



League of Women Voters of Minnesota Records

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REGIONALISM

FILE COPY**The League of Women Voters of Minnesota**

Brief Comments. . . With

Some Pertinent Suggestions for Legislative Interviews

THE COUNCIL OF METROPOLITAN AREA LEAGUES includes local Leagues from Hennepin, Ramsey, Scott, Carver, Dakota, Anoka and Washington Counties. . . Region 11, around the Twin Cities. CMAL was formed in 1962 so that local Leagues could work cooperatively on matters of area-wide interest. This Inter-League Organization (ILO) route is also available to outstate Leagues.

Inter-local cooperation is nothing new either to the Twin Cities area or outstate. What is new is the area-wide or regional approach. In the Twin Cities area a problem-solving or functional approach has been the key to area-wide cooperation. The need for providing specific governmental services on an area-wide basis - such as sewers - has given area-wide cooperation a solid foundation. The functional approach also gets past city/suburb or city/county differences. In addition, our major area-wide body, the Twin Cities area Metropolitan Council, represents people on a one-man-one-vote basis rather than units of government. These two features - functionalism and representation - contrast sharply with most outstate regions. (A CMAL publication in October will document for you this development in detail.)

Because of the nature of our state government, legislative committees are a mix of Twin City area and outstate legislators. Outstate Leaguers could greatly aid CMAL lobbying as well as sharpen their own knowledge of regionalism. How? During your interim interviews, use some of the following questions.

Did you work on any committees dealing with Twin Cities area problems? Do you think the functional approach would work here? for what functions?

If financing is available to purchase land for regional parks and open space in the Twin Cities area, what kind of agency do you think could best set priorities to purchase and manage a regional system?

Do you feel Twin Cities Metropolitan Council members should be elected? Why? What about enlarged representation on regional commissions outstate . . . do you think this is a workable solution?

Considering the cost in lives, dollars and environment that our major form of transportation has demanded, can we afford not to put a much greater emphasis on an alternate method or methods?

The property tax was not able to generate sufficient funds for our highways. Will it be sufficient to fund a mass transit system that will truly give us a viable alternative? If not, what tax source or sources would prove to be sufficient?

The 1971 Economy Act of Congress recommended that plans be started now to phase out the Federal Highway Trust Funds. Is this something that should be considered for the Minnesota Highway Trust Fund also?

Historically, transportation has been synonymous with "automobile". Today we need to look at the broader definition - "Moving people and goods". With this definition are we dealing with our transportation problems economically and efficiently as possible

with the present governmental machinery, i.e. two different agencies each responsible for a different mode are, in essence, competing with one another.

BACKGROUND NOTES

- During the past five years, 250,000 have been killed on the highways of our nation and nine million disabled at a cost of \$45 billion.
- The cost of our national and state highway system along with related costs (auto sales, insurance, parking, etc.) can give us a total of \$100 billion per year.
- A freeway takes 48 acres of land per mile while a transit mile would only take six acres.
- On the average, cars traveling the freeways carry 1.6 persons per trip. This means about 5000 people per lane per hour capacity. A double track rail could carry as many as 50,000 per hour and an estimated figure for a small car, new-mode system is 7000-10,000 per hour.
- Motorists who are diverted to a transit system could net an annual savings of \$700-\$800 a year.
- The MTC presently has the power to levy a property tax at the county level which will raise \$9 million for the next two years of operation. If a system is launched the next legislative session (a time lag of 8-10 years from the time of decision to completion) the capital costs could range from \$420.1-912.4 million depending on the size and sophistication of the system chosen. This would likely be 1/3 local and 2/3 federal funding and mean a minimum of \$20-25 million annual debt retirement program (\$10 per capita). With the cost of operation the total bill would run approximately \$40-50 million annually. However, the costs are expected to escalate at the rate of 5-7% a year.
- The State of Minnesota spent \$447.8 million on highways in 1968. The former State Highway Commissioner estimated the 1985 needs at \$2.7 billion. The Federal Highway Trust Fund generates about \$5 billion a year.
- The Department of Transportation will spend \$864 million on transit nationwide this year.
- Environmental Protection Agency Administrator William Ruckelshaus said that with the stringent ceilings on air pollution that have been set for 1975 there are going to have to be some rather drastic changes in commuting habits.
- Sen. Edward Kennedy introduced a bill to replace the Highway Trust Fund with a Transportation Trust Fund. Is a dedicated fund the way to go?
- Sen. Charles Percy introduced a bill authorizing state and local governments to spend their federal highway monies as they see fit.
- Rep. John Blatnik, as Chairman of the House Public Works Committee, will be reviewing the Highway Trust Fund.
- The Metro Council now has the power to coordinate transportation plans for the area. Is mere coordination enough and does it really work? Is this structure going to get the most out of our transportation planning dollar?
- The ridership on our present transit system has seen a marginal increase of 0.8 of 1% over the past year. Compare this to a 13% decrease the year before and a 6% decrease this past year in other cities of the same size.

Other questions are bound to occur to you as you go through your own local agenda items. Regionalism seems to be here to stay. Why not be ahead of things, in true League fashion, and let your legislators know your views?

REGIONAL PLANNING
DISTRICTS

FILE COPY

Attention all Leagues - particularly Leagues in municipalities outside the
7 county metropolitan area

At the request of our state President, Mr. David Kennedy of the Office of Local and Urban Affairs, State Planning Agency, attended the August state Board meeting to explain the Regional Development Act of 1969. Perhaps you know it as Executive Order No. 37. More likely you would recognize it as the new regional planning district concept. We think local Leagues will be interested in understanding the concept, knowing some of its implications, seeing the region map enclosed with this memo, being aware of the State Planning Agency's public info meetings in September, and THEN jumping in head first to:

1. publicize the idea in and out of League
2. promote public attendance at the September meetings
3. attend organization meetings of the districts
- MAYBE EVEN:
4. become members of the regional development commissions.

In February 1968, the State Planning Agency published a report of their year's research into regionalism. In conclusion, the report recommended: 1. division of the state into 11 regions and 2. enabling legislation to permit establishment of Regional Planning and Development Councils. Regional planning is not new to the state. An early example of it dates back to 1943 when the legislature passed the Joint Powers Act permitting any two units of government to do together anything each could do individually.

Certain forces have been instrumental in moving Minnesota toward regionalism:

1. recognition of problems being of areawide significance as opposed to being confined within municipal boundaries.
2. an increased trend toward creating multi-county organizations in response to demands of federal grant requirements and an accompanying increase in use of federal money.
3. a rapid increase in inter-governmental cooperative agreements to provide public services has led to the conclusion that providing services on an areawide basis is more economical.
4. state agencies, in administering various programs have found it convenient to divide the state into regions to provide field service. Regions and field service personnel have proliferated with no coordination.

It is hoped that Executive Order No. 37, entitled Regional Delineation will help in:

1. collecting and classifying data for state, local and regional planning.
2. coordinating state, regional and local planning efforts.
3. coordinating federally sponsored and/or operated programs at a regional level.
4. coordinating local resources to solve local problems.
5. providing a framework for local government for intergovernmental cooperation.

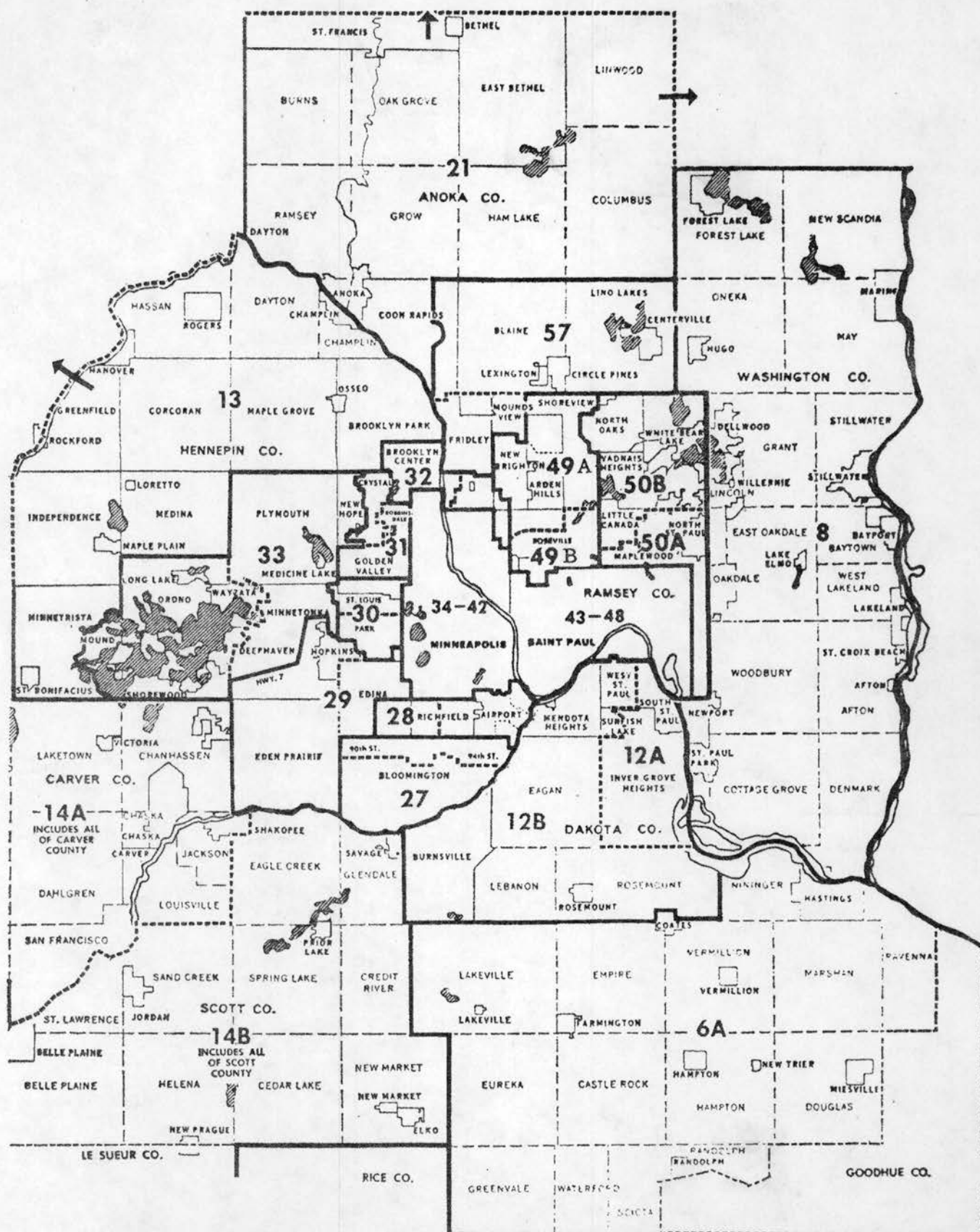
During the 1969 session of the legislature, the Civil Administration Committee of the Senate formed a subcommittee on the planning region idea. Out of this subcommittee came the enabling legislation for regional planning districts. As the executive order and statute now appear, they call for 11 regions including 32 transitional counties that have the option of switching regions within a year of the order. Boundaries of regions are not specified in the bill. Called for are regional development commissions composed primarily of elected officials but also to include the public-at-large, and specifically, minority groups. Commissions are charged with the following tasks:

1. to develop a comprehensive plan for their region.
2. to review long-term plans of local governmental units within the region (no veto power)
3. to preview plans of independent boards or commissions in the region (may review and suspend, ultimate resolution by State Planning Agency and governor).
4. to review applications for federal monies by units in the region.

