. However, the form of the tally book is expected to be different and will be prescribed by the Secretary of State. 204.18, subds. 2, 3 & 4. (206.20, .30, .31, .33, & .46).

COUNTING OF PAPER BALLOTS: The method of counting paper ballots is made consistent and is set forth in detail in the statute. In addition the statute reaffirms that the proper method of counting is the so-called "piling" system and not the "tally" system. 204.20 (206.42, .43, .44, & .46).

SUMMARY STATEMENTS: The summary statements will be prepared in triplicate thereby enabling the Secretary of State to receive one copy. The Secretary of State will prescribe the form and will furnish at least part of the forms. 204.25. (206.34).

DELIVERY OF ELECTION RETURNS IN FIRST CLASS CITIES: In first class cities the judges will return all of the election supplies to the city clerk's office instead of making a separate delivery to the county auditor. 204.26, subd. 3 (206.35 & .49).

BALLOTS IN BALLOT BOXES: Where ballots are returned and stored in ballot boxes (in first class cities and counties over 200,000), if the same ballot boxes are needed for another election prior to the time when the ballots may be disposed, the ballots may be withdrawn therefrom, be wrapped and sealed and the boxes may be used for the ensuing election. 204.27. (206.49).

DELIVERY RECEIPT BOOK: The book, showing delivery by the judges of the election supplies to the city clerk, is required to be kept only in first class cities. 204.27, subd. 2. (206.35).

CANVASS OF VOTES: Several clarifications are made in the kind of information required to be returned by the canvassing boards of the county and the state. Essentially the report of the county canvassing board shall show a precinct breakdown of both the number of votes counted for each office and proposition and also the number of persons voting at the election. Also the report of the state canvassing board shall show a similar county breakdown of the election results. 204.29 & .31. (206.52 & .54).

ARTICLE VI

MUNICIPAL ELECTIONS

GENERAL

APPLICABILITY: All provisions of the Minnesota Election Laws are applicable to municipal elections, so far as practicable, except as specifically provided. Where charter provisions are intended to be superseded, it is so stated. This part of the Election Law is intended to govern all municipal elections. 205.02 (212.70).

HOURS FOR VOTING: Governing bodies may, by resolution, designate the times during which the polls shall be open; but in no event less than three hours. 205.03, subd. 1 (206.01).

TIME FOR WITHDRAWAL: Limits the time for candidates to withdraw from an election. 205.03, subd. 2. (New provision).

SECRET BALLOT: All voting shall be by secret ballot and according to the laws relating to general elections. The "Australian" ballot has never been defined and the term is discontinued. 205.04. (212.11, 212.30 and 212.69).

TIMES FOR FILING AFFIDAVITS OF CANDIDACY: Candidates for town and village offices must file affidavits not more than six nor less than four weeks before an election. There is now a first as well as last day for filing. It is made possible to provide absentee ballots in time. Filing by petition is continued. A uniform filing fee of two dollars is provided. 205.05, subd. 1. (212.31).

BALLOTS - COLOR, PREPARATION, POSTING: Town and village ballots are now to be light green in color rather than yellow. There shall be no rotation. Sample ballots are to be posted in each polling place and in the office of the clerk four days before the election rather than two days before the election. 205.05, subd. 2. (212.31).

CANVASS: The requirement to canvass the result is clarified and provision is made to require the board to decide the result of a tie vote. 205.06, subd. 2. (212.22 and 212.36).

CERTIFICATES OF ELECTION, CONTESTS, BALLOTS: Several conflicting sections have been combined and clarified. A certificate of election may not be issued until after the time for commencing contests or after a contest has been settled. 205.06, subd. 3. (212.16, 212.22, 212.23, 212.31, 212.32, 212.36, 212.38, 212.381, subd. 5).

CHANGE OF VILLAGE ELECTION DATE: Change of the village general election date to the first Tuesday after the first Monday in November is now to be by ordinance passed before September first rather than by resolution " . . . 60 days prior to said election." 205.07, subd. 1. (212.35, subd. 1.).

ELECTION NOTICE: The clerk, rather than the council, is required to post notice ten days before the election and may cause two weeks' published notice. 205.07, subd. 2. (205.20).

SPECIAL VILLAGE ELECTIONS: Special village elections may now be called by a petition signed by a number of voters equal to 20 per cent of the number voting at the last annual village election. The former requirement was for 50 voters. 205.08. (212.37).

PRIMARY ELECTIONS: Any village or any town containing a village may hold a primary election by either of two methods:

- (a) By a four-fifths vote of the village council or by a two-thirds vote of the town board.
- (b) By petition of 10 per cent of the voters. Formerly the privilege of holding a primary was restricted. A primary system may now be revoked in the same manner in which it was first adopted. 205.90, Subd. 1. (212.381, subd. 1.)

PRIMARY ELECTION TIME: Villages are granted the option of holding primary election on the day of the State primary election. Posting of notices of the primary election are made uniform with the village annual election, i.e. mandatory ten days' posted notice and optional two weeks' published notice. Village general elections may be held either on the first Tuesday after the first Monday in December or on the first Tuesday after the first Monday in November. In either case,

a primary may be held not less than 10 days nor more than 14 days preceding the village annual election. Villages holding the annual village election in December may hold a primary on the day of the State general election. Villages holding the annual village election in November may hold a primary on the day of the State primary election. 205.09, subd. 2. (212.381, subd. 2).

SPECIAL CITY ELECTIONS: Any city may, by ordinance or resolution, hold a special election unless the charter specifically prohibits or limits the holding of special elections. 205.10. (212.39).

PRIMARY ELECTIONS, CITY OF THE SECOND, THIRD AND FOURTH CLASSES: Any city, except cities of the first class, may now hold a primary election unless the charter specifically prohibits or provides for a city primary election by adopting an ordinance or resolution six weeks (formerly four weeks) before the election. 205.11, subd. 1. (212.46).

CITY PRIMARY, DATE: The city may now set the date of the city primary election. Formerly the primary was held two weeks before the election. 205.11, subd. 2. (212.47).

CITY PRIMARY, CANDIDATES, FILING: The time for filing has been changed from ten days to not more than six nor less than four weeks before the primary. This provides a first as well as last day, 205.11, subd. 3. (212.48).

VACANCY IN NOMINATION: When a vacancy occurs, the next highest candidate may be elevated to the ballot or several nominating petitions may be filed. The former provision allowed only a single nominating petition. 205.11, subd. 5. (212.30).

CITY ELECTIONS: The new election law is changed to apply to all cities of whatever class rather than only to third and fourth class cities. It is intended that the new election law will be used by all cities whose fundamental law does not provide for the holding of municipal elections or that specifically adopt the state law. 205.12. (212.65).

CITY ELECTIONS, FILING: Persons desiring to be candidates must file an affidavit not less than four weeks nor more than six weeks before an election if there be no primary. Filing times and form of the affidavit have been changed in the interests of uniformity. 205.13. (212.66).

CITY ELECTIONS, BALLOTS: This section provides authority for preparation of election materials and ballots. Details of the ballot are placed in another section. 205.14, subd. 1. (212.67).

CITY ELECTIONS, CONDUCT: This section provides that the election shall be held and the returns made as provided for the general election. Excess language has been avoided. 205.14, subd. 2. (212.69).

RETURNS, CERTIFICATES, BALLOT DISPOSITION: This section provides for doing those things necessary after the returns have been made. Note that it is implicit that the certificate of election be withheld until the time for contest has expired. 205.14, subd. 3. (212.69).

FILING FEES: Unless the charter of a city prescribes the amount of the filing fee, the fees shall be as follows:

Cities of the first class.	\$10.00
Cities of the second and third classes . . .	\$ 5.00
Cities of the fourth class.	\$ 2.00

This eliminates several conflicting provisions. 205.15. (202.31, 212.66 and 212.48)

NOTICE OF ELECTION: In all cities without charter provisions relating to election notices, it is now mandatory to give two weeks' published notice and it is optional to give ten days' posted notice. The names of the candidates are not to appear in the notice as was formerly required. 205.16, subd. 1. (205.21 and 212.68).

SAMPLE BALLOTS: In all cities, the clerk shall both publish and post a sample ballot for one week. The new section eliminates several inconsistent provisions. 205.16, subd. 2. (205.63, 205.64, 205.77 and 212.68).

FORM OF BALLOT: City ballots are now to be printed on light green paper rather than red. Rotation of names is required unless the charter prohibits or the council provides otherwise by resolution. No questions will appear on the green ballot. 205.17, subd. 1. (206.63 and 212.67).

QUESTIONS, BONDS AND CHARTERS: All questions to be voted on at a city election will now appear on a blue ballot. Formerly the city question ballot was lavender and carried only those questions relating to charters or bonds. 205.17, subd. 3. (205.64).

ARTICLE VII

VOTING MACHINES

The only changes relating to voting machines are slight changes in language for the sake of uniformity. Further revision will be considered by the interim commission.

ARTICLE VIII

ABSENT AND DISABLED VOTERS

APPLICATION OF ABSENT VOTING LAW: Absentee voting under this chapter is not applicable to school elections. 207.02. (203.01).

Further revision will be considered by the interim commission.

ARTICLE IX

PRESIDENTIAL ELECTORS

The presidential primary laws (202.41 to 202.54) was repealed by Ch. 67, Laws 1959, and therefore has been eliminated from the election code.

ARTICLE X

CONTESTS

APPLICATION OF ELECTION CONTEST LAW: Election contest provisions under this chapter are not applicable to school elections. (208.11 is eliminated). Further revision will be considered by the interim commission.

ARTICLE XI

PENAL PROVISIONS

No substantive changes. Further revision will be considered by the interim commission.

ARTICLE XII

CORRUPT PRACTICES

No substantive changes. Further revision will be considered by the interim commission.

LEGISLATIVE RESPONSIBILITIES

STATE BOARD

Decides when to issue a Call for Action to local Leagues. Determines League stand on legislation through authority granted at convention.

STATE LEGISLATIVE COMMITTEE

Supervises all League work at the Legislature. Informs state Board on progress of bills and timing for Calls for Action. Edits "Capitol Letter." Sees that all sessions concerned with League program items are attended. Arranges for testimony before Senate and House committees.

STATE LOBBYISTS

Keep informed on League program and League stand on legislation. Know time of and attend legislative committee meetings, House and Senate sessions concerned with bills on particular program items. Keep in constant contact with Legislative Committee on progress of bills and on proper timing for Calls for Action. Inform legislators of League stand. Determine the proper time for speaking before a legislative group on League stand.

LOCAL LEAGUES THROUGH LOCAL LEGISLATIVE CHAIRMAN

Lobby at home from November until the end of the session. Congratulate your newly elected legislator. Invite him to a local function and talk with him informally about League program. Give your legislator material on the state program, esp. the three folders on Party Designation, Reapportionment and Constitutional Convention. Keep a file on your legislator and know his voting record. Respond immediately to Calls For Action by writing as a League to legislators. Thank them when they support League items. Make brief regular reports at unit and general meetings on the progress of the bills. Write letters to the local editors and keep the paper informed on League program and stand on issues.

The Lobby by Letter kit will assist you with your letter writing and "Capitol Letter" will help you keep track of League bills and Calls for Action. These publications need your support.

The Legislative Chairman is responsible for conducting League members on Capitol tours during the Legislative session. Because of the great amount of time and manpower involved, we are not conducting tours for each Local League this session. We hope every League will go ahead and arrange its own tour. You may make arrangements for a guided tour and for reserved seats in the House and Senate by writing directly to Mr. H. T. Kennedy, Asst. Sergeant of Arms, House of Representatives, St. Paul. Your own legislator may also be willing to make the arrangements for you. We will also help your representative make arrangements when she is here on February 20th, however this is quite late in the session to be sure of getting reserved seats.

Senator Karl F. Grittner
1/26/58

Because of the manner in which the Committees of the Senate are constituted, the League's legislative program will face difficulty in obtaining approval by the appropriate committees. This being so, we will probably have to obtain action by the Senate through the mechanism of minority reports.

The League members in each city and unit must stress the point that support for a bill must come on the occasion of a minority report being offered.

A minority report is a report on a bill by one or more of the members of a committee when a bill has experienced committee action with which they disagree. When the chairman reports the majority action of the committee, the dissenting member offers his report as a substitute. The minority report takes precedence and is debated and voted upon first. If it passes, it replaces the majority report of the committee.

leg. Comm.
1959

LEAGUE OF WOMEN VOTERS OF MINNESOTA
15th and Washington Avenues S. E., Minneapolis 14, Minnesota FE 8-8791

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DATE:
TO:
FROM:
SUBJECT

Gave about 500
Capitol Maps at
Info Desk at Capitol
for "give away" - "very grateful!"

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LEAGUE OF WOMEN VOTERS OF MINNESOTA
15th and Washington Avenues S.E., Minneapolis 1st, Minnesota FE 8-8791

DATE:

- 3/3/59 -

7:00 M M -

for quorum re

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TO:

Next year -

FROM:

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SUBJECT:

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LEAGUE OF WOMEN VOTERS OF MINNESOTA
15th and Washington Avenues S.E., Minneapolis 14, Minnesota FE 8-8791

M
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DATE: December 16, 1958

TO: D. Anderson, L. Kuderling, M. Mantis, Office

FROM: Grace

FROM: Ethics Committee, (The Governor's Nonpartisan Committee on Ethics)

SUBJECT: Report of Committee

Mr. Leonard (Rod) of Governor's Office, called to ask if League could help increase use of the Committee's Report. We said yes. It was agreed that we would wait until it is published, which they hope will be January 5th, and then tell our Leagues in the January President's Letter that it is available under what conditions. Probably they will give us enough copies to send one to a League, and they can order more for cost directly from printer. Mr. Leonard loved the idea that the KUOM radio programs might devote time to this subject, and he would be glad to work with anyone making these plans. He thought he could get Rabbi Plaut, chairman of the committee, to appear and be interviewed.