Financing of regional commission activities will come from three sources - federal regional planning grants, state grants-in-aid, and a region-wide tax levy.

If you do not live in the twin city metropolitan area within the domain of the Metropolitan Council, otherwise known as region 11, and you have not been a part of what was an exclusive planning region, WATCH YOURS GROW and welcome to the club!

SEVEN COUNTY METROPOLITAN AREA



REGIONALISM: FACT AND FICTION

CRC:

Regional councils are part of a Rockefeller-controlled, communist conspiracy to do away with state and local governments and replace them with regional governments controlled by appointed, not elected, officials.

FACT:

Regional councils are voluntary organizations of local governments serving a common region. Such local governments have many common problems which affect each other and can more effectively be solved on a cooperative, areawide basis. Such problems include air and water pollution, transportation, unemployment, housing, and law enforcement. These are problems which do not stop at city and county boundary lines. In addition, because of the economies of scale offered by areawide programs, many of these problems can be dealt with through a regional council at less cost to taxpayers.

Regional councils are established under state law and their governing bodies are made up of elected officials from member cities and counties. These elected representatives control all decisions made by the council...decisions which are voluntarily implemented by the participating governments.

As for being part of a Rockefeller-controlled, communist conspiracy for world government... there is no funding, membership or other involvement of Rockefeller interests in the regional council movement. Charges that Rockefeller controls regional councils or groups like the U.S. Advisory Commission on Intergovernmental Relations are totally without factual support.

Communism is an economic system which has nothing to do with the cooperation of local governments achieved through regional councils. Unfortunately, there is a tendency on the part of certain elements in this country to label everything that is new or different communistic regardless of merit.

CRC:

Regional councils are unconstitutional and unnecessary. The form of government set up in the constitution is adequate.

FACT:

Local governments were created by the states to more effectively serve the public. Changes in local government structure can only be made by the state legislature and/or a public election.

Regional problems are here to stay, and regional solutions are necessary. Regional councils are voluntary cooperative efforts of local governments to deal with such problems while retaining local community structure.

It is the duty of all citizens and public officials to regularly examine governmental structures to determine if they are adequately doing the job. New problems and new lifestyles will often require change and adjustment in our institutions.

CRC:

Regional councils create an additional layer of government.

FACT:

States created cities, townships, villages, school districts and counties, so that local problems could be handled by the most appropriate level of government. Now we have regional problems which cross local boundary lines. In the best tradition of this nation's ability to meet new challenges, local governments are working through regional councils to deal with these regional problems. This is not a new layer of government. It is simply a mechanism for existing local governments to more effectively deal with regional problems while retaining their independence.

CRC:

Regionalism would move government away from the people.

FACT:

There are problems of regional scale which must be solved. We are not faced with a question of "if" those problems will be solved, but "how" and by "whom". It is the responsibility of state governments to handle those problems which cannot be handled by a government or governmental agency smaller than the state. Creation of a regional agency, controlled by local governments, will keep these solutions closer to the people.

CRC:

A major step in the regionalism conspiracy occurred when President Nixon divided the nation into 10 multi-state Federal Regions with a single "capital." Behind this "administrative plan" is the ultimate goal of doing away with state and local government. Each of these 10 regions is controlled by federally-appointed governors who can and will become tyrants because they are safe from the voters. Local regional councils are intimately tied to these Federal Regional Councils.

FACT:

This is one of the most misguided and inaccurate assertions made by the CRC. When President Nixon established the 10 Federal Regions he implemented a long-time Republican goal of decentralizing federal decision making.

Agencies of the federal government (i.e. Department of Transportation, Environmental Protection Agency, Department of Labor, etc.) all have Regional Offices in each of the 10 Federal Regions. Under New Federalism, these regional offices have been vested with the authority to approve grants and make certain policy decisions... powers which had previously been concentrated in Washington. Thus, city and county officials--who previously had to travel to Washington to discuss needed federal assistance--can now do so closer to home. In addition, this decentralized approach is intended to allow more flexibility and responsiveness to unique problems in a particular region of the country. Federal Regional Council is a term used to describe the loose organization of federal agency heads in a region. Their purpose is to coordinate federal interagency decision making.

Federal Regions and Federal Regional Councils do not control the voluntary regional council movement at the local level. President Nixon in setting them up gave them no powers over

states, local governments or local regional councils. Their intent is to decentralize federal decision making. State, city and county governments exist as they always have.

CRC:

The financing of regional governments is acquired through federal revenue sharing. States desiring revenue sharing are required to collectivize counties into sub-regions so they can be easily merged into the regional government scheme. In addition, revenue sharing is a method of making state and local governments dependent on the federal government. Then pressure can be applied to any state which refuses to comply with regional dictates.

FACT:

States are not required to develop substate regions in order to receive General Revenue Sharing funds. In addition, regional councils are not eligible to directly receive these revenue sharing monies, although cities and counties can utilize their revenue sharing money for regional programs.

There are some special revenue sharing programs, like law enforcement, that require area-wide planning and coordination. This is no different than the previous categorical law enforcement program. The reason is that areawide planning is essential to effective control of crime, which does not stop at a city or county line. Participation in these programs is voluntary.

Revenue sharing is not an attempt to exert more control over state and local governments. Cities, counties and states have been receiving federal financial assistance for more than 40 years, and the requirements and red tape attached to such funding has grown substantially with each year. Revenue sharing is an attempt to reduce federal control and let state and local governments make the decisions on how to best use such funding.

CRC:

Regional councils have total control over the distribution of federal money to local governments. Local governments that don't belong to a regional council receive negative A-95 reviews and can't get federal funds.

FACT:

Regional councils do not control the distribution of federal money to local governments. Several pieces of legislation have established a process known as A-95 review and comment, which seeks to assure that federal money is being used in an efficient and coordinated manner. For a number of specified federal programs, applications for funding are referred to regional councils and other concerned units of local government, so that neighboring jurisdictions may review and comment on those applications affecting them. Most cities and counties serving a common region have adopted certain policies and agreed to certain regional activities. It is the local government elected officials themselves who vote on whether or not to comment on an application and what the nature of such comments will be. Moreover, federal agencies are not bound to abide by these comments or recommendations.

A local government is not required to participate in a council to receive a favorable review, and there is no evidence supporting the charge that non-membership results in negative reviews.

CRC:

Regionalism means land control and the ultimate confiscation of all private property.

FACT:

Land use planning is going to take place, because it is essential to the preservation of our environment and quality of life. We already have national legislation on air pollution and water quality control, for this reason. The important thing is to keep land use decision making at the local level.

There are certain land use issues that require a broader perspective than city or county. Through their regional councils, local governments can develop regional policies on these issues and implement these policies at the local level. If this decision making is not done locally, these regional issues will be dealt with at the state or federal level.

The confiscation of private property is unconstitutional, and could never be part of responsible land use planning.

FILE COPY

League of Women Voters of Minnesota, 555 Wabasha Street, St. Paul, Minnesota 55102
August 27, 1969

SOURCES OF INFORMATION

September-October VOTER

Pamphlet - Regional Planning Development in Minnesota - State of Minnesota
1969

Roland Hatfield, Commissioner of Administration

Ray Olson, Director, State Planning Agency

David Durenberger, Executive Secretary to the Governor

Former State Representative Robert Renner

Senator Nicholas Coleman

Senator Henry Harren

Blair Klein, Senate Counsel

Representative Fred Norton

Representative Thomas Newcome

The State Planning Agency's Department of Local and Urban Affairs

Governor Harold LeVander's speech on Reorganization to a joint session of the Legislature.

FILE COPY

(1970?)

C O R R E C T I O N

Re: Material included in special mailing on Regionalism

1. Regional Development Act of 1969. Answer to question #1:
Delete sentence beginning "Fergus Falls" and ending "library services".

Substitute the following: Clay and Norman Counties cooperate in regional library services. Eleven counties cooperate in manpower training programs.

2. Paper on Regionalism.
Page 16, the paragraph beginning "The comprehensive", delete "Governor's Advisory Council on Health, Welfare and Rehabilitation".

Substitute the following: Comprehensive Health Planning Advisory Council (not under Governor and advisory to State Planning Agency).

Recent State Actions To Support Regional Approaches

In the past two issues of the "Regional Review Quarterly," we have included a synopsis of state actions to boost regionalism. The following summaries are based on the most recent reports we have received. The states are grouped by regions from east to west.

MASSACHUSETTS: The State of Massachusetts recently enacted several bills related to housing. One of these bills, as adopted, establishes a state board to review local government zoning that is unfairly restrictive to low income housing. The five-man state board will include a selectman, a city councilor and a representative from the state's Department of Community Affairs. The state board will hear and decide on challenges to local zoning. The board has the power to override local zoning decisions. The law does not include a percentage limit on the amount of land in a community which can be used for low and moderate income housing.

VERMONT: For more than five years, the State of Vermont has been developing a regional approach to planning, which combines the planning and economic development thrusts.

The state provides direct financial support to regional councils. This year the support amounted to approximately \$200,000.

Vermont has been divided into 14 regions, and local communities may create a regional council by voting approval. Nine councils have already been organized and have a professional staff on board.

WEST VIRGINIA: After five months of testimony and study, the governor's task force on Local and Regional Planning and Development has published its recommendations.

The 19-member task force represented a variety of public and private groups interested in planning.

The major recommendations of the task force are:

(1) The governor should establish regions in the state and consider any necessary realignment of existing regional districts.

(2) In each region as defined by the governor, an intragovernmental relations council should be created. A majority of this *regional council's* members should be local government elected officials.

(3) Existing state legislation should be revised or clarified concerning the authority of local governments to make expenditures for regional planning and development. Legislation should also be adopted to authorize and provide financial support for regional councils.

(4) A state planning commission should be established in the governor's office. The commission and planning staff should help the governor set statewide goals and priorities, coordinate state agencies, standardize and coordinate information gathering and continuously review legislative proposals for planning.

(5) A state office of federal-state relations should be established for legislation. This office should provide aid and information to regional councils and local governments concerning federal programs, assure communications between regional councils and state agencies, coordinate federal programs in the state, and keep the governor and legislature informed of planning and development needs.

(6) The state should establish minimum standards for building codes, subdivision development and other future developments in such facility areas as recreation, water and sewer, and education.

In the body of the task force report, several observations were made which are of interest to regional organizations.

The term "planning" is defined as the "systematic process by which goals are established, facts are gathered and analyzed, alternative proposals and programs are considered and compared, resources are measured, priorities are established and recommendations are made for the deployment of resources designed to achieve the established goals." The term "development" refers to the "implementation of plans and the increased capacity to perform functions effectively."

According to the report, planning is a process designed to meet the needs of people. Citizens have a right to participate in decision making with regard to their communities. Planning is not an isolated discipline, but rather a part of the political process that promotes orderly community growth and development. The planning process should not dictate how an individual uses his life and resources but should develop the plan to insure that the tools are available so that he can have an adequate selection of opportunities.

Citizens need to be made aware that action without planning leads to waste. However, there is another side of the coin: Planning without action is an equal waste. The balance of planning and action is a concern for us all.

The task force suggests that an effective planning and development program on a regional level would be possible under the following conditions:

(1) When executed by a competent staff that is aware of the needs and priorities of the area.

(2) When ample technical assistance and advisory services are made available from the state level.

(3) When financial support is adequate, including state funds to match local contributions.

(4) When the local units consider themselves a unit and are willing to work together.

In discussing regional councils, the report recommends these functions:

- Review and comment on local proposals for federal aid.

- Serve as liaison between local government and the state.

(Continued)

REGIONAL REVIEW

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(Continued)

- Provide clearinghouse and coordination of planning and development activities.
- Foster pooling of local technical resources.
- Perform necessary planning and development activities.

This task force report is a significant proposal for the State of West Virginia, which for several years has been searching for a sound approach to regionalism. Reactions to the task force report for the most part are favorable. It seems probable that the governor will have proposed legislation for consideration by the legislature in 1970.

TENNESSEE: Since 1967, Tennessee has been developing an extensive regional program utilizing state districts. The State Office of Urban and Federal Affairs has provided the leadership in these developments.

In October, 1968, the governor defined eight regional districts. Working with local governments, the state has organized regional councils in five of the eight districts. Their purposes are to develop areawide plans, increase economic growth, encourage governmental cooperation and relate common local interests to state-federal programs and agencies.

In most cases, the majority of the district governing body is composed of local government elected officials. The state has developed a strong policy to encourage the use of these regional districts for handling various federal programs such as economic development, water and sewer planning, health planning, and law enforcement planning. The districts will also serve as regional clearinghouses under Bureau of the Budget Circular A-95.

The regional districts are created under state enabling legislation. The state provides financial support to the districts on a matching basis with a maximum limit of \$25,000 per region.

ILLINOIS: The governor has issued a memo to state agencies urging their utilization of common planning regions. The state legislature has created a new Department of Local Government Affairs which becomes operational January 1, 1970. The new department will assist local governments

in problem-solving, provide a central clearinghouse, develop technical assistance activities and be lead agency for regional councils. The state legislature also adopted enabling legislation authorizing two or more local governments to enter into an agreement establishing a regional council of public officials.

KANSAS: The Kansas State Legislature has approved the creation of an advisory council on intergovernmental relations.

The council would "engage in continuous study of the services provided by the various types and levels of government within the state, the division of responsibility for providing and financing governmental services, possibilities for improving the organizational structure and operational efficiency of the various governmental limits, and the state and local tax structure, and the revenue requirements and fiscal policies of the state and its local units of government."

The advisory council will be composed of 18 members—six appointed by the governor, six appointed by the president pro-tem of the senate, and six by the speaker of the house.

KENTUCKY: The State of Kentucky, through the Governor's Program Development Office, is developing an extensive regional districting program.

Under executive orders issued by the governor in 1967, the state was divided into 15 area development districts. The state has actively encouraged the organization of a regional council in each district.

Guidelines for organizing the councils suggest a governing body representing all community interests, with a majority of local government elected officials. They also suggest that each council's purpose be comprehensive planning and development. This would include discussing related public and private programs; coordinating public and private efforts; organizing activities in health, education, human resources, physical resources, transportation and urban services; and promoting implementation of these programs.

As in the past, the State of Kentucky is promoting these multicounty districts based on a deep commitment to coordinated total development efforts and a full-faith partnership between state and local governments. The district organizations provide the means to accomplish these goals.

To date 12 of the 15 districts have been organized and are functioning. In September the governor designated the districts as comprehensive planning and development agencies for these areas and as the nonmetro-

(SEE STATES — Page 4)

League of Women Voters of Minnesota, 555 Wabasha, St. Paul, Minnesota 55102
August 1970

Bibliography

Minnesota Economic Data, Counties and Regions, special issue number 17, June 1970. Bulletin Room, University of Minnesota, Institute of Agriculture, St. Paul, Minnesota, 55101.

"Regional Planning: Means of coordination or End of county planning" American County Government, February 1968, p. 56.

Pages 1b, 2b, section B, Minneapolis Tribune, Sunday May 31, 1970, "Small Towns Fear They'll Die Under Concept of Regionalism", "Pine County Divided on Zoning Plan", "Regionalism Works in Arrowhead".

"The Minnesota Poll", Sunday July 26, 1970. The Minneapolis Tribune.

Public Management, April 1970. The entire issue is on Regionalism. \$1.00. Write NOW to International City Management Association, 1140 Connecticut Avenue N.W. Washington D. C. 20036.

Time to Plan, An Approach to Regional Planning in New Jersey, League of Women Voters of New Jersey, 460 Bloomfield Avenue, Montclair, New Jersey, 07042, March 1967, 60 cents.

See also, the suggested bibliography in SPA's Regional Planning and Development in Minnesota.

From: Office of Senate Counsel

Re: Regional Development Act of 1969, Laws 1969, c. 1122

I. INTRODUCTION

Two factors prompted the enactment of the Regional Development Act, Laws 1969, c. 1122: a lack of effective coordination in the existing planning authority; and the substantive requirements of federal programs.

The numerous planning statutes - M.S. 1967, Sec. 462.351, municipal planning; M.S. 1967, Sec. 394.21, county planning; M.S. 1967, Sec. 462.371, permissive multi-county planning; and M.S. 1967, Sec. 4.10, state planning - resulted in a multiplication of distinct yet overlapping areas for varying local, state, and federal planning or substantive programs which created confusion, complexity and lack of coordination. Without grouping counties that share a community of interests into regions, the State Planning Agency could not discharge effectively its duty to act "as the coordinating agency for the planning activities of all state departments and agencies and local levels of government." M.S. 1967, Sec. 4.12 subd. 1 (6). In many instances both local planning activities and federal programs were working at cross purposes. See Hoyt, Regional Development Systems in Minnesota (1969). Overlapping and conflicting boundaries led the President to issue his memorandum of September 2, 1966, addressed to federal agencies declaring that:

Boundaries for planning and development districts assisted by the Federal Government should be the same and should be consistent with established state planning districts and regions. Exceptions should be made only where there is clear justification.

A number of federal programs require or actively encourage the delineation of areawide districts by conditioning participation on the preparation of comprehensive regional development plans. The local units of government would find it difficult, if not impossible, to prepare the required regional plans.

II. SUMMARY OUTLINE OF THE REGIONAL DEVELOPMENT ACT.

A. Delineation of development regions and establishment of development commissions.

The Act requires that the Governor delineate development regions

by executive order. Laws 1969, Sec. 462.385 subd. 1. Executive Order No. 37, issued on April 3, 1969, delineated the 11 multi-county regions shown in the map attached hereto as appendix 1. Each region is presently composed of so-called "core" and "transitional" counties. "Core" counties must remain in the designated region unless reassigned pursuant to the statutory procedure contained in Laws 1969, Sec. 462.385, subds. 1, 2. "Transitional" counties will remain in the region shown until April 3, 1970. After public hearings to be held by that date and appropriate consultation, each "transitional" county will be finally assigned to either its current region, or to a contiguous region. Any subsequent reassignment to a different region would be governed by the procedure contained in Laws 1969, Sec. 462.385, subds. 1, 2. It should be noted that each county is currently within a delineated development region.

The establishment of a regional development commission may be initiated either by a petition of the local governmental units, Laws 1969, Sec. 462.387, subd. 1, or if exceptional need exists, by the Governor, Laws 1969, Sec. 462.387, subd. 2.

The provision dealing with a petition submitted by local governmental units is somewhat ambiguous. The statute provides that "... any combination of counties or municipalities representing a majority of the population of the region . . . " may submit a petition requesting the establishment of a commission, and later in the same section provides that "... the population of a county does not include the population of a municipality within the county". Laws 1969, Sec. 462.387, subd. 1. The most reasonable construction of the section, viewed as a whole, is that the petition must be endorsed by the governing bodies of both the incorporated and unincorporated areas that represent a majority of the combined population of the region.

Although the Governor may initiate the establishment of a regional commission when exceptional need exists, it is doubtful that the power would be exercised over the objections of the affected local governmental units. The statute presupposes extensive active local cooperation: without such cooperation a regional development commission could not function.

The regional development commission is established upon the appointment of a chairman by the Governor. Laws 1969, Sec. 462.387, subd. 3.

B. Organization and composition of a regional development commission.

The chairman appointed must "call together each of the membership classifications except citizen groups, defined in section 462.388, within

60 days of his appointment for the purpose of selecting the commission membership". Laws 1969, Sec. 462.387, subd. 4. The statute does not specify how the commission members from each membership category are to be selected. Two constructions are possible: the chairman has general authority to appoint the initial membership; and each membership category enumerated in Laws 1969, Sec. 462.387 selects the appropriate number of members. Four factors compel the conclusion that the chairman does not have general authority to appoint the initial membership; he is not specifically given that authority; the power specifically given the chairman is quite limited, Laws 1969, Sec. 462.389, subd. 1; if the chairman had such power, there would be no reason to "call together each membership group . . . for the purpose of selecting the commission membership"; and if the chairman had such power, there would be no reason to postpone selecting citizen members until the commission were functioning, Laws 1969, Sec. 388, subd. 1 (6). The State Planning Agency does not view the statute as contemplating appointment by the chairman. The terms of office of commission members and the method of selecting subsequent members must be included in the bylaws of the commission. Laws 1969, Sec. 462.388, subd. 2. The term of the first chairman is limited to two years and his successor must be elected from the membership of the commission. Laws 1969, Sec. 462.389, subd. 1.

C. Powers of a regional development commission.

A regional development commission may exercise only three types of powers: planning; review; and research.

Each regional commission must formulate a comprehensive regional development plan for submission to the State Planning Agency. The content of a comprehensive plan is described in the statute. Laws 1969, Sec. 462.39, subd. 3. In formulating the comprehensive plan, a commission must consider the development plans of subregional units. The planning authority of local governmental units remains unaffected. Laws 1969, Sec. 462.39, subd. 4. The local representation of the commission membership and the required exchange of development plans minimizes the possibility of conflict between the comprehensive regional plan and local subregional planning. In the event of conflict, the commission may attempt to mediate and resolve differences of opinion among local governmental units arising from local governmental development plans.

Local development plans with interarea impact must be reviewed by the commission. Section 462.391, subd. 1 requires that such plans be filed with the commission for its recommendation and comment 60 days prior to implementation. The comments and recommendations of the commission, however, appear to have no coercive effect. Although the commission may mediate conflicts between governmental units resulting from local planning, the commission may not impose a solution. The commission has the authority

to comment on whether local applications for federal and state aid programs conform to both the regional plan and the priorities established therein. Laws 1969, Sec. 462.391, subd 3. An adverse comment would reduce the probability of the grant application being approved.