I told him I would tell Mrs. Kuderling, who would contact him directly (Mr. Leonard, that is.



STATE OF MINNESOTA
EXECUTIVE OFFICE
SAINT PAUL 1

ORVILLE L. FREEMAN
GOVERNOR

December 3, 1958

Dear Mrs. Wilson:

Thank you for this opportunity to present this memo to the League of Women Voters board. I hope that after reading it the members will look favorable upon this request for assistance.

As you know, the Governor's Study Committee on Ethics in Government has been examining for the past year the problems of public ethics affecting legislators and public servants, of lobbying activities and campaign practices. The committee report will shortly be published.

While I have not seen the full report, I do know it contains recommendations for a code of public service ethics and conflict of interest. It recommends that the legislature adopt such a code and, further, recommends that the governor adopt, by edict, such a code for the administrative departments.

The committee also will recommend a law be enacted to regulate the activity of individuals and organizations in regard to lobbying. In addition, they also have drafted a code of fair campaign practices.

While some of the material in the report has been adapted from available sources, much of it contains original work in several areas which until now have not received detailed study.

My purpose in sending this memo is to ask your help in bringing the report and its contents to the attention of a great many Minnesotans. Your organization is vitally concerned with improving the level of government. To gain widespread support for this aim requires widespread discussion of such material as found in this report, and through your league chapters you have the opportunity to do this.

Would it be possible to arrange for some of the committee members to discuss the report on your KUOM radio program and, in addition, to encourage the league chapters around the state to devote a part of their meeting time for a discussion of the report?

I know that any assistance you can give will be very much appreciated by Gov. Freeman. This area is one in which he is deeply interested.

Sincerely,

Rod Leonard

Rod Leonard
Administrative Assistant



when want?

From I meet. 75-100

Auditorium.

RR. where hearings

- will contact Mr. Wampler (if?)

LEAGUE OF WOMEN VOTERS OF MINNESOTA
15th and Washington Avenues S.E., Minneapolis 14, Minnesota FE 8-8791

DATE: November 20, 1958

TO: Mary Mantia

FROM: Grace

SUBJECT: 90 Days of Lawmaking etc.

Mr. Mueller, of ^{state} Department of Education of Minnesota, CA23013, Ext. 2463, called to tell me that he was planning a School for Freshman Legislators, as he did two years ago, to be held probably the 2nd week in Jan. He requested 125 free copies of 90 Days, to use as a text. I asked DA, she said yes. I have sent Mr. Mueller that message. I requested that if any of his sessions were open, League members would like to attend. He said no doubt that could be done, he would sound out the legislators helping him plan this. Mr. Lesky will speak 2 afternoons, and Mr. Neftalin 1 afternoon on executive branch. We could sit in gallery probably, as sessions would be in House. It occurred to me afterwards, that he might plan our school for observers one of those days in the morning, then go to his school in the afternoon, and even (since we are doing him a favor) he might do us one by letting us use some room over there he knows of, where our school can meet and not get in the legislators' hair.

From 329 Bldg
St. Albans Paul I.
man

on leg. process

He will call me again, what do you think of this last idea?

Mr Mueller Edge
State Dept
called in resp to
your call -
still try & call you
mon - not
Fri.

GW

Mr. Muell called 2:15
Monday

File

December 7, 1959

Mrs. Raymond E. Robertson
Public Relations Chairman
LWV of Illinois
59 East Madison St.
Chicago 2, Illinois

Dear Mrs. Robertson:

I will answer the letter you addressed to Mrs. Newstrom, regarding the legislative news releases, since we have the information here in the office. Also, Mrs. Newstrom edited the legislative newsletter, and another member, Mrs. Jensen, wrote the news releases. It took two able persons....

In general, we were delighted with the project last year. It started out as an outgrowth of our expanded Legislative Newsletter. Last session, we promoted our Newsletter, and encouraged subscriptions to it. (Previously the Legislative Newsletter went only to LL Presidents). But last session, we advertised it in the state bulletin and to the presidents, and sold over 1000 subscriptions to it, for \$1.00. We promised 8 to 10 issues, about one every two weeks.

Then we considered if we should promote its sale to editors etc. But on consideration, felt that the newspaper would be more apt to use a news release specifically written for reproduction in the news columns. So, we got another person appointed to this responsibility. She, immediately on receiving her issue of the Legislative Newsletter (which we called Capitol Letter) wrote a news release based on some of the contents of the Letter. It usually ran 1 legal length page, double space.

We in the office then ran off on the mimeograph 500 copies of this news release, and delivered it to downtown Minneapolis, at the office of the Minnesota Editorial Association, which every Thursday mails out to the 500 editors in the state a packet of materials. For this service, we pay \$12.50, plus \$5 for a clipping service (which gives us an accurate measure of the use of our releases). The head of the MEA usually writes a covering letter, with each packet mailed, and more than once, he drew special attention to our material, urging its use. We did talk with several individual editors before we started the project, and were encouraged to think it would be a welcome service. The distribution of our material to the editors was completely in the hands of the MEA, very easy for us.

Contents of the news releases -- most of them were on League program, but we did have a couple on non-League, but general interest subjects. I will send you as complete a file as I can gather together of actual releases.

It was such a worthwhile project that our present Legislative Chairman is trying to think of ways of expanding the distribution - she would like to see them go to every League member (even if we had to give up the Capitol Letter), to every legislator, to key state leaders and organizations. To do this would take more money than we have, so can't predict the outcome, we hope to find an angel...

Sincerely,


Mrs. Herold Wilson, Secretary

DEC 3 1959

LEAGUE OF WOMEN VOTERS OF ILLINOIS

59 EAST MADISON STREET
CHICAGO 2, ILLINOIS



TELEPHONE
Central 6-0315

MRS. HARPER ANDREWS
President

December 2, 1959

Mrs. E. H. Newstrom
League of Women Voters of Minnesota
15th and Washington Aves, S.E.
Minneapolis 14, Minnesota

Dear Mrs. Newstrom:

We read with interest your article in the July-August 1959 Minnesota VOTER on your legislative work and noted particularly your reference to your legislative news release sent throughout the state. Mrs. Robert Peabworth, Legislative Chairman of the Illinois League, has discussed with me the possibility of our starting a news service for local papers and we are most interested in getting additional information from you.

We would like to know, of course, the way in which the Minnesota League handled this project. Any general information that you could give us would be very helpful. The following are some rather specific questions that we have:

1. How did you initiate the project? Did you approach the MEA or did they contact you? Did you do any preliminary investigations with the local newspapers to find out whether they wanted this kind of information?
2. Was there a charge for this service? If so, what was it?
3. Did the MEA handle details of distribution, or did the League take care of this?
4. Content of the news releases--Were they specific or general? Did they cover legislative items of just League interest or position or did they cover a broader area? On legislative items on which the League had taken a position, did you present both pro and con material?
5. How many releases were there during the legislative session? And did this mean increased secretarial help for the League office? Who prepared the releases? A sample of one of your releases would be helpful.

This list of questions certainly covers many points, and any answers based on your own experience will be of tremendous value to us. Thank you for all of your help on this.

Sincerely,
Mary Helen Robertson
Mrs. Raymond E. Robertson
Public Relations Chairman

Sharon Locy
Age 17
Grade 12
Central Catholic High School
Marshall, Minnesota

125
Prize
Essay
Contest

40 D. Guthrie
18 to August

REAPPORTIONMENT:
WHAT IT'S ALL ABOUT!!

INTRODUCTION TO THE PROBLEM

He has studied our constitution in vain who has not discovered that the keystone of that great instrument is equality-equality of men, equality of representation, equality of burden, equality of benefit...equality is a vital principle of democracy.¹

At the present time the phrase "equality of representation" is full of meaning for anyone sincerely interested in Minnesota's legislature. The Minnesota Constitution seems to set forth four main principles as "ideal" in regard to its legislature. Of primary importance is the principle of "equality of representation" brought about by completely equal legislative districts. To maintain enough flexibility to meet the requirements of equal districts periodic apportionment would be necessary. The state, however, also wants a convenient geographic basis for apportionment and stability of membership, which brings about the problem of limited size in the legislature.

Some feel that these four principles hardly complement each other. They feel we have sacrificed equality and flexibility for geographic convenience and stability.²

The laws state that representation in both houses should be "apportioned equally throughout the different sections of the state in proportion to the population thereof." Article IV, Section 2 provides for a redistricting every ten years, after each federal census. However, no method of

1. League of Women Voters, Democracy Denied, p. 1. (Taken from Kentucky Supreme Court commenting on apportionment)

2. League of Women Voters, Democracy Denied, p. 4.

3. League of Women Voters, The State You're In, p. 10.

enforcement is written into the constitution.¹ In the state's history there have been eight legislative reapportionments: 1857, 1860, 1866, 1871, 1881, 1889, 1897, and 1913.² As it now stands the Minnesota legislative districts are apportioned according to the census of 1910, with four out of 87 counties having their rightful share of representation in both the house and the senate.³ Minnesota's population has increased from 2,075,708 to 2,982,483, or 43.7 per cent, from 1910 to 1950.⁴ The increase in population is distributed unevenly with urban and suburban areas showing the greatest increase. The sharpest inequalities exist in the house districts. Sixty house districts are over-represented while under-representation is found in 24.⁵ Figures from the 1948 Conference of Mayors show that 84,000,000 United States city dwellers (59% of our population) elect only 25% of their representatives.⁶ Two factors generally responsible for such a malapportionment are political and economic stresses and inadequate apportionment laws.

PRESENT LAWS

A look at the present provisions concerning reapportionment shows that districting generally follows one of two ways in which the number of representatives will be figured. One method is "population." All who are subject to some form of taxation are counted and districts are formed

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1. League of Women Voters, The State You're In, p. 43.
 2. Minneapolis Morning Tribune, July 11, 1958, p. 9.
 3. League of Women Voters, Minnesota Needs Legislative Reapportionment
 4. Minneapolis Morning Tribune, July 11, 1958, p. 9.
 5. Ibid., p. 9.
 6. League of Women Voters, Democracy Denied, p. 28.

accordingly. The "area" method, similar to the method of ~~apportioning~~ U. S. senators, gives representation with little regard for population. Minnesota specifies the "population" method for the reapportionment of districts for both houses.¹

The county lines are usually used as the boundaries for the legislative districts. Originally it was the plan of those who drew up our state constitution to make the districts as compact as possible, not dividing counties to prevent "gerrymandering," the laying out of districts to benefit certain political interests.

According to the provision of apportionment based on population, the "ideal" house and senate districts would be found by dividing the population by the number of districts and dividing the state accordingly.

The American Political Science Association has set 15% as the amount of "acceptable deviation" before a district is considered misapportioned.²

PROBLEMS BECAUSE OF DISAPPORTIONMENT

Because it is no longer truly representative, the government has frequently become a tool of certain interests and groups; therefore, it has felt a decline in legislative prestige. Closely allied to this loss of prestige is the giving up of power to the federal government. "Under-represented areas, finding no help at home, naturally journey to Washington."³

The problems of the cities, social welfare, housing, labor, are often left unsolved by a legislature that is primarily concerned with rural problems. Cities also suffer from the denial or limitation of home rule

1. Ibid., p. 3.

2. Democracy Denied, p. 28

3. Ibid., p. 8.

1-12-44

According to the federal constitution, state jurisdiction extends over the affairs of any municipality. The powers granted to the cities can be decided completely by the state. "An unsympathetic legislature can exert power over a city that is close to tyranny."¹

Local government units, such as school districts, which are usually advocated by the rural faction, have become overly numerous in Minnesota which has 9,026 such units, according to the 1952 census of Government in the U. S.² In such a small unit it is almost impossible to use modern methods such as centralized budgeting and purchasing. As a result such units impose heavier tax burdens than many feel their services justify.

The rural-urban controversy is often used by those with economic interests as a camouflage for shady activities.

Taxes! Because of malapportionment many urban and suburban citizens have joined the corporations in the "Taxation without representation" cry. Although the cry is slightly unjustified in the case of the corporation which draws from the rural area as well as the urban, a good deal of unfair distribution of taxing power and receipts can be attributed to unfair apportionment.

WHY RE-APPORTIONMENT IS DIFFICULT

Those against re-apportionment fear that the city will dominate the legislature with labor interests. Those for re-apportionment point out that those who will have the most to gain from re-apportionment are the suburban areas, where labor is not a dominant factor.

The legislature poses its own problem in regard to the act of re-apportionment by the fact that the legislature is given the reapportioning

1. Democracy Denied, p. 9.

2. Ibid., p. 10.

power. "In judicial procedure, a judge is not allowed to preside over a case in which he has an interest. Yet legislators make decisions in a matter in which they have the closest personal interest."¹ The courts, however, do not like to become involved on the basis that our government is one of separation of powers.² Another legal obstacle to reapportionment is the fact that amending the constitution is a very difficult procedure.

Lashley G. Harvey, chairman of the Department of Government, Boston University, contends that in Minnesota the rural-urban split is widened because our legislatures are not chosen by parties. Party affiliations are definitely one of the merging forces of the city and farm elements.³ While the rural areas are presenting an almost solid bloc, the urban areas are not united on the reapportionment question.

Perhaps the greatest difficulty to be surpassed is the prevailing languor of most of the citizens. "From public apathy to public knowledge to public action are long steps--peculiarly suited to seven-league boots."⁴

SOLUTIONS

Since 1913, the year of the last reapportionment, Minnesota has had two general choices in regard to fair representation. The state can add to the legislature, which is already ninth largest in the United States, by giving more legislators to under-represented areas. Or, the state can redistrict and reapportion the entire state.

-
1. Reapportionment, p. 2.
 2. Democracy Denied, p. 5.
 3. Ibid., p. 7.
 4. Ibid., p. 8.