A commission may suspend indefinitely the implementation of a development plan formulated by an independent commission, board, or agency found inconsistent with the comprehensive regional plan, but the suspension order is subject to review first by the commission and, if necessary, by the Governor as the State Planning officer. Laws 1969, Sec. 462.391, subd. 2. The act does not define the phrase "independent commission board or agency". The statute setting out the reviewing authority of the Metropolitan Council employs the same language. M.S. 1967, Sec. 473b.06, subd. 6. It is clear from the context of both statutes that the phrase "independent board, commission, or agency" excludes local governmental units.

Finally, the act authorizes a commission to conduct research and prepare studies. The topics for study are specifically enumerated. Laws 1969, S. Sec. 381, subd. 5, 462.392. While the commission may conduct research and prepare studies, it has no authority to implement recommended proposals.

D. Method of financing commission activities.

Prior to October 1, 1971, a regional commission must be financed from sources other than local taxation. During fiscal years 1970 and 1971, state appropriations not exceeding \$25,000 per year are available. A commission may also receive federal and state regional planning grants and accept gifts. After October 1, 1971, a commission may levy a tax not exceeding $\frac{1}{2}$ mill on each dollar of taxable property located within the region. Each county's share of the tax levy will bear the same relation to the total levy as its assessed valuation bears to the total assessed valuation of the region. Laws 1969, Sec. 462.396, subd. 2.

III. TOPICS OF SUBSTANTIVE CONCERN

A. Exercise of taxing power.

Although a regional commission has taxing authority, no tax may be imposed prior to October 1, 1971, after the close of the 1971 legislative session. Laws 1969, Sec. 462.396, subd. 2. The two-year cost experience prior to the authorized date of taxation permits adjustments to be made during the 1971 session of the Legislature. Further, it is unlikely that a significant portion of the operating budget would be defrayed by taxation. The majority of commission members will be elected officials answerable to the local electorate. Planning grants from both the state and federal government should provide the largest source of funds.

B. Appointive membership.

As previously noted, the initial chairman is the only appointed commission member. He exercises carefully circumscribed authority and enjoys only a two-year term of office. After the first two-year term of the initial chairman, the members of the commission elect their chairman. The first term of the initial chairman was made appointive, rather than elective, for two reasons. Since the chairman initiates the process of electing commission members by calling together the enumerated groups, he must be selected before the commission members can be elected. Logically this can only be accomplished if the initial chairman is appointed. Secondly, the first two years of a regional commission's existence will largely determine its future success or failure. Hence, it was considered important that the initial chairman be the best qualified individual, not the most popular.

C. Vehicle for federal grants.

The basic pattern of federal grants remains unaffected by the Act. It does, however, contain the following provision: "The commission is the authorized agency to receive state and federal grants for regional purposes from the following programs . . ." Laws 1969, Sec. 462.39, subd. 2. The provision has generated concern that the regional commission rather than local governmental units will receive all subsequent state and federal program grants. That concern is unfounded. The commission may receive the enumerated program grants only if the purpose is regional rather than local. Moreover, the enumerated programs fund grants for regional planning, not implementing grants for specific projects. The provision requiring commission review of implementing grant applications supports that construction. If the region were to be the official conduit of all federal grants, an application review requirement would clearly serve no purpose.

D. Weakening local government.

It is difficult to suggest that the regional commissions weaken local government. The increased availability of personnel and resources for local planning, on the contrary, should strengthen county government. While a regional commission may study subjects related to the structure and function of local governmental units, it has no power of implementation. Moreover, the availability of substantive data may encourage local governmental units to utilize the Joint Powers Act, M.S. 1967, Sec. 471.59, if they so choose.

E. Fringe counties.

It has been suggested that counties on the fringe of a region expect to experience some ill-defined problems in regional participation. These fears may be more imagined than real. Certainly, no matter what the composition of the region, some counties must be located on its edge. Finally, if real problems of participation do arise, a county may request reassignment to a contiguous region. Laws 1969, Sec. 462.385, subds. 1,3.

League of Women Voters of Minnesota, 555 Wabasha, St. Paul, Minn. 55102
August 1970

TO: All Local Leagues

FROM: Marlene Roth, Organization of State Government Chairman

Enclosed is the packet of resource materials on state regionalism to add to materials you have already received. It includes a report (prepared by a committee of Leagues) containing information which would not be readily available to local Leagues. In my opinion, it does a rather good job of establishing a frame of reference within which regionalism can be better understood. The report does not attempt to evaluate the Regional Development Act. I presume that each local League has made use of the State Planning Agency's handbook on the Act and the new Order to inform its members on their contents. As I suggested in the June Outlook for Work, "Surely they are the entree of this whole subject."

This mailing also includes a short bibliography, a questionnaire to be returned by local Leagues, some "how to" information and the following pieces which I thought Leagues would find interesting:

- a. Regionalism - a brand new publication of the Upper Midwest Research and Development Council.
- b. A memo from the office of Senate Counsel which was prepared for a senator who expressed some concerns over the statute.
- c. To give you a current "glimpse" of regionalism happenings in other states, a reprint of 2 pages from Regional Review Quarterly.
- d. A copy of a letter from State Senator Gordon Rosenmeier (C. - Little Falls) to a Willmar Leaguer. She said, "I wrote Senator Rosenmeier requesting that he advise dates of hearings on the Act and public notice of such hearings. Also, why it was necessary to invoke emergency measures in passing the Act."
- e. A copy of a question and answer piece on regionalism from the Governor's office. Perhaps you will find it useful as is or you may wish to do your own.

From my own viewpoint, there is a strong need to disseminate factual information to Leaguers and non-leaguers on this much-talked about issue of regionalism. I see this as the primary task. The whole presentation of information and discussion of it can be made more meaningful if you can relate the regionalism concept, Act, and Order to your own local situation. Here are some suggestions:

- a. Gather examples of inter-local cooperation between your municipality or county and others. The examples may include formal agreements or informal arrangements to cooperate.
- b. Try with the help of local government people to pinpoint service areas that cannot be delivered successfully by each county going it alone. Also, dig up some that are appropriately delivered alone.

- c. Find out with the help of the Hoyt Report, what variety of regions now exists in your area for delivery of state and federal services. E. G. Are you in different regions for different services from the state? How many can you spot?
- d. Are there other local Leagues in your region? Do you feel motivated enough to have some kind of joint get-together to exchange opinions on regionalization?

It is obvious that your resource committee cannot make use of all the material in this mailing. You will have to study and sift and decide what your members can and will absorb. The same is true for deciding what information to take to the community.

In Your League

If you need to pose some question to stimulate discussion of regionalism after members have informed themselves, here are some suggestions. Add your own too.

1. Do you think the delineation of regions is an attempt to decentralize state government?
2. Can you think of any examples where your community and a nearby one duplicated delivery of a service?
3. How does the 1/2 mill taxing authority compare to mill levies of your town, county, and school district?
4. Is that too much or not enough to spend on planning and development of your region?
5. Do you think your region should petition for a regional development commission? Why? Why not?
6. Does the delineation of regions strike you as an attempt to bring order out of chaos, out of an existing idea, or do you see it as a totally new notion?
7. Are there any features of the Regional Development Act you would change? What?
8. What are the advantages and disadvantages of having a uniform set of regions for planning, development, and receipt of federal assistance. Can the set improve our quality of life?
9. Do you think the three responsibilities assigned to regional development commissions - planning, review, and research - are adequate to do the necessary job?
10. Do you think regional delineation will ultimately strengthen or weaken the hand of local government? How?

Visual Aids?

The two I think of right away are -

- (1) Map of the regions. Do it in colors - a different one for each of the 11 and perhaps you can find a way to show counties and -
- (2) Do a large flow chart of the regional development commission and cut paper dolls (female for a change) to represent the different governmental figures called for in the Act. Also, how about a pie chart showing how much 1/2 mill will come to in 1970 and compare it with other outlays in your tax dollar. Ask your county auditor to help. You'll probably think of some other information you would like to present visually.

Decide what kind of meeting or meetings you would like - unit or general. Will you be the resource people or will you include outsiders? If you do, try to make sure they understand regionalism and will be factual. Enough misinformation has dominated the discussion of regionalism. Take out your copy of Meaningful Meetings before you begin to lay plans.

In Your Community

LWV has a good chance to take the facts to the public. Can you get library space? Use the visual aids you prepared for units. Prepare a hand-out! Will a public meeting catch on? Will your newspaper run a series of articles on this new idea? Would the local radio station like to have Leaguers and town officials do a series of chats on the implications of the Act and Order? And if you held a sherry party, would your county commissioners and village officials join you to exchange views? How about leading businessmen - are they showing an interest? Maybe your legislative candidates would enjoy talking with them and you over lunch. Perhaps you have some leaguers who are snappy speakers and would like to form a speakers bureau to appear at other organization meetings. You know the routes all too well. You are not promoting anything other than understanding. You have said clearly on several occasions that what is needed in regard to regionalism is information and public understanding. Go to it!

REGIONALIZATION IN MINNESOTA

"Talk of regionalism is anathema in local government circles, though what is understood by the expression is a question to which many different answers would be given. Many traditionalists would say that any form of regionalism is 'undemocratic', is 'destructive of local public interest', and that it would result in a 'vast expansion of bureaucracy', implying that bureaucracy and democracy cannot live happily together."

The above statement came not from the Minnesota State Planning Agency, not from Professor John Hoyt, not from the office of Governor LeVander, not from Senator Gordon Rosenmeier; it came from an ocean of miles away, and was expressed by Sir Charles Barratt, Town Clerk, Coventry, England, in an article he wrote for the April 1970 issue of Public Management. Sir Charles went on to write -

"Those who oppose local government regionalism ignore the loss of public esteem, which local government has suffered over the last 30 years, and the risk of the breakup of the system unless it can become an effective instrument capable of meeting the practical needs of modern society."

The words of Sir Charles suggest some of the difficulties expressed in England and Minnesota in accepting and not accepting regionalization as a means of problem-solving. In some instances it is that the concept of regionalism per se meets with resistance, even though counties are, after all, regions which are subdivisions of states. In part the resistance may stem from having given the concept a name. In other instances it is that widespread public acceptance of any given regional plan is far from automatic. No one plan can be perfectly tailored to meet the needs of everyone affected by it. For a given plan to be effective, the compromises necessary to achieve a workable mechanism must be mutually understood and agreed upon.

The following material includes neither a discussion of the philosophy and development, nor the pros and cons of regionalism. Rather, it was prepared to explore the present state of regionalization in Minnesota and how it affects the delivery of services. For the purposes of this discussion regionalism means the division of a state into smaller multi-purpose planning and administrative units based on distinct geographical areas. Regionalization means the program, process, or mechanism through which regionalism is accomplished.

Events Leading up to Regionalization in 1970

1. Joint Powers Act of 1943

This Act gives all governmental units the power to do jointly whatever they have the power to do alone. Unit means any political subdivision of Minnesota or any adjoining state, and any agency of the State of Minnesota or the United States.

2. Regional Planning Act of 1965

The Act provided an opportunity for any 2 units of government to create a regional planning board.

3. State Planning Act of 1965

The Act established the State Planning Agency and provided for planning activity from the state level down to the local units of government.

4. Arrowhead Regional District established January 1967

The Economic Development Act (1965) provided federal grants for public works, loans to private enterprise, and technical assistance to local units, for the purpose of aiding economically depressed areas. It was the impetus for the Arrowhead counties to join forces. Lack of state involvement in the establishment of this alliance and similar federally sponsored private organizations was a factor in stimulating passage of the Regional Development Act of 1969.

5. Governor's Executive Order No. 9, November 1967

Executive Order No. 9 established 11 economic regions and 7 planning regions (which were aggregates of the economic regions.) The areas were to be used for/among other things, evaluating the merits of a regional approach to state and local planning and development.

6. Intergovernmental Cooperation Act of 1968

This federal act was passed to achieve continual governmental coordination at all levels. A U. S. Bureau of the Budget order to help implement

Regionalization - page 3

a portion of that act requires state and regional clearinghouses to receive application for federal assistance before they are submitted to federal agencies.

7. Twin Cities Metropolitan Council

Formed by the 1967 legislature, it evolved out of the ten year existence of the Metropolitan Planning Commission.

8. Governor's Executive Order No. 37, April 1969

The order established 11 regions, based on recommendations in the Hoyt Report of January 1969, with several counties listed as transitional. (At their request they could be transferred to an adjoining region.) The boundaries of the 11 regions correspond exactly to those outlined in Executive Order 9.

9. Regional Development Act of 1969 (May 1969)

The Act is enabling legislation which permits the establishment of regional development commissions in the regions designated in the Executive Order, whenever petitioned for by the local units involved. For details of the Act, see Regional Planning and Development in Minnesota, a Handbook on Executive Order No. 37 and the Regional Development Act of 1969, State of Minnesota, July 1969. For a detailed account of the progress of the bills, see the enclosed copy of a letter from Senator Gordon Rosenmeier.

The bill, S.F. 2231, was passed unanimously in the Senate on May 23, without having been discussed in the Committee of the Whole. (Rules were suspended so that the bill could be moved off General Orders, given its third reading, and placed upon its final passage - a not uncommon procedure in the rush of the final days of the session.) It was sent to the House on the same day, where it was discussed and passed by a vote of 103 to 20, the Rules having been suspended to give the bill its second and third reading and placement upon its final passage. House members voting "no", together with their legislative districts and regional district numbers, are as follows:

<u>House Member</u>	<u>Legislative District</u>	<u>Regional District</u>
D. Anderson	24A	4
Bernhagen	15A	6
Dirlam	17A	8
Erickson	19B	8
W. C. Fischer	20B	8
D. Fisher	4	10
E. Gustafson	60	3
Hagerud	1A	10
Hegstrom	18B	8 & 9
Jopp	14A	11
Judge	19A	8
Krenik	7B	9
Kvam	16B	6
Long	20A	8
Mann	18A	8
Morlock	14B	11
Schulz	11B	9
Schumann	4	10
Searle	9B	9
Skaar	67B	1

All the House members residing in Regional District 8 voted against the bill. Of the 20 dissenting members, 17 reside in the southern one-third of the state.

Those who had voted "no" were sent letters in an effort to learn what were their reasons for doing so. Among replies received, Rep. Donald Fisher stated, "...when I voted "no" on this legislation, it was with the reservation that I had not had the time to study it completely and the impact it might have on the different areas in my part of the state."

Rep. Wendell Erickson commented, "When the copies of the Act became available, I obtained six copies of the Act, retained one for my study and sent the other five copies to opinion leaders in my Legislative District... All of them opposed the Regional Development Act as it was introduced."

A legislator who prefers to remain unnamed stated, "I would just point up several concerns of mine. One is the distribution of representation in the individual regional areas. Second, the possibility...of another group or subdivision having governmental jurisdiction over the citizens of our state."

And Rep. Alfred Schumann replied, "At the time...I felt, based on five minutes or so of floor discussion, that the bill was a step toward regional government, eliminating many of the present townships and county functions ... (Since then) I have had the opportunity to study it quite thoroughly and I feel that it is a good bill. I would vote for the bill today."

In conversation, Rep. Francis Judge said that he opposed the bill because the Governor's right to choose the first chairman would set the tone and direction of the commission and because the boundaries were set arbitrarily without consulting the counties affected.

10. Other 1969 Acts

David Kennedy, office of Senate Counsel suggests "I think it might be useful to point out that Chapter 1122 was only one (Although the most important) of many 1969 Acts endorsing a state policy in favor of regionalization. These include:

- Air Pollution Control Amendments recognizing the regions of the Executive Order
- A 4 million dollar park grant-in-aid program for regional parks
- Local consent for highways recognizing the existence of regional planning bodies.
- Regional detention facilities
- Multi purpose mental health-hospital facilities requirement in welfare appropriations act.
- Regional Commission Chairman membership on the State Urban Affairs Council."

11. Governor's Executive Order No. 60, June 1970

This order delineates the boundaries of the eleven regions. The boundaries are different from those in Executive Order No. 37, as 11 counties had made known their desire to switch regions (Norman, Mahanomen, Koochiching, Aitkin, Big Stone, Pope, Meeker, McLeod, Redwood, Rice, Martin.) At the time Executive Order No. 60 was signed, only one region - the Arrowhead counties - had petitioned for a regional development commission.

Studies Which Preceded Regional Development Act

In 1968 the State Planning Agency employed three consultants to investigate three aspects of regionalism:

- (1) the acceptance and utility of Executive Order No. 9;

- (2) the structure for organizing local government on a regional basis;
- (3) the feasibility of delivering state services on the basis of uniform regions.

The first two studies helped to provide the basis for SPA's recommendations to the Governor and the Legislature, many of which were incorporated into Executive Order No. 37 and/or the Regional Development Act. The third study dealt with a proposed pilot study which has not been implemented. Here it should be emphasized that consultants' findings do not equal agency recommendations, which in turn do not equal legislation. Consultants' findings do not have to be adopted in toto to be useful.

Study area (1) resulted in Regional Development Systems in Minnesota, John S. Hoyt, Jr., U of M Agricultural Extension Service - State Planning Agency, January 1969, which is available from Bulletin Room, University of Minnesota, Institute of Agriculture, St. Paul, Minnesota, 55101, for \$1.50. Local Leagues are urged to write for this publication, which has been referred to above as the Hoyt Report. The publications based on the latter two studies are not available for local League purchase but are available on loan from State Planning. They may be seen also in the Legislative Reference Library at the Capitol.

Study Area (2) - The findings of study area (2) are detailed in Regional Organizations and Intergovernmental Relations in Minnesota, February 1969, prepared by Edward Henry and Robert Weber at the Center for the Study of Local Government (St. John's University, Collegeville), which is hereafter referred to as the Henry-Weber Report.

The Report points out that the current extinction of many small units of government is accompanied by a concern with halting their demise. At the same time demands of citizens increase for more services, and better

land use planning. The authors point out the urgency of the problem here by citing that the majority of our 87 counties have experienced out-migration in the last 20 years*, and that we have the fourth largest number of governmental units in the NATION (while median in population), the largest number of townships, and the third largest number of school districts. "The median sized municipality is roughly 450 persons, giving rise to some serious questions about the ability of many units to provide basic governmental services efficiently."

Minnesota has given official recognition to the potential benefit in intergovernmental cooperation, evidenced by the Joint Powers Act, Minnesota Municipal Commission Act, and State Planning Act (see pp 2-3.) Existing legislation makes cooperation possible but does not ensure it or force it.

The Henry-Weber Report explores the present state of cooperation in Minnesota. Most of the following indented data comes from a "simple random sample of governmental units in Minnesota...conducted over a two-year period by Dr. Leigh Grosenick and financed by the League of Minnesota Municipalities in conjunction with the Association of Minnesota Counties." The data on which the following is based is not complete but is believed to be representative.

(1) Cooperation between units of government is growing. More than twice the number of agreements were reached in one year (1966) than in all the years prior to 1940.

(2) The nature of cooperation is changing. It ~~used~~ to be more "confer together" whereas today actual delivery of governmental service is involved.

*For precise statistics send for Minnesota Economic Data, Counties and Regions, special issue, Number 17, June 1970, prepared by Department of Agricultural Economics, University of Minnesota.

(3) Evidence suggests that interlocal cooperation is not widely used as a regional approach to area-wide problems. Nearly 90% of the cooperative arrangements involve just two participating units.

(4) Cooperation is not confined to metropolitan areas. Nearly 43% of the contracts involved participants considered outside the metro areas.

(5) Distribution of interlocal agreements seems to be corresponding to the regions designated in Executive Order No. 9, though there is no evidence that units are cooperating on a regional basis. Agreements infrequently cross regional boundaries. "...the regions do not destroy or disrupt the interlocal cooperation which has naturally evolved in the particular areas."

(6) Public safety, road maintenance, and health and welfare (in that order) are the services most often provided through interlocal cooperation. Also noted are library services, sanitation, parks and recreation. Fewer than 5% of the contracts are concerned with planning and zoning.

(7) The cooperative approach to delivery of services offers an alternative to the politically difficult goal of consolidation. It helps preserve the viability of local units, which separately may not be able to go it alone. On the other hand, the concluding Grosenick material points out that interlocal cooperation is an expression of local self-interest rather than area-wide interest, and agreements may tend to be made for short-term goals.

The Henry-Weber Report goes on to state that the federal government has stimulated interlocal cooperation by requiring regional delineations and area-wide review agencies as prerequisites for federal grants. Enthusiasm for regional cooperation in Minnesota has been encouraged by private groups and by the existence of recognized area-wide problems which are highly visible, e.g. sewage disposal.

In Minnesota certain difficulties exist for multi-governmental organizations. State legislation is permissive - not mandatory, membership is strictly voluntary, and participating units are not obliged to accept recommendations of the groups. Generally, membership in the multi-governmental organization is restricted to elected officials, most of them part-time, who find it difficult to take on added responsibilities. Thus far the state has not actively encouraged the formation of multi-governmental organizations.

While multi-governmental organizations are appearing, it is too soon to make judgments about them. It can be said that they function as a means of communication and as a way to broaden the perspective of local officials.

In other sections of the United States regional organizations are not new. They fall into two basic categories:

(a) The Council of Governments, which is a strictly voluntary association of elected officials. It lacks governmental authority to implement plans, hence is no threat to the powers of participating units and is no problem to set up. The experience of two existing councils - Washington Metropolitan Council, North Central Texas Councils of Government - suggests that this approach "offers substantial potential for increasing inter-local cooperation and developing regional planning facilities."

(b) Regional Planning Commissions share certain similarities with

Councils. They consider problems regional in implication, make recommendations only, and leave implementation to participating units. However, the planning commission is most often concerned with the delivery of a single service - planning for the needs of a region. The federal government has been particularly active in promoting regional planning. (Refer to section on comprehensive health planning below.)