Some believe no reapportionment can come about until the present provision in the constitution regarding representation on the basis of population is modified. It would then be possible to provide constitutionally for: (a) area representation in the House and population representation in the Senate;^{or} (b) area representation in the Senate and population in the House or (c) form of area in both.¹

The time to decide is drawing closer. On July 10, 1958, taxpayers from four of Minnesota's most densely populated counties filed suit in the U. S. District Court. They claimed they were being denied their rights under the 14th Amendment. A three -judge federal court panel have given the 1959 Legislature the opportunity "to heed the constitutional mandate to redistrict."² If the legislature does not act, the plaintiffs, 60 days after the legislature adjourns, may petition the federal court for relief.³ The plaintiffs are seeking two general federal court orders. One would declare the apportionment law of 1913 "void and invalid." The other would force all candidates for election to house and senate to be elected as "delegates-at-large" until a new apportionment law would be in effect.⁴

Now the main question before the legislature is not "shall we redistrict, but "how shall we redistrict?" It is obvious that something must be done. Those legislators who find themselves benefiting from the disproportionment of the present legislature might well bear in mind the words of Thomas Paine in regard to another matter of equality: "...thousands...not contented with EQUAL rights, have sought more until they lost all, and experienced in themselves the degrading INEQUALITY they endeavored to fix upon others." ⁵

1. The State You're In, p. 43.

2. You Are the Government, p. 13.

3. Ibid., p.

4. Minneapolis Star, November 1, 1957, p. 1A and 4A.

5. Thomas Paine, Selected Writings of Thomas Paine, p. 247.

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League of Women Voters, You Are the Government, St. Paul: Smyth Co., 1958.

Minneapolis Star, Friday, November 1, 1957

Minneapolis Star, Thursday, August 14, 1958.

Minneapolis Morning Tribune, Friday, July 11, 1958.

State Lobbyists

Sept. 1.
2007 5-5

Constitutional Revision

Mrs. Basil Young	Rt 5, Wayzata	Greenwood 3-6287
Mrs. E. C. Davidson	2510 Xylon Ave S, Minneapolis	Liberty 5-5514
*Mrs. Kenneth Greene	3025 Simpson, St. Paul 13	Malrose 3-1448

Reapportionment

Mrs. Stanley Kane	701 Parkview Terrace, Mpls	Franklin 7-3789
Mrs. R. McCarthy	9212 11th Avenue S "	Tuxedo 1-2908
Mrs. Kenneth Green	3025 Simpson, St. Paul 13	Malrose 3-1748
*Mrs. Donald Guthrie	4000 E. County Line Road	Garfield 6-3497
Mrs. Ted Olsen	Hirchwood	d.n.

Party Designation for Legislators

Mrs. Virginia Olson	9511 Elliott Avenue S., Mpls 20	
Mrs. Betty Elson	2611 3rd Ave S.	Tuxedo 1-6279
Mrs. Myla Ostroot	3751 Clinton Avenue	Tuxedo 1-5017
*Mrs. Wm. J. Graham Jr.	2019 DuPont Avenue S., Mpls 20	Tuxedo 1-7161

FFC

*Mrs. Homer Mantis	2352 Buford, St. Paul 8	Midway 4-1156
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Election Laws

Mrs. Edgar L. Naderling	4521 27th Ave S., Mpls	Parsony 2-7975
Mrs. Lester Stronge	820 S. Syndicate, St. Paul	Midway 8-9175

Mrs. Poff Bjerklen 11051 Wash So - 20
Mrs. C. H. Johnson

Tu 1-8344

F 2 D 2 4 3

LIST OF LAW LOBBYISTS WHO VOLUNTEERED FOR 1959 LEGISLATIVE SESSION - April 25, 1
(1 copy in Leg. Committee file, office-
2 copies to H. Mantis)

Metropolitan Area

<u>League</u>	<u>Name & Address & Telephone</u>	<u>Interest</u>
St. Louis Pk.	Mrs. G. M. Felland, 4300 Cedarwood Road, Wa6-5495	Reapportionment
St. Louis Pk.	Mrs. M. D. Himmelman, 3209 Jersey St., We9-2422	Reapportionment
St. Louis Pk.	Mrs. James H. Smith, 13424 Texas Ave., We8-4676	Party Designation
St. Louis Pk.	Mrs. E. C. Davidson, 2510 Kylon Ave., Li5-5514	Neapo. and CC.
Richfield	Mrs. H. Bidwell Wiesner, 7526 12 Ave. S., UH6-5709	C.C.
Bloomington	Mrs. Warren C. Olson, 8514 Elliot Ave. S., Tu-1-6036	Reap. and P.D.
Bloomington	Mrs. Arthur Bachler, Jr., 9024 James Ave. So. Tu-1-4170	Reap. and P.D.
Edina	Mrs. Roger Hawkinson, 5945 Fairfax, Wa2-1105	Reap.
Edina	Mrs. Olin S. Lutes, 16049 Dawn Drive, Hopkins	
Edina	Mrs. A. J. Wash, 5905 Grimes Lane, Wa 6-8420	CC
Edina	Mrs. H. R. Nichols, 4306 Sunnyside Rd., Wa 2-7431	
Edina	Mrs. Elmer Tang, 5400 Oxford	
Minnetonka	Mrs. Olin S. Lutes, 16049 Dawn Drive, Hopkins	Reapportionment
Minnetonka	Mrs. Donald Long, 4801 Barbara Drive, Hopkins, We8-5054	Reapportionment
Minnetonka	Mrs. H. Herman Ott, 3413 Druid Lane, GR 3-6056	Reap. & CC (See Da)
Minneapolis	Mrs. Theodore Olson, 4752 16 Ave. So., Pa2-6902	Reapportionment
Bloomington	Mrs. Robt McCarthy, 9212 11 Ave. Sol, Tu2-2908	Reapportionment
O. Valley	Mrs. E. Robert Schwartz, 5201 Olson Hwy, Li5-9037	either
?	Mrs. Ralph Howe, 6000 Osseo Road, Ka7-2398	
<u>Outstate</u>		
Alexandria	Mrs. W. A. Bloom, 1207 Irving, Alexandria	
Brainerd	Mrs. Warren Murphy, 215 A. St., Brainerd	Reapportionment
Alexandria	Mrs. Sidney Butts, 1101 Douglas, Alexandria Re3-5918	Both
Duluth	Mrs. Arthur Welch, 221 Arrowhead Rd., Duluth, Ba1-594	Reapportionment
Duluth	Mrs. John Carney, 602 N. 27 Ave. E., Ba 8-2095	
Duluth	Mrs. John Berdie, 608 Woodland, Duluth, Ba4-2582	
Duluth	Mrs. James W. Smith, 2311 E. Superior St., Duluth, Ba4-8656	
Hibbing	Mrs. J. Neumaier, 2206 E. 9th Hibbing, AM 5-6506	
Hibbing	Mrs. C. H. Andreen, 2411 2nd Ave. W., Hibbing, AM36240	
Virginia	Mrs. Thoe C. Huff, 723 Douglas, Eveleth, Minn.	
Moorhead	Mrs. R. S. Laski, 102 8 Ave. S., Moorhead 3-2521	
Moorhead	Mrs. Stanley Bristol, 1920 5 St. So., Moorhead 3-4412	
Mrs. John Gletne	721 5 St. So., Moorhead, 3-0761	
Park Rapids	Miss Arlie Sutherland, Park Rapids, 741W2	Party Designation
P. Falls	Mrs. R. A. Wicker sham, 234 S. Lakeside Drive, P. Falls 3300	Party Designatio
Worthington	Voters Service cham. ?	
Worthington	Mrs. A. G. Satre, 607 Lake, recommended by others, no there herself	
New Ulm	Mrs. Walter J. Garcia, 912 N. German	
Granite Falls	Mrs. John Lundquist	
Granite Falls	Mrs. Rudolph Ehrenberg, (perhaps	

Theater

Mrs. Harold Lundquist - 6015 Wentworth So. - Lo. 0012-0017 - Co 3030

Mrs. K. L. McClernon - 738 East Minnehaha Parkway - Re. 2776

Mrs. Curtis Larson - 1885 Tatum - Pr. 6558

Mrs. Wm. P. Mock - 1397 W. Larpenteur - M1. 6366

Mrs. O. C. Helseth - 1471 Skiles Lane, - Pr. 4185

Mrs. J. E. Hedlund - 1185 Eldridge - Hu- 9-6051

Mrs. G. A. Donohue - 2903 Simpson - Pr. 5641

Mrs. D. S. Wiegand - St. Marys Point, Stillwater - 7218

Mrs. Milo H. Swanson - 2334 Como Ave. - M1. 4986

Mrs. Russell D. Arnold - 8606 Virginia Circle So. - Or. 5-7321

Mrs. O. H. Englund - 3524 Minikahda Court - Wa- 4626

Mrs. John Hill - 916 S. W. 10th St., Rochester

Mrs. Theo. Olson - 4752 16th Ave. So., - Pa. 2-6902

Mrs. Stanley Kane - 417 Turnpike Rd. Or. 5-9300

B. Kane knew all these girls and can tell about them. There really wasn't anyone who really grasped the issue except Mrs. Swanson, and we hesitated about turning her loose! It's a little hard to put in writing just what one thinks.

Those with no notation did little or nothing, out of town, ill, or some other reason. It is nothing against them as we really didn't ask much of them.

Jan. 7, 1959

To: Jane Augrist, FR Chairman, State Board

From: Grace Wilson, Secretary

Re: Former League Lobbyists, who might be available for interview by Georgia Polzin,

1939 - Mrs. Harrington Beard, 5100 Niccollet Ave. TA3-1516 - Civil Service

1941 - Mrs. Ellwood H. Newhart, Zumbra Heights, GR4-2762

1946 - Mrs. David Shearer, 1929 Kenwood Pkwy., FR7-0506

1947 - Mrs. J. E. Moen, 3432 Holmes Ave., TA4-9136

1948 - Mrs. Hiram Livingston, 1148 Kerxes So., FR7-6069

Mrs. T. O. Everson, 1956 E. River Terrace, FE%-0701

1951 - Mrs. Malcolm Hargraves, 716 4 St. S.W

1953 - Mrs. John Donohue, 711 Fairmount, St. Paul, GA6-6211
& on

Mrs. John Gruner, 527 S.E.7, FR 1-3439

Mrs. Russell C. Duncan, 4400 W. 58, WA6-9642

Mrs. Stanley Kane, 701 Parkview Ter., FR7-3789

Mrs. Ralph Morgaard, 3049 E. Calhoun Blvd., TA2-7851

Mrs. Donald Guthrie, 4000 E. County Line, GA 6-3497

THE MINNESOTA VOTER

A PUBLICATION OF THE LEAGUE OF WOMEN VOTERS OF MINNESOTA

VOL. 37

July-August, 1968

NO. 1

WHY LOBBY? YOU JUST CAN'T HELP IT!

Why should the League of Women Voters lobby for its Program? Because, being people of some purpose, we like to finish what we start. Lobbying is simply the final step in a Program item.

The word "lobbying" does not have the unladylike connotation for us that it has for some. But it does have, unfortunately, too restrictive a meaning.

In the broadest sense, lobbying can be regarded as any effort which influences public opinion on any issue that has a legislative aspect. This kind of lobbying is done by every League member from the moment a Program item is formulated. In this sense, lobbying is part and parcel of the total activity (from membership to finance) which makes the League a potent factor in our public life. We are not here concerned with this aspect.

In its narrowest sense, lobbying is the presence of an officially designated League representative at the Capitol for the purpose of persuading legislators to vote for or against a specific piece of legislation. This is the limited idea of lobbying we would do well to give up.

Every Member Is Involved

Let us here consider lobbying in an intermediate sense—one that should involve every League member, in a very specific way. In this sense, lobbying is personal contact with a legislator. This contact may be face to face. It may be by letter or phone or wire. The contact may be by a League member or by someone she persuades to help. It should be both before and after the legislative session.

League members who do our on-the-spot lobbying at the Capitol are, by and large, not persons of an unduly retiring nature. Yet they would probably agree unanimously that their function is over-rated and that what they can do is limited. Lobbying is an all League function, or it is pretty ineffective.

The perfect lobbying setup would be a small, strong front line at the Capitol and a home front of much greater numbers, awareness and dedication.

Capitol lobbyists, to be capital lobbyists, should be only a line of communication between legislators and League constituents. They should:

- Be there—several times weekly.
- Know the subject—thoroughly.
- Have at least a speaking acquaintance with as many legislators as possible.

Attend and testify at committee meetings, knowing well both its members and their attitudes. Be prepared to answer questions on both League Program and procedures.

- Keep in close touch with authors of bills, supplying them with all necessary information.
- Provide a liaison between interested forces in House and Senate.
- Most important, advise you what to do, when and sometimes how.

The home-front lobbyists have a less complex function, but a more continuing one, not being limited to the session. They have a less interesting job, but a more productive one. It is unknown that a single action on the part of a Capitol lobbyist has decided the fate of a bill. But in every League success, like FEPC, or part success, like the Bergerud Bill, the necessary vote or two can be traced to specific action on the part of specific at-home lobbyists—who probably didn't realize they were contributing anything of importance.

A wise American politician once said, "If you live in a town run by a committee, be on the committee." This might be paraphrased, "If you want something of a legislative system in which the lobbyist is a potent factor, then be potent lobbyists." We could hardly have chosen—let's face it—a legislative program better calculated to upset the balance of legislative power and threaten vested interests, both in and out of the Legislature, than a constitutional convention, reapportionment and party designation. For this reason, our lobbying must be intensive; it must be skillful; it must be attended by the best public relations; it must enlist all the forces in our state interested in governmental change for the sake of efficiency, economy and democracy.