In evaluating various ways of achieving area-wide cooperation, the Henry-Weber Report views interlocal contracts as

- (a) having high political feasibility
- (b) being highly viable because they are formal agreements
- (c) flexible in solving problems
- (d) but having minimal ability to generate regional planning;

annexation and consolidation as

- (a) having low political feasibility (especially consolidation)
- (b) creating a new unit of government with high viability
- (c) likely to stimulate area-wide planning;

Councils of Governments as

- (a) having high political feasibility- as participation is voluntary
- (b) having medium viability, as voluntary participant may withdraw under controversy
- (c) flexible in meeting problems if members are flexible
- (d) likely to generate area-wide plans
- (e) medium in general responsiveness, as members are elected local officials, not members of the council per se

Regional Planning Commissions as

- (a) having much the same characteristics as Councils of Governments.

For Minnesota, says the Henry-Weber Report, the recommended structure of regional organizations would be based on counties and municipalities as the units to be represented. Because townships have very limited powers, and because of the provisions of the Joint Powers Act, including township representation would "make the minimal powers of the township the maximum powers of the regional organization," and would make the body unwieldy. Townships can be represented through their county governments.

It is also recommended that each unit have one representative only, with no qualifications imposed. "A requirement that the representatives must be elected local officials, while it includes substantial merit, also possesses serious limitations." While elected officials do possess "legitimacy" and political accountability at home, are in a position to "convince" their governmental bodies of planning needs, and are members of governmental bodies who will do the implementing, they may be short of time and energy, may lack interest and competence, and their exclusive use would prevent the service of more competent people, such as members of county planning commissions. Absence of qualifications for membership would not prevent a "mix".

It is also recommended that:

- (a) representatives of eligible units of government be the voting members;
- (b) each regional council select from among its members an executive committee to govern between council meetings;
- (c) executive committees include a representative of the State Planning Agency;
- (d) a full-time director be appointed, plus a professional planning staff;
- (e) facilities for data gathering be acquired (local colleges offer a reservoir of skilled people);
- (f) the chairman of each region serve on a state advisory committee for inter-regional planning;
- (g) financing by means of federal funds and local assessment be established;
- (h) the state provide incentives for area-wide cooperation.

The recommended structure concludes the Henry-Weber Report is designed to:

- (a) identify area-wide problems and
- (b) develop local awareness of them;
- (c) inventory local resources and
- (d) gather them together to solve problems;
- (e) improve cooperation among existing governmental units;
- (f) settle on regional goals and priorities;
- (g) make area-wide plans;
- (h) coordinate these with state and federal programs and agencies.

Study Area (3) resulted in a report entitled An Approach to State Regional Organization in Minnesota, January 1969, Public Administration Service. It focuses on what is called "state regionalism" - the creation of multi-county geographic areas for the purpose of delivering state and federal services. Regionalism in this sense is not a new concept - witness the division of states into counties. Gradually more densely populated areas have received state and federal services on a district basis. Also, decreasing population outstate has created difficulties in administering services, so that state and federal services are increasingly delivered through multi-county districts.

However, boundaries of these districts vary from one program to another. This lack of commonality has made cooperation among public programs and agencies more difficult. Use of the same district for federal, state, and local programs could enhance coordination among them and help achieve decentralization of state operations.

This study looks at the issues involved in and the feasibility of adopting coordinated state-determined regions to serve state programs. PAS says, "It appears that no state has devised a state government administrative system to coordinate state government and related activities at the field level, which is the concern of this study. In a sense, then, the subject of this report is innovative. Literature dealing with the subject was not available and little was to be gained from the experiences of other states."

A one-month study by PAS of delivery of state services to a 17-county area in southwest Minnesota (Planning Area E, Executive Order No. 9), including interviews with federal, local, and private agencies, together with a general review of regional practices throughout the state, revealed that:

(a) there is a need for uniform substate regional delineations for planning and administration of state, local, federal, and private agencies;

(b) there is a need to disperse state agency personnel from St. Paul to field offices, particularly those in supervisory capacity;

(c) there is a need to reorganize the state's executive branch to reduce the proliferation of departments, agencies, boards, etc;

(d) the state should encourage local regional organizations that could use services made available by regional centers.

In Minnesota, regionalism exists in a variety of forms: interstate, metropolitan, special districts, development districts, and state and federal agency delineations. Over 150 overlapping regional delineations exist, and the number employed by state agencies outnumbers state agencies. (See Hoyt Report, pp 189-191, p. 202 on.)

A number of steps would have to be taken to ensure effective state regional coordination: simplification of state executive branch organization; improvement of field service organization of state agencies; coordination of state and federal regional boundaries with a center in each region; development of effective local multi-jurisdictional organizations.

The PAS report concludes with proposed guidelines for a pilot state regional project in southwest Minnesota to test the feasibility of a state regional organization for the delivery of state services. In its budget requests to the 1969 legislature, the State Planning Agency included a sum for executing the pilot project. That portion of the budget was not approved, so the PAS proposal has not been implemented. However, in their delivery of services, state agencies have been directed in Executive Order No. 60, as much as possible, to conform with the standard regional delineations.

How State Services Are Now Delivered Regionally

Two examples are offered to show how the state agencies deliver services on a regional basis.

Department of Highways

The Department of Highways has used the district or regional concept in operation, supervision, and planning for many years. A study by a nationally recognized management firm in the mid-1960s reinforced the concept of regional management and administration already in use in the department.

Because the district offices of the Highway Department are primarily concerned with maintenance and construction, boundaries of the nine maintenance districts are based on intersections of highways rather than political boundaries. It is unlikely that they would ever conform exactly to the regional boundaries delineated by Executive Order.

Under guidance and with support of the central office, district staffs work closely with local planners and local government officials. Where federal funds are involved in highway construction, the State Planning Agency reviews and comments on requests for funds. It is assumed that where Development Commissions are formed, this function will be transferred from SPA to them.

Four distinctly different sets of regions are used by the Highway Department: Administrative Regions, Drivers License Examining Districts, Highway Patrol Districts, Petroleum Tax Regions (under Department of Taxation.) Boundaries of these regions can be found on Pages 208 and 214 of the Hoyt Report, Figures 426, 427, 428, 451. It would appear that driver license examining and petroleum tax districts could be made to conform to the regions delineated in Executive Order No. 60, as they are not as dependent on highway intersections as are the Highway Patrol and the

administrative functions.

Comprehensive Health Planning

The Comprehensive Health Planning Program of the State Planning Agency was funded and began operation in December 1967, just one month after the Governor's first Executive Order (#9) designating regional planning areas for Minnesota. One of the responsibilities of this health planning agency is to promote and assist the development of areawide comprehensive health planning agencies throughout the state. Consequently, from the beginning they have been able to encourage areawide groups to organize, wherever feasible, along the lines of the designated regions. At the present time several areawide groups are in different stages of development.

Comprehensive health planning in Minnesota operates under both federal law (P.L. 89-749) and the State Planning Act. It is a function of the State Planning Agency and is funded 75% by federal funds and 25% from the state.

Comprehensive health planning is an attempt to plan for the orderly growth and development of all health services and facilities, making the best use of available funds and manpower, to meet the health needs of all citizens. In other words, it seeks to match resources with needs. Besides fostering areawide comprehensive health planning, the principal duties of the Comprehensive Health Planning Program are to develop and implement a state comprehensive health plan, review federal grant requests for public health, mental health, and health services development; and provide inter-agency planning and assistance and coordination.

(This discussion is concerned only with areawide health planning. Health services are now being provided by many private and public groups -- using a number of different regional divisions of the state, not

necessarily corresponding to those in Executive Order No. 60.) For example, the Department of Welfare has at least 12 different sets of regions, and the Department of Health has at least 5. (See Hoyt Report, pp 211, 212, 217, 218, 219.)

The Comprehensive Health Planning staff and Governor's Advisory Council on Health, Welfare and Rehabilitation have spent considerable time and effort encouraging the organization of areawide planning groups to:

- "Study the problems particular to their region;
- Involve people in the solution of their own health problems;
- Strengthen the services capability of each region in the state;
- Allow for problem solution and programming closer to the local community that presently cannot be accomplished from the state level;
- Improve communication in the larger community;
- Effectively and efficiently utilize scarce resources;
- Solve problems not self-contained within their existing communities."

Two kinds of federal grants are available to assist the development of areawide planning programs. Developmental grants for areas not fully organized enable them to develop working relationships and agreements in preparation for the establishment of a complete comprehensive health planning program. After an organization is officially designated as the comprehensive health planning agency for a region, it may receive an operational grant. In all stages of development and operation at least half of the total funding must be provided from local sources.

So far in Minnesota one official areawide comprehensive health planning agency has been designated and has just received an operational grant. The Arrowhead Region Planning Council for Health Facilities and Services (ARCH) was established in 1964 to plan for hospitals and nursing homes in Koochiching, Itasca, St. Louis, Carlton, Lake, and Cook counties in

*State Planning Agency, "Areawide Comprehensive Health Planning Emphasized," Minnesota Dialogue, Vol. 1, No. 2, April 1969.

Regionalization - page 17

Minnesota and Douglas County in Wisconsin and enlarged in scope in 1965 to include manpower and services as well as facilities. After passage of the Comprehensive Planning Act, ARCH requested designation by the State Planning Agency as the areawide comprehensive health planning agency for that region. Douglas County withdrew from ARCH to form a separate region in Wisconsin. Now Pine and Aitkin Counties have joined the other six Minnesota counties. Of these eight, only Pine is not included in Region 3.

Three other regions have received developmental grants - the Metro area, the Central and North Central regions as an aggregated region, and the West area.

Each areawide comprehensive health planning agency is expected to: assist with and coordinate the planning of all health-related organizations in the region; recommend goals, policies and priorities for developing physical, mental, and environmental health services for the area; provide liaison and informational services to the public and to health-related organizations; aid the state comprehensive health planning efforts and assist in local implementation of the state's program; and review and comment on local applications for grants and on proposals for initiating or expanding health and health-related programs.

Delivery of other Services

A quick glance through the map pages (192 - 230) of the Hoyt Report will give the reader some indication of how many different regional delineations are currently in use among the various state agencies. For example, on pages 203 and 204 are shown three types of regional delineation for the Conservation Department alone, and on page 209, three separate divisions employed by the Livestock Sanitary Board.

How Federal Aid Money is Administered

The State Planning Agency has been providing areawide review services where required on requests for federal funds, and it will continue to do so in the absence of regional development commissions in any of the ten regions outside the metropolitan area. There are approximately 50 facility and planning grants from the federal government which require areawide review by a government body other than the one applying.

The Intergovernmental Cooperation Act of 1968 designated applications for some types of federal aid to be looked at for areawide implications before being forwarded to the federal agencies involved. Included are such grant categories as parks and open spaces, hospitals, airports, libraries, water, sewage, highways, and law enforcement.

A series of 13 steps must be taken between initial application for a grant and its final approval. The State Clearinghouse (SPA) must notify state agencies and local governments which might be involved, and set up conferences to explore areas of possible conflict. The State Clearinghouse must also submit formal comments to the applicant concerning the extent to which the project contributes to the fulfillment of comprehensive planning and related goals. The formal comments must be included with the application for the federal grant.

An important aspect of the system is the enforcement of Section 402 of the Intergovernmental Cooperation Act. In cases where both special purpose units and local units of government are eligible for federal assistance, the federal agency shall make the loan or grant to the local units in the absence of substantial reasons to the contrary. The Clearinghouse investigation helps the federal agency to comply with this provision.