Lobbying must not be considered as something special, reserved for a few hardy souls blessed with some knowledge, proper geographical placement, a good constitution and an understanding family. You, too, have been in on this from the moment you helped your unit send in suggestions for the kind of a Program you wanted to study and do something about. Lobbying is the last step in the exciting League process of study-action that attracted you in the first place. It is inevitable and it cannot succeed without you.

Why lobby? Why join the League of Women Voters?

—MRS. STANLEY KANE

Bi-Partisan Committee

1/15/58

DPL

Mr. William Carlson
145 University Avenue
St. Paul

Mrs. A. V. Maki
520 7th St.
North St. Paul

Mr. Gerald Dillon
432 Forest Avenue
Minneapolis 3

Mrs. Robert Green
4377 Wooddale Avenue
Minneapolis 24

Dr. C. F. McGuigan
400 S. Hill
Marshall M

Republican

Mr. John Mooty
6013 Ewing Avenue S.
Minneapolis

Mrs. E. G. Dillingham
403 Portland Ave
St. Paul

Mrs. C. E. Howard
Excelsior

*over
never
com.*

Responsibilities divide this way, as I see it:Resource Committee

Prepares material on
CC., Reap., PD, FEP
Answers questions on
4 items
Speaks officially for
LWV at Legislative
Hearings

Legislative Committee

Prepares material on
Legislature
Gets Committee that will
influence Legislature
in favor of 4 items
*in person
*by letter
Communicates with LWV mem-
bers and public re lobby-
ing on 4 items
*by Newsletter
*by Tours
*other ways?

Several Ideas on Tours

- 1) We could do it as we did last yr leaving Leagues pretty much on own to arrange etc.
- 2) Could we add one feature - if possible find place to meet at noon and have coffee and eat home brought sandwiches and hear news of the day from lobbyists. This would eliminate crowding in lunch room.
- 3) Could we get cooperation of employed tour leaders to display on bulletin board news of the day for LWV visitors?
- 4) Or instead of 1), we could leave all suburban Leagues on own but treat out state Leagues royally - about 30 LL

Legislative Mailing or Newsletter

We might aim to get every unit in Minnesota to subscribe, plus any individuals that wanted it.

Some ideas on Legislative Workshop - early in session? or early or late fall?

- 1) How about aiming to train 1 or 2 persons from each of the 250 units in Minnesota, and perhaps tie it in as a service they get if the unit subscribes to our Legislative Mailing. We could run 5 training sessions, say Mon., Tues., Wed., Thurs. and Friday of a week early in session. It should be early so they won't crowd the place too much. Purpose would be to see Sen. and House in Session, visit a committee or two, meet some Legislative leaders, and thus be excellent reporters and Legislative chairmen for their unit, and thus get real action out of them.
- 2) Or maybe this session should be in fall. Probably we could have a tour of capitol, and even have some legislators on hand to orient us.
- 3) The purpose of this training is to get effective lobbying from members by letter or telephone

Some ideas working closely with other organizations.

If we can offer any services that we are offering to League anyway to outside organizations, we should. Example: 1) on left

The Legislative Workshop, about Feb. 20, was excellent last year.

This timing was good, last year, exciting stage of bills progress we limited it to 2 per League, and that was almost more than we could handle, in fact Reap. committee room was terribly jammed! If we did above idea early in session, so League unit representatives saw capitol setting, met legislative leaders, and own representatives, then the Feb. 20 type of meeting would come to life for them, by reading it in Legislative Mailing, or by hearing report of 1 member of their League visiting and reporting back to her.

Dear Mrs. Anderson:

Mary thought that you might like to look over the minutes from her meeting. After you have finished with them, could they be popped in a folder for legislative committee meetings in the office. Thanks very much.

Subject: Legislative Committee Meeting (L)

Date: 9/23/57

MEMBERSHIP: The following people have agreed to serve on this committee:

Chairman:	Mrs. Homer Mantis (Mary) 2352 Buford St. Paul 8	MI 4-1156
FFPC	Mrs. William Jones (Mary Ann) 2308 Lake Place Minneapolis 5	Fr 2-2866
Party Designation	Mrs. Wm. J. Graham Jr. (Laverne) 2039 Dupont Avenue S Minneapolis 20	Tu 1-7171
Const. Revision	Mrs. Kenneth Greene (Ann) 3025 Simpson St. Paul 13	Me 3-1748
Advisory	Mrs. John Donohue (Mari) 711 Fairmount Ave St. Paul	Ga 6-6211
Advisory	Mrs. Donald Guthrie (Doris) 4000 E. County Line Road Birchwood	Ga 6-3497
Reapportionment	Unappointed (Ann Greene will try to find appointee)	
Office Help	Mrs. Paul O'Connor (Pat) 2173 Dudley Ave St. Paul 8	MI 6-3520

We will try to keep Mrs. Edgar Kuderling (Election Laws) and Mrs. Stanley Kane posted so that they can offer advice in their areas when necessary.

BI-PARTISAN COMMITTEE: It was agreed that this committee had been particularly helpful during the legislative session in providing prominent citizens to testify, and it was suggested that we find out whether there are plans to reactivate it and whether the League can be of any assistance. We wondered whether the bi-partisan committee would be a possible group to answer Otto Christianson's (and others) statements, perhaps through an MMA release. We also felt that it might be wise to ask for their help in preparing party designation material.

CITIZENS COMMITTEE FOR CONSTITUTIONAL REVISION: It was pointed out that this very fine committee stands on the brink of collapse unless the League can find a "spark plug". We felt that Mrs. Malcolm Hargreaves or Mrs. Basil Young should be suggested to the State Board for this "role".

FFPC: Mrs. Jones was unable to attend this meeting, but it was felt that probably legislation to be presented in the next session will center around housing, and we will have to wait to see what contribution the League can make.

Legislative Committee Meeting
9/27/57

PARTY DESIGNATION: Mrs. Graham would like to have access to all available information that the League has on Party Designation to see whether new material couldn't be found to give more weight to this continuing responsibility. Mrs. Kane feels that we could make a real contribution in this area if we could put together new material for wide distribution to the political parties. Mrs. Phyllis Richter who was not able to attend this meeting but worked with this item last year, sent word that she was willing to make up material for a popular folder but that she questioned the availability of new material.

CONSTITUTIONAL REVISION: Mrs. Greene wondered what the League should do about upcoming amendments and whether we were caught in a philosophical "bind" by supporting amendments when in principal we feel that this procedure is too expensive, piecemeal, etc. The committee felt that an amendment which measures up to League standards and improves the situation probably must be supported since the goal is to improve the constitution.

PUBLIC RELATIONS: It was suggested that we contact the Public Relations Chairman on the State Board to set up some procedure with local Leagues for replying to editorial and artical criticism fo constitutional revision. A letter from Mrs. B. F. Fuller, public relations chairman of the St. Paul League, was read pointing out that Mr. Christianson reiterates the same arguments in his criticism of constitutional revision and she feels that these arguments should be promptly dealt with whenever and wherever they appear. If the Bi-partisan Committee could be persuaded to reactivate for the purpose of answer-Christianson, it was felt that a good story release could be hung on this peg. It was felt that our success in the legislature next session depended to a large degree on our ability to engage other organizations and prominent citizens in the battle for a new constitution.

P. S. FROM THE CHAIRMAN: If you do not have a copy of the 1957 Legislative Report, please obtain one from the state office and read it before the next meeting.

Leg Com

LEAGUE OF WOMEN VOTERS OF MINNESOTA
15th and Washington Avenues S.E., Minneapolis 14, Minnesota FE 8-8791

M
E
M
O
DATE: Jan 13-1959

TO: Office

FROM: D.Anderson

SUBJECT: Bi-partisan Committee meeting at Capitol

This meeting-composed of ~~Mr.~~ K. Holman, M. Maki, Keith Olson, Bill Carlson and a Mr. Levy of the DFL, and Ed Viehman and Herb Johnson of the GOP-together with L.Kuderling, M.Mantis, B. Kane, D. Guthrie and D.A.-met to ask the GOP if they wished to continue this Committee and if so, if the new State Chmn would get us 5 new GOP members-Mr. Viehman, only on the job 2 days, asked our indulgence while he met with the State Central Comm. next Monday(Jan. 19) both to see if they wished to continue this coop., and also to try to get out state members who could come to these meetings-It was decided that this Bi-Part. Committee would meet regularly on Wednesdays-every 2 weeks-the next meeting to be on Jan. 21-to keep up on our bills and to plan strategy. The DFL is most anxious to continue with us, but as we pointed out, we have to have both parties. It was agreed that the Committee's testimony before committees last session had been very helpful-

Do we check, these one, on these
lists?

1958-59

Bipartisan Committee Members

DFL

Mr. William Carlson
1145 University Avenue
St. Paul

Mr. Gerald Dillon FE 2-2583
432 Forest Avenue
Minneapolis

Mr. Kingsley Holman Tu 1-2711
10262 York Lane
Minneapolis

Mr. James H. Levy MI 8-6630
1731 Saunders Ave
St. Paul 16

mail to 85 Endicott Bldg CA 2-6835
St. Paul 1

Mrs. Marce Haki Sp 7-3283
520 7th Street
North St. Paul

Republican

Mrs. Lucille Blank Hu 9-5900
1170 Eldridge Ave
Roseville

Mrs. Marian Dellers
112 Ridge Road
Albert Lea

Dr. Henry Karda
Pelican Rapids

Mrs. Ines Madson
416 Lake Street
Northington

Mr. John Mooty
6013 Eding Ave. S.
Edina

* * * * *

DFL Exec Secty Eline Olsen
Rep Exec Secty Herbert O. Johnson

State Lobbyists

Constitutional Revision

Mrs. Basil Young	Rt 5, Mayzats	Greenwood 3-6287
Mrs. E. C. Davidson	2510 Kylon Ave S, St. Louis Mo	Liberty 5-551h
Mrs. Thelma Schwartz		Liberty 5-9037
Mrs. Kenneth Greene	3025 Simpson, St. Paul 13	Melrose 3-1718

Reapportionment

Mrs. Stanley Kane	701 Parkview Terrace, Mpls	Franklin 7-7789
Mrs. R. McCarthy	9212 11th Avenue S	Tuxedo 1-2903
Mrs. Ted Olson (Grace)	4752 16th Avenue S	Parker 2-6902
Mrs. Kenneth Green	3025 Simpson, St. Paul 13	Melrose 3-1718
* Guthrie, Mrs. Donald	4000 E. County Line Road Birchwood	Garfield 6-3097

Party Designation for Legislators

Mrs. Warren Olson (Va)	8411 Elliott Avenue S., Mpls 20	Tulor 1-5086
Mrs. James Ostroot (Myla)	751 Clinton Avenue	Tuxedo 1-5017
Mrs. Wm. J. Graham Jr.	2039 Dupont Avenue S, Mpls 20	Tuxedo 1-7161

FEPC

Margie Goldenberg	2045 Summit Avenue	Midway 6-5565
* Mary Mantis	2352 Buford, St. Paul 8	Midway 4-1156

Election Law

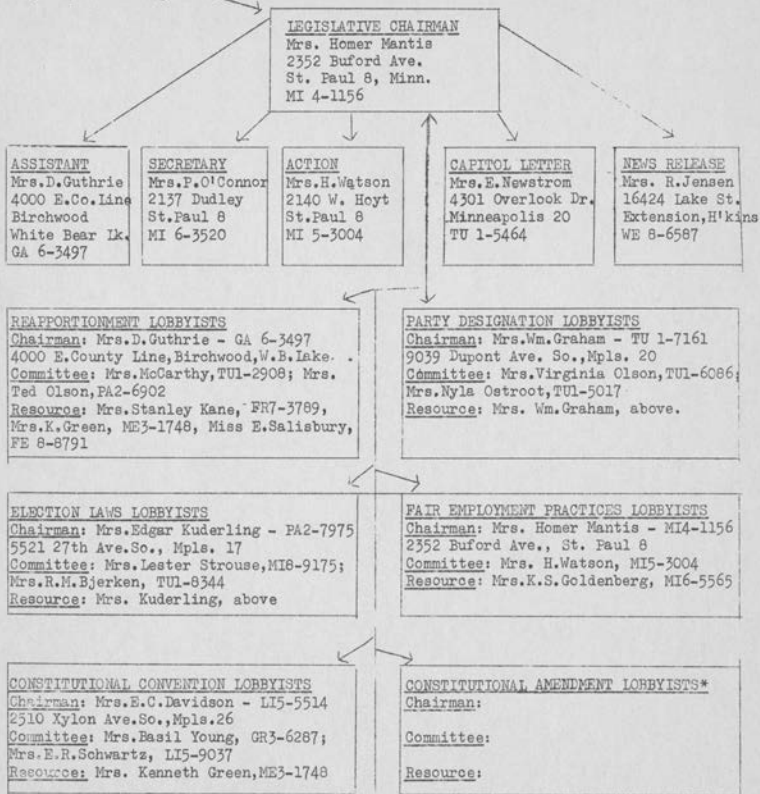
Mrs. Edgar L. Kuderling	5521 27th Ave S, Mpls	Parkway 2-7975
Mrs. Lester Struss	820 S. Syndicate, St. Paul	Midway 8-9175
Mrs. R. M. Bjorken	11051 Washburn S, Mpls 20	Tuxedo 1-831h
Mrs. G. L. Johnson (Jane)	2020 Lake Blvd. N, St. Paul	Spring 7-1633
Mrs. John D. Hutchens	4150 12th Ave S, St. Paul 20	Tuxedo 6-3671 (obs. w. Bjorken)

Home Rule

Mrs. H. M. Flannery	4222 Girard Ave N	JA 2-0871
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LEGISLATIVE RESPONSIBILITIES

The State Convention votes Program, the State Board implements the program in the Legislature through its



LOCAL LEAGUES and LOCAL LEAGUE MEMBERS

LEAGUE OF WOMEN VOTERS OF MINNESOTA

15th and Washington Avenue S.E. Minneapolis 14, Minnesota

Federal 8-8791

January 6, 1959

For the past year the League of Women Voters has tried to have an active Bipartisan Committee since it felt it was an effective means of working in the last session for the items which we three organizations support - Constitutional Convention, Party Designation, and Reapportionment.

The 1959 session is now underway, and the question now is -- shall we have a Bipartisan Committee, composed of Republicans, Democrat-Farmer-Laborites, and League of Women Voter representatives, that can work this session, and if so in what ways? As you remember, we are to meet Tuesday, January 13th. The time is 11:30 in the Committee Room off the main Cafeteria of the State Capitol. Pick up your lunch in the cafeteria and we will meet and eat together.

We suggest that at next Tuesday's meeting, members of both parties come prepared to discuss:

- 1) Shall the Bipartisan Committee continue?
- 2) If yes, will you bring the names of the permanent members of this committee who would represent the parties during the session giving testimony at committee hearings?
- 3) If yes, will you bring with you a name of an interested party member in each of the Legislative Districts where we have no Leagues? (See attached sheet).
- 4) If you bring us the above names, the Leagues plans to ask these persons to influence the legislators in his or her Legislative District, and in order to have timely information about when to do this most effectively, we will encourage each person to subscribe to the Capitol Letter, the League report from the Legislature, published about twice a month during the session. (\$1.00 a subscription)***

Last meeting it was suggested that a report from the Governor's Committee on Reapportionment would be interesting and important for the group to hear so we have prevailed upon Betty Kane, Co-Chairman of that Committee, to talk to us after lunch.

Will you RSVP on the attached coupon?

Sincerely,

Mary Mantis

***P.S. First copy of CL enclosed.

If you want to receive next 9 issues, it will cost you a dollar.

Mrs. Homer Mantis, Legislative
Chairman, LWV of Minnesota



I (will - will not) attend Bipartisan Committee Meeting January 13, 11:30.

I would like a subscription to Capitol Letter, \$1.00 enclosed.

Affiliated with the
League of Women Voters of the U.S.

Signed: _____

(name and address)

File
leg. Com.

LEAGUE OF WOMEN VOTERS OF MINNESOTA

15th and Washington Avenue S.E. Minneapolis 14, Minnesota

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Signed: _____

(name and address)

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1514 W. Washington Avenue S.E. Minneapolis 14, Minnesota

Phone 88791

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Will you RSVP on the attached card?

Sincerely,

***P.S. First copy of CL enclosed.
If you want to receive next 3 issues,
it will cost you a dollar.

Mrs. Hoxer Mantis, Legislative
Chairman, LWV of Minnesota



I (will / will not) attend Bipartisan Committee Meeting January 13, 11:50.

I would like a subscription to Capital Letter, \$1.00 enclosed.

Signed:

(name and address)

LEAGUE OF WOMEN VOTERS OF MINNESOTA

[5th & 3 Washington Avenue S.E. Minneapolis 14, Minnesota]

Federal 8-8791

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Chairman, LWV of Minnesota



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I would like a subscription to Capitol Letter, \$1.00 enclosed.

ALL INFORMATION
FURNISHED BY THE

Signed: _____

(name and address)

Legislative Committee
October 8, 1957

Chairman:	Mrs. Homer Mantis 2352 Buford Ave. St. Paul 8	Mi 4-1156
Constitutional Revision	Mrs. Kenneth Green (Ann) 3025 Simpson St. Paul 13	Me 3-1748
FEP	Mrs. William Jones 2308 Lake Place Minneapolis 5	Fr 7-2866
Party Designation Re	Mrs. W. J. Graham Jr. (Laverne) 9039 Dupont Avenue S Minneapolis 20	Tu 1-7161
Reapportionment	Mrs. William Fletcher (Marian) 10330 Mississippi Blvd Coon Rapids	Mrs. Robert McCarthy (Marianne) 9212 11th Ave S. Mpls 20, Minn
Advisory	Mrs. Donald Guthrie (Doris) 4000 E. County Line White Bear Lake 10	Ca 6-3497
Advisory	Mrs. John Donohue (Mari) 711 Fairmount Avenue St. Paul	Ca 6-6211
Typist	Mrs. Paul O'Connor (Pat) 2173 Dudley Avenue St. Paul 8	Mi 4-1156 6-3 520

*Mrs. Eugene Hueston
4301 Overlook Dr
Nye - 20*

To be kept posted:	Mrs. Stanley Kane (Betty) 701 Parkview Terrace Minneapolis 16	Fr 7-3789
	Mrs. Edgar Euderling (Louise) 5521 Twenty-seventh Ave. S Minneapolis	Pa 2-7975

Mrs. Harold Watson

DECEMBER 8, 1958

MEETING of REPRESENTATIVES of THE
THE

Republican Party

League of Women Voters

Democratic-Farmer-Labor Party

PRESENT: Mrs. Mantis, Miss Salisbury, Mrs. Green, Mrs. Guthrie, Mrs. Graham, Mrs. O'Connor and Mrs. Wilson and Mrs. Williams (staff), of League.

Mrs. Bixby, Miss Andersen, Mr. Johnson, Mrs. Heberling, and perhaps Mr. Mooty of Republican Party.

Mr. Olson and 4 others from the Democratic-Farmer-Labor Party.

PURPOSE OF MEETING: To discuss if there are ways in which the 3 groups can work together on Party Designation, Reapportionment and Constitutional Convention.

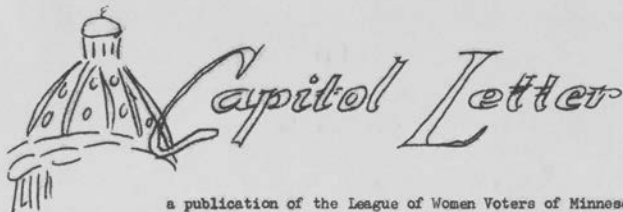
AGENDA: Brief review of our cooperation through Bi-Partisan Committee in past-Mrs. Mantis
Reapportionment - what is the situation today? - Miss Salisbury
What problems have we encountered in past in getting our program passed? - Group Discussion
What plans shall we make for this session? -
League Plans, League Materials - Mrs. Mantis and other Leaguers
Party Plans - Republican, DFL's? - Is it possible to get party people in
each legislative district where there are no Leagues? If so, how will
they coordinate their efforts with the League?

CURRENT AGENDA

- I. Constitutional Revision - support;
 - A. Calling of a convention;
 - B. Amendment providing for periodic submission to the people of the question of calling a constitutional convention;
 - C. Amendment providing fair and enforceable apportionment of the Legislature.
- II. Evaluation of Minnesota election law and procedures; work for changes if needed.

CONTINUING RESPONSIBILITIES

- I. Support revision of constitutional provisions for:
 - A. Workable amending process;
 - B. Clearly fixed executive responsibilities;
 - C. Adequate length of legislative session;
 - D. Post-auditor appointed by and responsible to Legislature;
 - E. Increased home rule for local government.
- II. Reapportionment by statute.
- III. Fair Employment Practices Commission.
- IV. Party designation for legislators.



a publication of the League of Women Voters of Minnesota
 President: Mrs. O. H. Anderson Editor: Mrs. E. H. Newstrom

Attention: Unit Chairmen

A sample of the League's new CAPITOL LETTER can be found on the last page of the September-October Minnesota VOTER. As you remember, this letter will come to you at your home address about twice a month. Its informal reports on Minnesota legislative events will give you the feeling that You are There!

We hope that all of your unit members will want to subscribe. Use this sheet to list names and addresses and send with \$1.00 for each subscription to:

League of Women Voters of Minnesota, 15 & Washington Ave.S.E., Minneapolis

City _____ Unit # _____

NAME _____

ADDRESS

This image shows a single sheet of white paper with horizontal blue or grey ruling lines. The lines are evenly spaced and run across the width of the page. There is no handwriting or other markings on the paper.

Essay Contest



prize



prizes

30 VOLUME SET OF THE ENCYCLOPEDIA AMERICANA,
new 1957 Edition. Approved by the American
Library Association.

A DAY AT THE STATE LEGISLATURE, including
a chat with your representatives and the
Governor. This all-expense paid tour is
offered to all three winners.

HOW REPRESENTATIVE GOVERNMENT IS ASSURED BY OUR STATE CONSTITUTION

(This is the general topic of the contest. The following suggestions are specific areas in which you might specialize - or you may choose a speciality of your own under the general heading.)

1. What safeguards does the federal constitution have for Minnesota citizens to assure them of true representative government.....are these safeguards also protected by the state constitution?
2. What are the present statutes on reapportionment? What is the purpose and methods of reapportionment? What are some solutions for the present problem of reapportionment?
3. How will our present constitution serve Minnesota in the future? Have there been any past attempts at change? If future changes have to be made, what should they be?

CONTEST RULES

1. Contest opens January 5, 1959 and closes February 14, 1959. All papers must be in the office of the League of Women Voters, 15th and Washington Avenues S. E., Minneapolis 14, Minnesota by noon on the closing date to be considered. No papers will be returned and the decision of the judges will be final.
2. Only Minnesota high school students grades 9 through 12 are eligible. The completed essay should not exceed 1,500 words. Use one side of paper, write legibly, or typewrite doublespace.
3. The full name of contestant, grade, age, address, telephone number should be written in upper left corner. Fasten all pages securely.

SUGGESTED BIBLIOGRAPHY - Report of Constitutional Commission of Minnesota, 1947; Constitution of Minnesota, Legislative Manual, at your library. From your local League of Women Voters or address above you may get: Democracy Denied (a study of reapportionment-25¢); The State You're In (study of Minnesota's constitution-50¢); You Are the Government (handbook on Minnesota Government-25¢); Flyer and Fact Sheet on Reapportionment - 5¢.

League of Women Voters of Minnesota, 15th & Washington S.E., Minneapolis 14, Minn.
October 1958 102158CCC - 24

LEGISLATIVE DISTRICTS OF LOCAL LEAGUES IN MINNESOTA

<u>DISTRICT</u>	<u>LEAGUE</u>	<u>DISTRICT</u>	<u>LEAGUE</u>
4	Rochester	37-42	St. Paul
5	Austin	41	North St. Paul
7	Wells		White Bear Lake
10	Jackson	42N	Arden Hills
11	Worthington		Falcon Heights
13	Granite Falls		Roseville
14	New Ulm		St. Anthony
16	New Richland	43	Afton-Lakeland
	Owatonna		Birchwood
	Waseca		Mahtomedi
19	Red Wing	44	Anoka
20	South and West St. Paul		Circle Pines
22	McLeod-Hutchinson		Columbia Heights
23	Olivia	45	St. Cloud
24	Granite Falls	47	Alexandria
27	Buffalo	49	Moorhead
28-35	Minneapolis	50	Battle Lake
29	St. Anthony		Fergus Falls
36S	Bloomington	52	Cass Lake
	Deephaven	53	Brainerd
	Edina	57-59	Duluth
	Excelsior	60	Hibbing
	Hopkins	61	Virginia
	Minnetonka Village	62	Bemidji
	Mound	63	Park Rapids
	Richfield		
	St. Louis Park		
	Wayzata		
36N	Brooklyn Center		
	Crystal		
	Golden Valley		
	Robbinsdale		

(23 Legislative Districts with no Leagues - 1,2,3,6,8,9,12,15,17,18,21,25,26,46,
48,51,54,55,56,64,65,66,67.

CONGRESSIONAL DISTRICTS OF LOCAL LEAGUES IN MINNESOTA

<u>DISTRICT</u>	<u>LEAGUE</u>	<u>DISTRICT</u>	<u>LEAGUE</u>
I	Austin New Richland Owatonna Red Wing Rochester Waseca	IV	Arden Hills Falcon Heights North St. Paul Roseville St. Anthony St. Paul White Bear Lake
II	McLeod-Hutchinson Jackson New Ulm South St. Paul Wells West St. Paul	V	Minneapolis
III	Afton-Lakeland Anoka Birchwood Bloomington Brooklyn Center Circle Pines Columbia Heights Crystal Deephaven Edina Excelsior Golden Valley Hopkins Mahtomedi Minneapolis Minnetonka Village Mound Richfield Robbinsdale St. Anthony St. Louis Park Wayzata	VI	Brainerd Buffalo Cass Lake Park Rapids St. Cloud
		VII	Alexandria Granite Falls Olivia Worthington
		VIII	Duluth Hibbing Virginia
		IX	Battle Lake Bemidji Fergus Falls Moorhead

LEGISLATIVE RESPONSIBILITIES

STATE BOARD

Decides when to issue a Call for Action to local Leagues. Determines League stand on legislation through authority granted at convention.

STATE LEGISLATIVE COMMITTEE

Supervises all League work at the Legislature. Informs state Board on progress of bills and timing for Calls for Action. Edits "Capitol Letter." Sees that all sessions concerned with League program items are attended. Arranges for testimony before Senate and House committees.

STATE LOBBYISTS

Keep informed on League program and League stand on legislation. Know time of and attend legislative committee meetings, House and Senate sessions concerned with bills on particular program items. Keep in constant contact with Legislative Committee on progress of bills and on proper timing for Calls for Action. Inform legislators of League stand. Determine the proper time for speaking before a legislative group on League stand.

LOCAL LEAGUES THROUGH LOCAL LEGISLATIVE CHAIRMAN

Lobby at home from November until the end of the session. Congratulate your newly elected legislator. Invite him to a local function and talk with him informally about League program. Give your legislator material on the state program, esp. the three folders on Party Designation, Reapportionment and Constitutional Convention. Keep a file on your legislator and know his voting record. Respond immediately to Calls For Action by writing as a League to legislators. Thank them when they support League items. Make brief regular reports at unit and general meetings on the progress of the bills. Write letters to the local editors and keep the paper informed on League program and stand on issues.