Where Regional Development Commissions are established in the future, they will be in a position to take over this review function from the State

Planning Agency.

Regionalization in Other States

According to SPA regionalization is not unique to Minnesota. For a brief but current look at other states, see enclosed reprint from Regional Review Quarterly. Many states utilize substate regions, but with considerable variation. Most have regional planning legislation. Most permit joint planning by municipalities, and over half permit local governments to organize regional planning commissions. Some states use regions for administrative purposes. At least 27 states have some regional delineation, with a few using them for delivery of state and federal services.

Regional systems as comprehensive as ours are in the minority - defining comprehensive by our four uses:

- (a) local governmental planning within regions
- (b) state planning
- (c) delivery of state services by state agencies
- (d) any of these in combination.

States which approximate each other in comprehensive use of regional systems include, in addition to Minnesota: Connecticut, Indiana, Texas, Michigan, New Hampshire, Virginia, Wisconsin, Georgia, and Washington.

What Lies Ahead?

Since the passage of the Regional Development Act in May 1969, opposition to it has developed, which could cloud its future effectiveness.

Some of the antipathy arises out of the fear that some communities are doomed if regional commissions are established. Generally, this fear seems to result from confusing the Hoyt Report with the Act. John Hoyt in his report stressed "nodal focus", which implies that some communities would be singled out for favored treatment as regional centers, subcenters, and probable and potential growth nodes. His words, "Not all of Minnesota's 847 communities will fall within one of these four categories," clearly

would doom the "other" communities if Hoyt's recommendations had been incorporated into the Act. His regional boundary delineations were used in Executive Order No. 37. His "nodal focus" ideas were not used in either the Order or the Act. Whether "nodal focus" is the ultimate goal of the state is pure speculation. There is at this time no concrete evidence to suggest that this is so.

Another expressed source of dissatisfaction is the haste in which the bill was passed. It is said most legislators had no opportunity to ask questions, repair weaknesses, or express objections and that the public (i.e. interested parties) was unaware that the bill was about to be passed. If these conditions existed suspicions about the nature and purpose of the legislation were bound to crop up. The best way to minimize negative response is to lay groundwork far in advance and to allow time for public discussion before legislation of this magnitude is passed. This criticism may be applied by some to the contents of the Act, by others to the organization of the legislature.

A third area of concern is the charge that regional boundaries were arbitrarily set without consultation with the counties involved. This criticism is not directed toward the Act, but toward the steps preceding Executive Order No. 37.

It is true that Hoyt originally set the boundaries of 11 economic development regions, which, after his further evaluation of their serviceability, were ultimately incorporated into the Order. According to Ron Kaliszewski, Acting Director, Department of Local and Urban Affairs, State Planning Agency, Hoyt's assignment was to determine whether it was reasonable for state departments to use one set of regions for program planning and service delivery, and if so, to come up with a logical set of regions.

His conclusions were reinforced by work of SPA personnel. Provision was made for "transitional" border counties to choose which region they preferred to join.

Kaliszewski also stated that Hoyt's groupings of counties correspond closely with those that have developed historically. An alternative way of grouping - to define regions that people recognize as regions - becomes impossible, as no two people can easily agree on what logically constitutes a region.

With respect to the intent and content of the Act itself, following are some of the criticisms which have arisen:

- (1) Selection of the first chairman by the Governor gives him too much control.

This provision is seen by some as removing control from local units, increasing the Governor's patronage, and giving him power to set the tune and direction of the regional planning commission. As an editorial in the January 29, 1970, Becker County Record states: "One gets the smell of political pay-offs immediately when the governor has the power to appoint a regional chairman." (This feeling may be reinforced by the provision that the governor may appoint additional ex-officio members to any commission).

While this interpretation may be correct, it is also a fact that no local machinery for choosing the chairman exists prior to the establishment of the commission. The Governor as the chief planning officer of the state is the logical person to set the machinery in motion with the appointment of the chairman. On the other hand, local machinery could be instituted after the creation of the commission.

- (2) Function of the Board of Directors is indefinite

The Board of Directors is mentioned in only one subdivision of the

Act (Section 8, subd. 5), where its election and per diem compensation are outlined. What are the functions and duties of the board? Why are board members paid but commission members are not? How are they to be elected? Presumably, the board functions as the on-going administrative body (i.e. executive committee) between infrequent meetings of the commission, and would, therefore, spend considerably more time on regional business, for which they would need compensation. But because none of these points are spelled out, they constitute a gray area of uncertainty for some citizens.

(3) Commissions are too large.

In larger regions i.e. those with nine or ten counties, some people suggest the commissions could be unwieldy - including up to 33 members, not counting citizen representatives and ex-officio members. Such a large body might have difficulty in achieving good attendance and in discussing and reaching consensus on the issues before it. It is possible that in such a situation the commission might rely excessively on staff personnel, and merely rubber-stamp their decisions. As Robert Renner, (now resigned) author of the House bill points out, "As a matter of fact, one of the organic weaknesses of the bill is the attempt to give a wide representation from the various government subdivisions. This was done in an effort to allay the fears that local government is to be done away with."

(4) Representation on the commission is unfair.

Some rural residents believe that townships are shortchanged on the commissions (only one member of one town board for the whole region). Proponents argue that townships have less and less authority, with their functions being transferred to the county. County board representatives would function as township spokesmen, as municipalities in the counties will have their own representatives.

(5) "The right to review is the right to veto."

The review provisions of the Act are seen by some as an encroachment on the powers of the individual units.

With respect to long term comprehensive plans of local units, the review provision insures that neighboring units likely to be affected will be notified of the plans and permitted to be heard. The commission can attempt to mediate differences, but cannot veto.

With respect to review of applications for federal aid, if there is no commission to perform this duty, the State Planning Agency must. It comes down to a choice of which body shall review, not whether review shall take place. Neither body can veto an application, but its recommendations must accompany the application.

With respect to independent boards and commissions, the regional commission has the right to suspend long term comprehensive plans indefinitely. The affected body has the right to appeal to the Governor. The problem here is the meaning of independent boards and commission - which is not spelled out in the Act, but clearly does not include local government.

(6) "The Act establishes another level of government."

Opponents fear that local units will lose their autonomy if regional commissions are established - that the governing function will shift to the regional level. Since these are planning commissions with no power of implementation, proponents find it difficult to see where commissions can usurp powers delegated to local units by the state.

(7) The Governor can force a commission on an unwilling region.

While this is technically correct in the case of "economic distress, duplication and overlapping of governmental programs, or exceptional need"

(Section 7, subd. 2), Section IV-D of Executive Order No. 60 states that "The creation of a Regional Development Commission will not be initiated without first receiving requests from counties and municipalities representing a majority of the population."

In the Next Session

There may be sufficient opposition to the Act to spur a repeal move in the 1971 legislature. As Robert Renner says, "I am convinced there will be a major effort on the part of many in the legislature to repeal the law at this next session, and that the session, rather than devoting its energies to drastic amendments would do well to fight attempts at destruction. I believe in regionalization. I believe that the ultimate benefits to the rural areas will become self-evident if the concept can be effectuated. I believe that the fears being expressed are real, even though perhaps exaggerated, and can spell the doom of the concept unless one step at a time is taken and the results can be shown to advance the common interests of all involved."

Mr. Kaliszewski speculates that some minor revisions may be attempted, possibly including: an elected board of directors, spelling out the meaning of independent boards and commission; modifying the taxing authority; deleting the Governor's right to establish a regional development commission at his own initiative; and clarifying the issue of township representation.

GORDON ROSENMEIER
CHAIRMAN—COMMITTEE ON JUDICIARY



State of Minnesota
SENATE

3 July 1970

This is an answer, as best I can answer, to your letter of the 26th.

The Regional Development Act of 1969 started as S. F. 2231 and H. F. 2622, both introduced on April 18, 1969. What follows is taken from the Journals of the 1969 session, page references being to either Senate Journal or House Journal.

The charge, which I understand is made by irresponsible people, that the bills were not publicized, is contrary to the record. The Twin City papers, for example, and the wire services carried much about them, especially when they were being discussed with the congressional and departmental staffs in Washington before introduction. After introduction they followed an ordinary, orderly course. I was guiding the Senate file. Mr. Renner, the chairman of Government Operations Committee of the House, managed the companion House file. In both houses the bills were referred to committee, in the House to Mr. Renner's committee, in the Senate to Sen. Harren's Civil Administration Committee. These references were appropriate. The Senate file went to Civil Administration's subcommittee on State Departments. Hearings on the bill were noted on the bulletin boards, in the Secretary of the Senate's office, to the press, and on members' cards, in advance of hearing. This was usual practice. In addition anyone who had an interest and asked for notice ahead of hearing received it. The bills were carried on the committee calendar for hearing.

In the subcommittee on the Senate side there was full public hearing on April 30th, during which amendments were proposed and recommended in the subcommittee's report to the full committee. In due course the full committee

3 July 1970

page 2.

called up the bill for hearing after public notice and it was heard on May 3. The subcommittee's amendments were adopted and several others accepted. These amendments, subcommittee and full committee, went with the committee's recommendation to the floor of the Senate on May 3 (S.p.1604), where the bill was routinely rereferred to the Committee on Finance for approval of the appropriation.

Finance heard the bill and reported it back favorably on May 10 (S.p.1868). It had its second reading on that day (S.p.1910) and on May 23 it was called up for final by Sen. Sinclair under direction from his Finance Committee which had approved the appropriation. It was passed on that day after the usual floor discussion by a vote of 60 to 0 (S.p.2849).

In the House, H. F. 2622 followed a parallel course. It came out of Government Operations Committee favorably recommended after hearing on May 7 (H.p.2354). The next day it was printed and put in the members' files (H.p.2400). It was rereferred to House Appropriation Committee and came back to the floor favorably approved by that committee on May 17 (H.p.3391), when it received its second reading. (H.p.3402) After the second reading it went to the House General Orders calendar, as the Senate file had. On May 23 the Senate file came to the House on the usual message and Mr. Renner, following normal parliamentary procedure, moved that the rules be suspended so that the Senate file could have its second and third reading and be substituted for the identical House file. The Senate file then was passed in the House 103 to 20 (H.p.3907).

As you can see from the journals, the legislative treatment of the bills was quite routine. No step was secretive, all moves were public, and customary notice of hearing was given. The fact is the bills were thoroughly understood by the members, the legislation was generally considered salutary, and there was no opposition or question which called for extended debate. The vote in both houses amply demonstrates this.

You ask about "emergency procedures" and ask why it was necessary to use "emergency procedures" for this act.

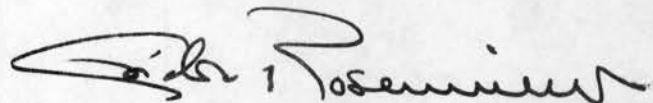
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page 3.

~~I~~ do not know what an emergency procedure is. Perhaps you refer to the formality of a declaration of urgency when a bill from one body is sent to the other at the moment that the latter's bill is ready for a vote--but this in no sense imports anything extraordinary; rather it was a simple way for Mr. Renner to substitute the Senate file for the House file. It should be remembered, too, that these bills were under legislative consideration from April 18th to May 23rd, more than a month. They were printed and carried on General Orders calendars in both bodies.