The Lobby by Letter kit will assist you with your letter writing and "Capitol Letter" will help you keep track of League bills and Calls for Action. These publications need your support.

The Legislative Chairman is responsible for conducting League members on Capitol tours during the legislative session. Because of the great amount of time and womanpower involved, we are not conducting tours for each Local League this session. We hope every League will go ahead and arrange its own tour. You may make arrangements for a guided tour and for reserved seats in the House and Senate by writing directly to Mr. H. T. Kennedy, Asst. Sergeant of Arms, House of Representatives, St. Paul. Your own legislator may also be willing to make the arrangements for you. We will also help your representative make arrangements when she is here on February 20th, however this is quite late in the session to be sure of getting reserved seats.

LEGISLATIVE RESPONSIBILITIES

STATE BOARD

Decides when to issue a Call for Action to local Leagues. Determines League stand on legislation through authority granted at convention.

STATE LEGISLATIVE COMMITTEE

Supervises all League work at the Legislature. Informs state Board on progress of bills and timing for Calls for Action. Edits "Capitol Letter." Sees that all sessions concerned with League program items are attended. Arranges for testimony before Senate and House committees.

STATE LOBBYISTS

Keep informed on League program and League stand on legislation. Know time of and attend legislative committee meetings, House and Senate sessions concerned with bills on particular program items. Keep in constant contact with Legislative Committee on progress of bills and on proper timing for Calls for Action. Inform legislators of League stand. Determine the proper time for speaking before a legislative group on League stand.

LOCAL LEAGUES THROUGH LOCAL LEGISLATIVE CHAIRMAN

Lobby at home from November until the end of the session. Congratulate your newly elected legislator. Invite him to a local function and talk with him informally about League program. Give your legislator material on the state program, esp. the three folders on Party Designation, Reapportionment and Constitutional Convention. Keep a file on your legislator and know his voting record. Respond immediately to Calls For Action by writing as a League to legislators. Thank them when they support League items. Make brief regular reports at unit and general meetings on the progress of the bills. Write letters to the local editors and keep the paper informed on League program and stand on issues.

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LEGISLATIVE OBSERVERS

This year we are initiating a new program - that of Legislative Observers. Any League is invited to take an active part in this program, but we are not specifically asking Leagues beyond the suburban areas of the Twin Cities to participate because we know that the expense and bad weather would probably make this impossible.

We have felt for a long time the need for a training program for future lobbyists. Many more women would help out at the Legislature if they could go as observers rather than lobbyists, and this experience would be valuable to the potential lobbyists because it would familiarize them with the ins and outs of lawmaking and lawmakers.

Naturally local Leagues must carry the burden of persuading their particular legislators but in areas where we have no Leagues, this burden falls on state League lobbyists who are few (about twenty) in number but experts in their fields. To train lobbyists for future sessions we are setting up a new group, the Legislative Observers.

How will it work? Each League in the five counties (Ramsey, Hennepin, Anoka, Washington and Dakota) should contribute four observers. Each observer will be assigned to a committee in the Legislature when we have a "School for Observers," probably the second week in January. At "school" the observer will be told about the different committees, when they meet, etc. Each observer can then indicate her committee preference and details on her assignment will be mailed to her later.

Here is an opportunity to try out some of your resource and board members who are interested in legislative procedure. We hope that no observer will be required to spend more than 15 hours during the session.

We would like to have the names, addresses and telephone numbers of your observers by December 10th, if possible. We also hope that you will let us know what you think of this plan and what additional data you feel you will need in order to provide these observers. We need to know the approximate number of people who are interested in being observers in order to arrange for a large enough room and enough supplies of material.

Please return to state office by December 10th.

LEGISLATIVE OBSERVERS

	<u>Name</u>	<u>Address</u>	<u>Telephone</u>
1.	_____	_____	_____
2.	_____	_____	_____
3.	_____	_____	_____
4.	_____	_____	_____

LEAGUE OF WOMEN VOTERS OF MINNESOTA

15th and Washington Avenue S.E. Minneapolis 14, Minnesota

Federal 8-8791

October 18, 1958

Dear Sir:

The League of Women Voters of Minnesota congratulates you on winning the election in the September primary. Whether or not you are elected to serve the citizens in your district, we do want to express our appreciation to you for taking an active part in state government by becoming a candidate.

The League - as you may know - is a nonpartisan organization whose purpose is to promote political responsibility of citizens and as such neither supports nor opposes candidates or parties. We do, however, take stands on public issues, after thorough study and majority decision of our members. Three of these issues which the League is supporting are Constitutional Convention, Party Designation for Legislators and Reapportionment.

We thought you would be interested in receiving our three latest publications in these fields. We hope, of course, that you will feel as the Leagues does, that they should be supported.

If we can be of any assistance in providing more information on these subjects, please call on us.

Sincerely yours,

Mary Mantis

Mrs. Homer Mantis
League of Women Voters
Legislative Chairman

MM:rw
enc.



Affiliated with the
League of Women Voters of the U.S.

Letter sent to: Senators Rosenmeier, Bergerud, Fraser, Keith
Representatives Popovich, Iverson, Nelson, Luther

leg. 1- C. Ketter

June 18, 1959

The Honorable Gordon Rosenmeier
State Capitol
St. Paul, Minnesota

Dear Senator Rosenmeier:

The League of Women Voters is preparing material to send to all its members on the constitutional amendment on reapportionment which will be submitted to the voters in 1960. As a legislator of knowledge and influence in this area, would you be willing to help us present the case to our membership? Could you be as specific as possible in explaining your reasons for supporting, or not supporting, this amendment?

This constitutional amendment makes provisions in all 3 areas in which the well-publicized League stand asked for action. However, as you know, it does not meet all the specific standards arrived at by our members as necessary for support. We therefore feel that our entire membership must be informed and asked to express their opinions before supporting or opposing the amendment.

As the you know, the League of Women Voters is committed to work for a constitutional amendment that (a) provides enforcement machinery to insure reapportionment promptly after each census; (b) provides a fair, specific, and flexible area factor in one chamber; (c) guarantees population in the other; (d) limits the legislature to its present size.

Should this constitutional amendment fail in the election of 1960, the League of Women Voters will work again in the 1961 legislature for a satisfactory constitutional amendment.

Sincerely yours,

Mrs. Stanley Kane

League of Women Voters of Minnesota
University of Minnesota
15 & Washington Avenue S. E.
Minneapolis 14, Minn.

Please mail to me free of charge your 30 page
1957 Legislative Report.

Signed _____

Address _____

LEAGUE OF WOMEN VOTERS OF MINNESOTA

15th and Washington Avenue S.E. Minneapolis 14, Minnesota

Federal 8-8791

September 12, 1957

Dear Legislator:

The 1957 Legislative Report of the League of Women Voters is available to you upon request. This report contains an analysis of the legislative progress of the four items that were supported by the League during the last session:

Constitutional Convention
Party Designation for Legislators
Reapportionment
Fair Employment Practices Commission

We hope this informative report will be of value to you. If you would like a copy, please fill out and return the enclosed card.

The delegates at the last State Convention of the League of Women Voters of Minnesota voted to continue to work and support the above items and the convention body also voted unanimously to study the Minnesota Election Laws. Material on this subject will be ready next spring.

Mrs. O. H. Anderson, our new president, and the state board take this opportunity to say that we will make every effort to keep you informed about the League's program during the next two years.

Sincerely yours,

Sandy Anderson
Mrs. O. H. Anderson
President

Mary Mantis
Mrs. Homer Mantis
Legislative Chairman



Affiliated with the
League of Women Voters of the U.S.

F2 D2 #
10

2352 Euclid Ave.
St. Paul 8, Minn.
Sept. 17, 1957

Mrs. Harper Andrews, President
League of Women Voters of Ill.
89 East Madison Street
Chicago 2, Ill.

Dear Mrs. Andrews:

As a State Legislative Chairman, I was assigned to answer your letter. I hope the following information would be of help to your committee.

1. We cover the legislature by committee.
2. The responsibilities of the Legislative Committee are as follows:
 - a. To be well informed of the League's State Program.
 - b. Watching bills relating to the League's Program as they are introduced during the legislative session.
 - c. Find out the dates of hearings, dates for consideration, dates for the vote of the bill.
 - d. Furnish to the local Leagues the status of each piece of legislation in which the League is interested.
 - e. To contact prospective authors of a bill and furnish them with resource material. Provide speakers, League members and others to speak in favor of our bill.
3. During a legislative session members from our 55 Leagues throughout the State visit the Legislature and talk with their legislators. Last year we had a legislative day and 54 Leagues were represented.

Members of the Legislative Committee average 3 1/2 to 4 days per week at the legislature.
4. I would say about 12 to 15 active lobbyist during a session.
5. The chairman in recent years has been from the Capital City or its suburbs.
6. The legislative chairman is responsible to the State Board and keeps the Board informed on each bill.

7. The Legislative Committee and resource chairman decide if legislative action is needed between board meetings.

8. The State Agenda and Continuing Responsibilities chairman are members of the Legislative Committee and lobby during the session.

9. Before each legislative session the members receive supplementary material on the legislative program. Last year a legislative conference was held. Local legislative chairmen and members interested in lobbying were invited to attend. The Legislative Committee was in charge of the program.

10. Due to the fact that our CR's are closely related to the Current Agenda, almost as much information is given to the members.

11. Under separate cover a copy of Lobby by Letter, the 1957 Legislative Report, and our Legislative Bulletins will be mailed to you.

This is the first year the Legislative Committee has a budget, which was set at \$200.00. It is up to the committee to decide how this money is going to be spent.

If further information is needed, please don't hesitate to write.

Sincerely yours,

Mary Mantis

Query - will you answer?

Gross

LEAGUE OF WOMEN VOTERS OF ILLINOIS

59 EAST MADISON STREET
CHICAGO 2, ILLINOIS



TELEPHONE
Central 6-0315

MRS. HARPER ANDREWS
President

SEP 8 1957
September 4, 1957

Mrs. O. H. Anderson, President
League of Women Voters of Minnesota
15th & Washington Ave., S.E.
Minneapolis 14, Minn.

Dear Mrs. Anderson:

The board of the League of Women Voters of Illinois has appointed a committee to reevaluate our legislative organization. To do this effectively, we would like information from other state leagues about their set-up. Could you help by giving us as specific answers as possible to the following questions?

1. How do you cover your legislature -- by committee, a paid person, one chairman only?
2. What are the organization arrangements and responsibilities of the legislative committee?
3. From about how many leagues and from how far away does the personnel doing legislative work come? Could you estimate how much time they each spend? We know this is difficult to estimate but are they asked to give a day a week - one half day a week, etc.?
4. How many people have direct contact with legislators as representatives of the league?
5. From where does the chairman work? Does the chairman live in the capital city or elsewhere?
6. Who reports on legislation at state board meetings? What is her particular role?
7. How do you make decisions on legislative action between board meetings?
8. Do your state agenda and continuing responsibilities chairmen work with the legislative chairman? How?
9. How do you inform members on legislative matters?
10. Does the legislative chairman or committee concern itself with briefing members on legislative action on CR's?
11. Does the legislative chairman or committee publish anything?

We appreciate your assistance very much.

Sincerely,

Olivia J. Andrews

Mrs. Harper Andrews

F2D2A1

leg. Club -

August 14, 1957

Mrs. M. E. Shoemaker, LNW of Baltimore
411 North Charles Street
Baltimore 1, Maryland

Dear Mrs. Shoemaker:

In answer to your letter of August 7, requesting information to help your Voters Service committee in "planning visits to State Legislature to better acquaint League members with their local and state representatives," I thought maybe the most helpful thing I could send you would be the material we have on our Legislative Tours.

In 1953 we did a very ambitious job of touring our 50 plus Leagues through the Capitol during a legislative session. We had a tour chairman, and under her she had two women/Tuesday tours, two for Wednesday tours, two for Thursday tours, and two for Friday tours.

We sent out a sheet in December, scheduling what Leagues would visit on what day of the month. Asked Leagues to reply if they could come. They were met at the Capitol, and given Map, "our Chart, Who's Who, Legislative Etiquette, and Lobby by Letter, Legislative Map, List of Senators and Representatives. They were accompanied on the tour by the two leaders of the day.

That year we helped 40 Leagues see the Legislature in action, and 1,169 persons attended. From the Leagues' point of view, it was wonderful. Of course there were some complaints. "One came a day when nothing exciting happened. We couldn't help that, but some felt cheated. From the state Board point of view, the job of administering such a job was tremendous, and we didn't do it last year, for that reason. Instead, we told the local Leagues how to do it, and they were responsible for their own arrangements through their own legislator. Of course, our League women were lobbying at the Capitol all session, so when a League group came in, they usually met the lobbyist, and were briefed on the excitement of the moment. Also, our state capital is so inadequate as far as gallery space, even corridor space, and lunchroom facilities, that we felt embarrassed to be overcrowding the building. Also, so many other groups are planning big tours now, that there is great competition for the space.

It is a great problem, and we gave up our very successful project with great regret, because it was such good orientation to League members. Our session only last ninety days, so that cramped us, too. If you don't have these same problems, or can ignore or overcome them, I would encourage you greatly to make a try at such tours. Whether on the state or local level, they could be extremely valuable to League members. Of course, if your project is planned as a Voters Service Project, you would not provide the kind of materials we prepared in our Lobby by Letter Kit, which were frankly to get legislative action. Your material would have to be objective.

Is this the kind of information you need from us? It doesn't answer your request for information on our "Congressman Project." I'm sorry, but I don't know what that is, unless it is our luncheons, where Congressmen are invited to report on legislation, or to speak before election time. Write again if we can help. Sincerely, and excuse the crowding....Mrs. Harold Wilson, Sec'y.

cc: Mrs. Joseph E. Book

AUG 13 1957

League of Women Voters of Baltimore
411 North Charles Street
Baltimore 1, Maryland.
August 7, 1957.

League of Women Voters of Minnesota
84 South 10th Street, Room 406
Minneapolis 2, Minnesota.

Mesdames;

The Voter's Service Committee of the Baltimore League of Women Voters is planning monthly visits to the City Council, the Board of Estimates, the State Legislature, etc, to better acquaint League members with their local and state representatives.

The National League suggested we write you for a report of your "Congressmen Project". We would appreciate any information you might give us concerning the techniques employed and an evaluation of the results.

Please address your reply to: Mrs. Joseph E. Book
2209 Arden Road
Baltimore 9, Maryland

Thank you in advance for any help you may be able to give us.

Sincerely

Emily C. Shoemaker

Emily C. Shoemaker (Mrs. M.E.)

LEGISLATIVE AND ACTION CHAIRMAN

JOB ANALYSIS SHEET

See Local Leaders Handbook for general information

1. Prepare proposed calendar for her year's work.
2. Legislation (on State level) - Acts as liaison between State and local league to promote local action on State items during legislative year.
3. Consults with President on answering State "Calls for Action".
4. Has 4 sub-committees who work on State League "continuing responsibilities" as follows:
 - (a) Reapportionment by statute
 - (b) Fair Employment Practices Commission
 - (c) Party designation for legislators
 - (d) Civil Service Systems of the State and Political sub-divisions

The above committees will receive their information from the State League. Their duties will be as follows: (under direction of legislative chairman)

- (a) To keep member informed (up-to-date information on item)
 - (b) To lobby in legislature
 - (c) To work with legislative chairman in getting response to calls for action on their items.
5. ACTION (see Local Leaders Handbook for general duties)
She coordinates the plans and details when the local board has decided on Action in some particular field and sets the wheels in motion. She is in charge of notifying membership of action on all items and acting as a general liaison person between the membership and the board in action matters.

Resource-

To be used by all resource people.

A resource chairman is responsible for:

1. Setting up a committee or sub committees to study the subject (or subjects) on the agenda of the national, state or local league agenda.
2. for league training meeting programs which include:
 - a. working with program chairman & Board on selection of outside speakers.
 - b. working with committees to see that the subject matter is covered adequately and both sides presented (until a stand has been taken)
 - c. working with committees on kits of materials to be distributed to unit representatives attending training meetings.
 - d. introduce speakers at training meetings and League days.
3. When Action is to be taken on an item, the resource chairman works with the Action committee in setting up a program for action. The Action Committee then takes over and sets the wheels in motion and notifies the membership of what course to take.
4. Suggest the following be distributed by the over-all chairman to all sub-committee chairmen:
 - a. Local Leaders Handbook (page giving special reference to section on resource chairman)
 - b. Copy of state, national or local program agenda, depending upon what level of government is involved.
 - c. If a "continuing responsibility" item is involved, suggest they look up past League material.
 - d. All statements made or material put out for general public consumption, must be read by the Reading Committee.
 - e. Consult with Bulletin Editor for articles for Bulletin which must be written before training meetings.

File
Reap.
Carresp -
[Signature]

March 25, 1957

Mrs. Basil Young, President
League of Women Voters of Minnesota
15th and Washington Avenue S.E.
Minneapolis 14, Minnesota

Thank you for your recent letter.

Your entry into the suit will be most welcome. It seems to me that what is most essential is keeping this matter before the people and somehow getting across to them the message that the legislature has a mandatory duty to reapportion. I find repeatedly that even among those persons who should know better, there is a lack of understanding of the real issue involved. In fact, sometimes I think that the best way to dramatize this would be to request criminal action against certain legislators on the grounds that they took their oath of office with reservations. Lest you become alarmed at this thought, I assure you that we are not contemplating doing any such thing.

Mrs. Kane has probably already told you that Mr. Christenson of the Minnesota Employers Association came out for the Bergerud Bill last Tuesday evening. With developments like this, it may be that we can forget about our suit. Let's hope so. We are out to get reapportionment, not to win a law suit.

Daniel B. Magraw

Daniel B. Magraw

DBM:mb



Da
Evenson

OCT 27 1958

new mexico Voter...

Volume 8, Number 1

October, 1958

CONSENSUS NEEDED ON COMPULSORY VOTER IDENTIFICATION

State Legislative Chairman, Alison von Wedel, urges all local Leagues to give attention to the study on COMPULSORY VOTER IDENTIFICATION since consensus must be reached if legislation of this sort is to be considered in the coming legislative session.

Members of four local Leagues (Albuquerque, Las Vegas, Los Alamos and Santa Fe) were present at a panel discussion held by the Santa Fe League on the current agenda item. Panel members were: Mr. Joseph Clark, former Administrative Assistant in the office of the Secretary of State, Mr. Jack Holmes of the Legislative Council, State Senator Fabian Chavez, and State Representative Thomas Roberts. State District Attorney, Walter Kegel, acted as moderator. A few of the pertinent points made by the panel are offered here for your consideration.

Replies From Other States:

Favorable replies were made by all states answering inquiries on C.V.I. Some factors mentioned were: an atmosphere unfavorable to fraud is created; evidence is established in case of contest; some types of fraud are prevented. The panel asked if the same ends might be achieved by better enforcement of the present laws.

Ways C.V.I. Might Be Implemented

Differences exist in systems used. In New Jersey a permanent signature card is kept at the polling place while in New York the signature is required on the back of the original registration in those counties having permanent registration. In many other states signatures are required in the poll books. Since there is a place on the present triplicate for a signature, would it be possible to merely add a signature card to be kept at the polling place? Would a complete re-registration be necessary? Would C.V.I. relieve the poll clerk of checking registrations before elections?

Provisions For Those Unable To Read Or Write

It was emphasized that no law can be passed which would make it more difficult for any elector to exercise his franchise and that special provision must be made for the voter who cannot read or write.

(cont'd on p.3)

Sputnik Introduces Voter

Several thousand copies of the election issue of the New Mexico Voter met the public for the first time at the State Fair where they were distributed by members of the Albuquerque League. The blue Voter Service booth, decorated with silver Sputniks and Flying Saucers was under the direction of Betty Bowley and Helen Estarley. Terry Scott, assisted by Genevieve Cronk was in charge of arrangements including scheduling of workers in three hour shifts, two hours a shift, for 12 hours each day. Workers picked up their passes from the top of an archery target in Ann Harroun's backyard...one block from the fairgrounds.

The voting machine was the main attraction and one of the classic demonstrations was given by Helen Gladden to an elderly Zuni man. When Helen finished her spiel he looked at her, with only a suggestion of a smile in his eyes, and said, "Someday I think I buy one."



GALLUP PLEASE NOTE!

PRESIDENT YIELDS

The President of the League of Women Voters of New Mexico yields to the President of the League of Women Voters of Minnesota....

"The President Has the Last Word"

Now is the hour when the League of Women Voters really comes into its own. In the midst of confusion, apathy, misinformation charges and counter-charges, and vying of candidates for the voter's favor..now comes the 'finest hour' for the League, the hour when we truly fulfill our purpose 'to promote political responsibility through active and informed participation of citizens in government.

Our Voters Service activities during the next months will range from registration of voters, candidates meeting, fair booths, through use of candidates' questionnaires and voter's Guides to the distribution of our new broadside on the three (*) amendments and our special attention to the 21 year olds, the new voters. All these projects will give the League its greatest opportunity for its unique and unsurpassed service to the citizen.

Our Leading Asset

A prime factor in the confidence in the League and its Voters Service activities is its nonpartisanship. An organization which scrupulously avoids the endorsement of the party or the man does not become suspect; its motives are not questioned. The citizen looks to the League; he depends upon it.

We in the League may take this non-partisanship for granted; yet, to the citizen outside, it is often the most important single characteristic of the League. It is the one most often mentioned by civic officials when they tell us why their town needs an organization like ours. To many of us nonpartisanship is something apart from us as member, a matter for the

(cont'd on p.3)



REPORT

ON

DENVER CONFERENCE

BY L. DEVLIN

League organization and our two National items were discussed at the Denver Conference. In the League we learn from one another, and at Denver our learning was guided by three very capable National Board members: Mrs. Whittemore for the Water Item, Miss Stuhler for Foreign Policy, and Mrs. Gunderson for Organization. During our 48 hours in Denver these names became living people, which is one of the advantages of such a conference.. especially if National board has seemed like something vague off there in Washington, D. C. Mrs. Hayes helped this getting-acquainted process by arranging a party for National Board and Staff Members and the New Mexico delegation.

Those attending the conference had copies of the new League publications on the National items, and together they explored how these might best be used. We received many suggestions from members of the approximately 60 local Leagues attending. These ideas will be passed on to you in greater detail by the chairmen concerned. Leagues hope to be able to arrive at some areas of agreement on both items, but especially the Water Item, by the time of the National Council in May, 1959.

Of the 11 states attending the conference New Mexico has the second largest delegation..we had 15 representatives including State Board and all 7 local Leagues. Your League had at least one representative there, so let her tell you more about the Denver conference.

Published by: League of Women
Voters of New Mexico.

624 Cedar, N. E., Albuquerque, N. M.
Mrs. Verle R. Seed...President.

STATE COMMITTEE COMPILES VOTER



League members throughout the State served on a committee compiling material for the election issue of the New Mexico Voter. Those serving on the committee were: Mrs. George Cansler, Silver City; Mrs. George March, Santa Fe; Mrs. Lyle Teutsch, Santa Fe; Mrs. Helen Esterley, Albuquerque; Mrs. Alison von Wedel and Mrs. Herbert Leibowitz, Santa Fe; and Mrs. Charles Bowley, Albuquerque.

PRESIDENT'S LETTER (cont'd)

Board. Yet actually our attitudes toward nonpartisanship are conditioned by the unit meeting.

Say It And Say It Again

At every opportunity we need to state and restate this fundamental premise of nonpartisanship; we need to remind the public that though our program items often appear on the party platforms, it is the issue that concerns the League, never the man or the party.

Our nonpartisanship policy ought never to be regarded as a hindrance, as a deterrent to more active participation, or as a millstone around the neck of an eager Board member. Rather, we ought to respect it as the true source of our great strength.

..Mrs. O. H. Anderson"

(*) in N. M. we have five proposed amendments.

"GET OUT THE VOTE" DEPARTMENT

The French government burst into song in the recent constitutional referendum. Melodies with a calypso flavor and lyrics decidedly political serenaded citizens. It is said the conga beat swayed more voters than votes!

C.V.I. (cont'd)

Since there is space on the present triplicate for an identifying mark the panel suggested that one of the following devices might solve the problem.

- Giving Mother's maiden name.
- Giving names of two qualified electors who can identify the person wishing to vote.
- Obtaining the signatures of two qualified electors plus the initials of the poll clerk.

In conclusion the panel expressed favorable feeling towards the adoption of some form of C.V.I., but felt further study is needed to evaluate mechanical problems.

Alison von Wedel added that to date no formal request has been made to the Legislative Council by a Legislator to have a bill drafted on C.V.I., and if any bill is written it will be done in the last moments before the Legislature convenes. Because of the time element it is suggested that if consensus is reached, it be on the general principles inherent in C.V.I. Should time permit consensus on specifics might be considered also.

"VOTER" WIDELY DISTRIBUTED

Copies of the election issue of the New Mexico Voter will be received by voters in communities having no local Leagues. Mrs. James Warren, Voter Service Chairman, has arranged for distribution in Hobbs, Roswell, Grants, and Lovington. Copies will also be sent to newspapers in Clovis, Deming, Dexter, and Hagerman, where editorials on League work have been carried. In addition, Mrs. Harriet White, Public Relations Chairman, will send copies to all other papers in the State. All distributions will be accompanied by a statement of our policy of presenting information from both parties or none at all.

LEAGUE OF WOMEN VOTERS OF NEW MEXICO
624 CEDAR, N. E.
ALBUQUERQUE, NEW MEXICO

SEC. 34 66 P.L.&R.

FORM 3547 REQUESTED

Mrs. O. H. Anderson
University of Minnesota
15th & Washington SE
Minneapolis 14, Minn.

KARL F. ROLVAAG,
LIEUTENANT GOVERNOR



State of Minnesota
SENATE

H. Y. TORREY,
SECRETARY OF THE SENATE

December 17, 1958

DEC 18 1958

Mrs. E. C. Williams
Executive Secretary
League of Women Voters of Minnesota
15th and Washington Avenues S.E.
Minneapolis 14, Minnesota

Dear Madam:

Because of the postage increase as of August of this year, we will have to increase our rates for journal mailings to \$25 per journal mailing. Thus the bill for the two mailings requested in your letter of December 16 will be \$50. For this fee we will mail all the journals, except for the last few days of the session, first class, and if this does not cover the cost, we will bill you for the balance.

Yours very truly,

H. Y. Torrey
H. Y. Torrey
Secretary of the Senate

/c

January 5, 1959

Mr. H. Y. Torrey
Secretary of the Senate
State Capitol
St. Paul 1, Minnesota

Dear Sir:

Thank you for your letter of December 17th about the cost of the subscription to the journal mailings. We have been thinking it over and decided we can order only one subscription at this time.

Enclosed is our check for \$25.00 for which, please send the journals to:

Mrs. E. H. Newstrom
4301 Overlook Drive
Minneapolis 20, Minnesota

Sincerely yours,

Mrs. E. C. Williams
Executive Secretary

Enc.

May 13, 1959

Mr. H. Y. Torrey
Secretary of the Senate
State Capitol
St. Paul 1, Minnesota

Dear Sir:

Enclosed is our check for \$5.00 to cover the journals
for the special Legislative Session. Will you please see
that all copies, previous and to come, are mailed to:

Mrs. E. H. Newstrom
4301 Overlook Drive
Minneapolis 20, Minn.

Sincerely yours,

Mrs. E. C. Williams
Executive Secretary

Enc.

December 26, 1958

DEC 30 1958

Senator Stanley Holquist
Grove City, Minn.

Dear Senator Holquist:

Happy New 1959 Legislative Year!

We in the League of Women Voters will, of course, be back in the legislature to work for our program.

We are wondering if you plan to introduce the constitutional convention bill again? Also, do you have plans for party designation?

We are anxious to get off to an early start this time. If you have any suggestions for strategy or selection of authors, we would be happy to hear from you. We are going ahead under the premise that an early introduction of the bills will facilitate committee action and will improve the chances for both bills to be debated on the floor. We are hopeful of having ahead a few more steps each session.

Sincerely yours,

Mrs. Donald Guthrie
Legislative Committee
4000 East Co. Line Rd.
White Bear Lake 10, Minn.

December 26, 1958

DEC 30 1958

Representative Sally Lathor
1937 Hemwood Parkway
Minneapolis, Minn.

Dear Sally,

Happy New 1959 Legislative Year!

Again we are asking your help with our legislative work. We are starting a legislative Observers program in the legislature. The program is planned for League members to learn the legislative procedures. They will not do lobbying now, but we hope some will want to later on. Observers Day will be on the 2nd and 4th Wednesdays. The first one will be on Jan. 14 at 10:00 in the Meyerhauser Room of the Historical Society.

Would you give the opening keynoter pep talk? It can be a general introduction to the legislature. I'd like you to tell of some of the excitement and drama that goes on in the legislature. We will deal with the mechanics of organization and set up of committees on later days. This first day we want to arouse the interest of the Observers so they will want to come back to see first hand all these exciting happenings. The group will be small and the meeting informal.

I know next week will be busy so I am enclosing a self-addressed envelope so you can send me a quick note in reply.

Sincerely,

Mrs. Donald Guthrie
Legislative Committee
4000 East Co. Line Rd.
White Bear Lake 10, Minn.

P.S. Could you come from 10:15-10:30?

cc: Luella Newstrom

December 16, 1958

Mr. Torrey, Secretary of Senate
234 State Capitol
St. Paul 1, Minnesota

Dear Sir:

We would like to order two subscriptions to the Senate and House Journals for the coming Legislative Session. Will you please send one copy to:

Mrs. E. H. Newstrom, 4301 Overlook Drive
Minneapolis 20, Minnesota

Also send the other copy, plus the bill for both to:

League of Women Voters of Minnesota
15th and Washington Avenues S.E.
Minneapolis 14, Minnesota

Very truly yours,

Mrs. E. C. Williams
Executive Secretary

leg. corresp.

July 23, 1958

Mr. John Ercy Anderson
1048 Van Slyke Avenue
St. Paul 3
Minnesota

Dear Mr. Anderson:

Thank you so very much for the copies
of the Journal of the House and Senate.

These will be very helpful to us, and
we certainly appreciate your sending them.

I will look forward to thanking you
personally when we meet again.

Sincerely yours,

Mrs. Homer Mantis
Legislative Chairman

ME/p

JOHN TRACY ANDERSON
42ND DISTRICT—NORTH HALF
1048 VAN SLYKE AVE.
ST. PAUL 3, MINN.
HLG. 9-4482



COMMITTEES:
CITIES OF THE FIRST AND SECOND
CLASS
CLAIMS
REAPPORTIONMENT
STATE AND COUNTY FAIRS
UNIVERSITY

State of Minnesota
HOUSE OF REPRESENTATIVES
A. I. JOHNSON, Speaker

June 27, 1958

Thank you

Mrs. Homer Mantis
2352 Buford Avenue
St. Paul 8, Minnesota

Dear Mrs. Mantis:

I am enclosing copies of the Journal of the House and Senate as requested. You will note that the final days journal is missing. As soon as I receive the last days journal I will forward it to you.

Hoping this meets with your approval, I am,

Yours very truly,


John Tracy Anderson

JTA/a



January 15, 1958

Mrs. Robert Green
4377 Wooddale Avenue
Minneapolis 24
Minnesota

Dear Mrs. Green:

The second meeting of the Bi-Partisan Committee will be held at Goffman Memorial Union January 28th at 12 noon, Room 355.

Luncheon reservations should be made by writing or calling the League office before January 24th. If you should want parking space in the Union Garage, please let us know before January 21st.

If there are particular matters you would like to discuss, perhaps you could let me know before the meeting.

Very truly yours,

Mrs. Homer Mantis
Legislative Chairman

KM/p

Same letter to:

*Wm Carlson.
Mrs A. J. Maki
Mrs Robt Green
Gerald Dillon.
Dr. C. F. McQuiggan
John Mooty
Mrs. H. G. Dillingham
Mrs. C. E. Howard*

December 5, 1957

Mrs. R. Harmon
Republican State Central Committee
Endicott on Robert Building
St. Paul 2, Minnesota

Dear Mrs. Harmon:

Republican and Democratic participants in the September meeting to consider the fate of the Bi-partisan Committee seemed enthusiastic about its potential and felt strongly that it should be continued. However they asked the League of Women Voters of Minnesota to call the Committee's meetings because they felt that the political neutrality of the League made it easier to discuss controversial points of strategy and procedure.

Since we have also been impressed with the work of the Bi-partisan Committee in the past, we would be very glad to cooperate in this way, but in order to do so the League must know who the official party representatives are to be so that we can provide them with requested material and notify them of upcoming meetings.

Mr. Mooty and Mrs. Dillingham both looked upon themselves as temporary members only. We are making plans for another meeting in January, and we wondered whether you would be so kind as to send us the names of your five permanent appointees by January 1. The Democratic committee members are as follows: W. B. Carlson, Gerald Dillon, Mrs. Robert Green, Mrs. A. V. Maki and Mr. (?) McQuiggan. Thank you again for your help.

Very truly yours,

Mrs. Homer Mantis
Legislative Chairman

HM/p

December 5, 1957

Mr. George Farr
Executive Secretary
Democratic Farmer-Labor Party
6 East Franklin Avenue
Minneapolis, Minnesota

Dear Mr. Farr:

At the September meeting to consider the future of the Bi-Partisan Committee, the participants seemed very keen about continuing its existence, and it was suggested that the League of Women Voters assume the responsibility of notifying members about upcoming meetings.

We will be happy to do this, and it is our understanding that the following people will serve on the committee for the DFL: Mr. Wm. S. Carlson, Mrs. A. V. Hald, Mr. Gerald Dillon, Mrs. Robert Green, and Mr. McGuigan. We do not have the full name and address for Mr. McGuigan, so perhaps you could straighten this out for us.

We are looking forward to future meetings of the Bi-Partisan Committee.

Very truly yours,

cc: Wm S. Carlson
MS/p

Mrs. Homer Martin
Legislative Chairman

November 22, 1957

Hon. P. Kenneth Peterson
2617 West 28th Street
Minneapolis, Minnesota

Dear Mr. Peterson:

Because of the pressure of other commitments, Barbara Stuhler finds she is unable to moderate the League radio program over KUOM next Tuesday morning. She has asked me, as chairman of the Constitutional Revision Committee of the League of Women Voters, to take her place.

Enclosed you will find a list of objections which have been made to a constitutional convention in Minnesota, together with material which we feel gives some answers to these objections. No doubt other objections and replies have occurred to you which should also be incorporated into the program.

We would appreciate it if you could be at the KUOM studios in the basement of Eddy Hall on the main University campus at 10:45 a.m. Tuesday morning, November 26, to go over this material before the program starts at 11:15. If you have any questions, feel free to call me at ME 3-1748.

Sincerely yours,

Mrs. Kenneth W. Green, Chairman
Constitutional Revision Committee

Enc.

November 22, 1957

Mr. Bradley Morrison, Assoc. Editor
Editorial Pages
Minneapolis Star and Tribune
425 Portland Avenue
Minneapolis, Minnesota

Dear Mr. Morrison:

Mrs. Vaughan of the Minneapolis League of Women Voters has asked me to send you these questions. We plan to use them on the KUOM radio program next Tuesday which will answer some of the objections to a Constitutional Convention in Minnesota.

We hope these will be of help to you and look forward to seeing you at the luncheon.

Sincerely yours,

Mrs. Kenneth W. Green, Chairman
Constitutional Revision Committee

Enc.

November 22, 1957

Mr. William E. Carlson
947 Portland Avenue
St. Paul 4, Minnesota

Dear Mr. Carlson:

Because of the pressure of other commitments, Barbara Stuhler finds she is unable to moderate the League radio program over KUOM next Tuesday morning. She has asked me as chairman of the Constitutional Revision Committee of the League of Women Voters to take her place.

Enclosed you will find a list of objections which have been made to a constitutional convention in Minnesota, together with material which we feel gives some answers to these objections. No doubt other objections and replies have occurred to you which should also be incorporated into the program.

We would appreciate it if you could be at the KUOM studios in the basement of Eddy Hall on the main University campus at 10:45 a.m. Tuesday morning to go over this material before the program starts at 11:15. If you have any questions, feel free to call me at HE 3-1748.

Sincerely yours,

Mrs. Kenneth W. Green, Chairman
Constitutional Revision Committee

Enc.

OBJECTIONS TO REVISING THE CONSTITUTION OF MINNESOTA BY CONVENTION
(With some answers that have occurred to the LWV - other information
to be found in the two enclosures.)

1. Why do we need revision, or changes, anyway? Some people feel the Constitution is just fine as it is, and that it is wrong to make changes.

The legislature feels changes are needed since they draw up and submit amendments almost every session. The voters evidently feel changes are in order since they approved three amendments in 1954 and four in 1956.

2. Wouldn't a Constitutional Convention cost millions of dollars and be too expensive for the state?

See figures on Convention broadside, and in the "4 P's."

3. It has been said that a convention would be dangerous to the state because special interest groups would urge extreme provisions into a new constitution.
4. Is it possible that one particular faction would get control of the convention and force things into a new constitution that would be unacceptable to the state as a whole?
5. Another objection is that the average citizen couldn't afford the time or money to be a delegate. Then powerful interests would finance campaigns and get control of the convention.
6. Wouldn't a new constitution cause a lot of litigation?
7. What about all the laws passed under the old constitution? Wouldn't they all be unconstitutional?
8. New industry might not come to a state where unknown changes were likely to occur through a constitutional convention.

*Minnesota Constitutional Commission recommendations are there to study; also suggestions by past governors, jurists, and others interested in good government. None of these suggestions are terribly alarming.

*The effect on any industry could be for the good. Savings of money by more efficient and businesslike methods in running the state could lessen the threat of increased taxes.

*Future (and therefore unknown) laws which might be passed by the legislature would have just as much effect on industry as a future revision of the constitution by convention.

November 11, 1957

Professor Harold Chase
Political Science Department
University of Minnesota
Minneapolis, Minnesota

Dear Professor Chase:

The League of Women Voters feels that objections raised by some elements in the state to revision of the Minnesota Constitution demand attention.

We have therefore arranged a luncheon at which Mayor P. K. Peterson of Minneapolis and Commissioner William E. Carlson of Ramsey County will give a reply to these objections from the practical points of view of their respective political parties.

We hope that you will be able to attend this meeting at 12 noon, November 26, in Room 351 of Coffman Union. The price of the luncheon will be \$1.35. We would appreciate your making a reservation by Friday, November 22--a postcard to the above address, or phone Federal 8-8791.

Very truly yours,

Mrs. Homer Mantis
Legislative Chairman

MM/p

Same letter to: Lloyd Short } Poli Sci Dept
Floyd Flom }
Harold Chase }
Wm. Anderson }
Asher Christensen }
Dr. Wm Lockhart } Law Dept
Kenneth Davis }
Philip Jordan - History Dept
Cut Dr Roger Page - S&A
P.C. to Legis Com members

October 8, 1957

Mr. William Carlson
145 University Avenue
St. Paul, Minnesota

Dear Mr. Carlson:

Thanks so much for talking with me this morning about the Bi-partisan Committee. The Legislative Committee of the League of Women Voters of Minnesota would like to meet with members of the Bi-partisan Committee at 12 noon, October 29, Room 355 of Coffman Memorial Union. The charge for luncheon will be \$1.25.

I would appreciate your relaying this invitation to the people you appoint. Could you let me know before October 23rd who will be representing the Democratic-Farmer-Labor Party and whether they would like to have a parking reservation in the Union Garage? My telephone number is MI 4-1156, and my address is 2352 Buford Avenue, St. Paul 8.

As you know, we feel that the work of the Bi-partisan Committee was very important during the last session, and we are certainly looking forward to plans for the coming two years.

Very truly yours,

Mrs. Homer Mantle
Legislative Chairman

MM:p

October 8, 1957

Mrs. R. Harmon
1 Sunfish Lane
St. Paul 18

Dear Mrs. Harmon:

I tried to reach you this morning to find out what you and Mr. Hartle had decided about making appointments to the Bi-partisan Committee. I did talk with Mr. William Carlson of the Democratic-Farmer-Labor Party, however, and he is in the process of appointing three or four members of his party.

The Legislative Committee of the League of Women Voters of Minnesota would like to meet with members of the Bi-partisan Committee at 12 noon, October 29, Room 355 of Coffman Memorial Union, University of Minnesota. The charge for lunch will be \$1.35

I would appreciate your relaying this invitation to the people you appoint. Could you let me know before October 23rd who will be representing the Republican Party and whether they would like to have parking reservations in the Union garage? My telephone number is MI 4-1156, and my address is 2352 Buford Avenue, St. Paul 8.

As you know, we feel that the work of the Bi-partisan Committee was very important during the last session, and we are certainly looking forward to plans for the coming two years.

Very truly yours,

Mrs. Homer Mantle
Legislative Chairman

NH:p