If I can give you more information I shall be glad to do so but interested people can find the record plainly enough written in the journals. To suggest, as some do, that there was deviousness in the passage of the measure is wholly unfounded and contrary to plainly recorded fact.

Yours truly,

A handwritten signature in dark ink, appearing to read "Edith Rosenbaum". The signature is fluid and cursive, with the first name "Edith" written in a more stylized, looped manner, followed by the surname "Rosenbaum".

GR/lma

March 1970

ORGANIZATION OF STATE GOVERNMENT

FILE COPY

THE STATE URBAN AFFAIRS COUNCIL - WHAT IS IT?

In the final report of the Thirty-Sixth American Assembly (established at Columbia University in 1950 to provide information and stimulate discussion on matters of vital public interest) entitled The States and the Urban Crisis* the question is posed: "Why haven't states done more? What would make it possible for them to fulfill their responsibilities - responsibilities which are critical to the solution of our urban problems?"

Minnesota's answer to question two is, thus far, a State Urban Affairs Council in the State Planning Agency. Because Leagues around the state feel a concern for and interest in urban affairs and how state government relates to those affairs, the following information has been prepared.

In his message to the 1969 Legislature on executive reorganization, Governor LeVander proposed creation of a new Department of Planning and Intergovernmental Affairs. He said this department would "supercede the present State Planning Agency and combine the activities of the Office of Economic Opportunity, the Office of Urban and Local Affairs, and provide the staff-secretariat to the Minnesota Municipal Commission. The new department should be charged with urban and community development responsibilities". (emphasis added)

(As an aside here, it should be noted that contrary to the impression created in the above portion of the Governor's message, the Office of Local and Urban Affairs does not, in the words of a State Planning Agency staff member, "exist legally". In other words, it is a section of Planning. It resulted from a transfer of community planning functions and staff from the Department of Business Development to Planning. The 1967 session of the legislature wanted to demonstrate its interest in providing a device to assist local governments in becoming more capable in the federal aid area. In the main, the Office of Local and Urban Affairs administers grants for planning and parks/open space. It assists local governments in acquiring planning capability.)

The Governor's recommendation was, in a sense, calling for a Department of Urban Affairs. Along with several other recommendations for reorganization, this one went down the proverbial drain. A few legislators were high on the idea of a Department of Urban Affairs. The State Planning Agency was high on the idea. The State Planning Agency's Advisory Council was high on the idea. The legislature was obviously low on the idea.

How the legislature did respond was to write Article VI into the Reorganization Act:

"Section 1. Subdivision 1. A state urban affairs council and urban action center is hereby created within the State Planning Agency. The council shall consist of the Attorney General, the Adjutant General, the Commissioners of Health, Education, Welfare, Employment Security, Highways, Human Rights, the Director of the State Planning Agency, the Chairman of the Metropolitan Council and the chairmen of any other government councils now existing or hereafter created.

Subd. 2. The urban affairs council comprising the urban action center of the State Planning Agency shall study urban problems and make recommendations to the State Planning Agency concerning urban policy programs which shall be transmitted to the Governor and to the legislature.

Subd. 3. The members of the urban affairs council shall use the personnel of their

* The States and the Urban Crisis - a short, thoughtfully prepared pamphlet on how states can reform their governments to better solve urban problems. Write for a copy. The American Assembly, Graduate School of Business, Columbia University, New York, N.Y.

respective agencies to carry out their responsibilities under this section.

Subd. 4. The Governor to the greatest extent possible shall use the facilities of the urban affairs council in coordinating the resources of the state and activities of state departments in meeting problems of cities of the first class."

Not in any way a device for administering programs, the Council is advisory only, has met four or five times since its creation, and attendance is, according to Planning, good. The executive director of the Council is James Solem who is simultaneously director of urban research in Planning and was hired by that Agency. A couple of catches! 1) Since the Governor chairs the Council, and is by law the state's chief planning officer, and since Article VI calls for the Council to transmit recommendations to State Planning then to the Governor and the legislature, the Governor is put in the position of making recommendations (as a member of the Council) to himself as Chief Planning Officer and to himself as Governor. Ray Olson, Director of the State Planning Agency, was made vice-chairman so he could chair meetings when recommendations are made. Hence, the Governor will not have to participate in making recommendations to himself. 2) The phrase "urban action center" in Article VI appears to have no meaning and no substance - in fact, it does not exist, and Planning seems uncertain about why the phrase is in the Article.

The following information on the Council was prepared by the State Planning Agency in January 1970:

"Objectives:

1. To develop general state goals, objectives and general policies for the growth and development of urban areas; and the solution of functional problems in those urban areas.
2. Develop specific proposals for action programs, indicating roles of Federal, State, regional and local governments.
3. Where desirable, develop budgets and legislation.
4. Identify needs for program coordination in inner cities and recommend actions.

Urban Affairs Council Areas of Concern:

1. Criteria for Selection: To be concerned with those areas in which no other unit within the executive branch is actively involved, leaving to specialized groups specific functional areas such as crime, manpower, parks and open space, health services, transportation, pollution, etc.; but, to monitor such activities and to intervene, where necessary, to insure consistent policy implementation.
2. Major Areas of Concern:
 - a. State/Local Fiscal Policy
 - b. Role of State in Housing and Urban Environment
 - c. State/Regional Development and Relationships
 - d. Structure, Organization and Functions of Local Government
 - e. Delivery of State Services in Inner City (Model Cities).
3. Method:
 - a. Commission major paper in each area to identify issues and alternatives.
 - b. Total Council hold session on work program and issues in each area.
 - c. Staff to develop work program, analysis, recommended policies.
 - d. During summer hold series of seminars - "think tanks" involving national and local leaders.
 - e. Conduct public hearings throughout State.
 - f. In fall of 1970 Council to develop policy statements or positions for each area of concern."

The remainder of the Council's tentative calendar is:

April 16	Structure, Organization and Functions of Local Government - Issues and Work Program
May 14	Delivery of State Services in Inner City (Model Cities): Issues and Work Program
June 11	State/Local Fiscal Policy - Review proposed policy areas
July-August	Summer Seminar Series
September 17	State Property Tax System: Analysis of Consultant's first draft report and develop general framework for Governor's Property Tax Committee
October 15	Housing and Inner City Services: Final Action on Recommended Policies
November 19	State/Local Fiscal Policy: Final Action on Recommended Policies
December 10	Regional Relationships and Local Government Structure: Final Action on Recommended Policies

Unless notified to the contrary, all meetings will be held in the Governor's Reception Room from 1:30 to 4:30 p.m.

In a "for discussion purposes only" and "tentative" outline, the Council material shows five major areas of concern. 1) State/Local Fiscal Policy; 2) State Responsibility for Organization, Structure and Functions of Local Government; 3) State Role in Housing and Urban Environment; 4) State/Regional Government Relations; and 5) Delivery of State Services - Inner City.

Any League interested in a more detailed breakdown of these areas of concern should direct its inquiry to the State Planning Agency, Capitol Square Building, 550 Cedar, St. Paul, Minnesota

League of Women Voters of Minnesota, 555 Wabasha St., St. Paul, Minn. 55102
April 1970

Attention Local League Presidents:

In compliance with direction received by the state Board at 1970 Council, the state LWV's Organization of State Government Committee will launch a study, discussion, consensus process re regional planning in Minnesota. Enclosed is Regional Planning and Development in Minnesota prepared by the Office of Local and Urban Affairs of the State Planning Agency. Please read it and pass it on to your organization of state government chairman. Contained in the book are two important documents - Executive Order 37 (delineating regions) and the Regional Development Act of 1960 (H.F. No. 2622) issued and passed during the 1969 Legislative session. During your study of regionalism in the months to come it will be important (in 2 ways) for members to have a clear and precise understanding of what the order and act contain; (1) for purposes of evaluating the order and act and (2) for purposes of evaluating critically what is being said and written about the two documents. At this time, you may wish to refer back to a mimeographed piece on regionalism which came out with the August 1969 Board Memo, and a section on regionalism (including a region map) which appeared in the September-October Minnesota VOTER. On page 27 of Regional Planning and Development in Minnesota there is a short bibliography which will enable resource committees to begin their process of study.

It is well to bear in mind that since there has been no time for testing the merit of regional development commissions the Legislature is unlikely (my speculation) to perform radical surgery on the Act. It is likely that it may consider some revision. The governor has committed himself to final delineation of the regions on May 1. You can watch your papers for news on that.

The State Planning Agency is not in a position to make this publication an every-member piece. You may wish, however, to secure a few copies for your resource committee.

In the Outlook for Work (to appear shortly) you will find: a schedule of regionalism study and an indication of what help you may expect from the LWV of Minnesota.

Marlene Roth, Chairman
Organization of State Government Study Item



FILE COPY

STATE OF MINNESOTA

OFFICE OF THE GOVERNOR

ST. PAUL 55101

HAROLD LEVANDER
GOVERNOR

June 12, 1970

Local Government Officials:

On June 12th, I signed the enclosed Executive Order No. 60 which delineates the boundaries of the eleven planning and development regions for Minnesota. You are now provided with an opportunity to voluntarily begin the process of utilizing this most important tool. My support of regional development stems from my firm conviction and dedication to correcting the imbalance of population and insuring strong, healthy growth of the 80 counties outside metropolitan Minnesota. It is my expectation that your utilization of the regional planning concept will be a significant part of the Rural Renaissance program which is so important for the continued growth of Minnesota.

The decision to form a Regional Development Commission is up to you. The formation of a Commission provides you with an additional tool -- a very important tool -- in your effort to make your voice heard by state and federal officials. As state and federal programs become increasingly important in your growth and development plans, it is essential that you have this additional means of influencing these programs.

I am directing all agencies of state government to begin to utilize, to the extent possible, these regional boundaries in the planning and administration of the programs of state government. We will do all we can in state government to make regional planning a useful and effective tool for local governments in Minnesota.

The continuing voluntary cooperation between state and local government is essential to the growth and prosperity of Minnesota. I urge you to take advantage of this additional opportunity for cooperation provided by Regional Development Commissions. Working together at the local level, and with state government, you can insure a continuing strong voice for local government in Minnesota.

Sincerely,

Harold LeVander
GOVERNOR

HL/dd:
Enclosures



STATE OF MINNESOTA

OFFICE OF THE GOVERNOR

ST. PAUL 55101

HAROLD LEVANDER

GOVERNOR

EXECUTIVE ORDER NO. 60

I, Harold LeVander, Governor of the State of Minnesota, pursuant to the authority and responsibility assigned to me by Minnesota Statutes Chapter 4, and Laws 1969, Chapter 1122, do hereby issue this Executive Order in regard to the delineation of Development Regions and the formation of Regional Development Commissions.

WHEREAS the twelve month period specified in Executive Order 37, during which "transitional" counties were to evaluate their logical association with a region has passed; and

WHEREAS the State Planning Agency has conducted the public hearings specified in Executive Order 37 and Section 5, Subdivision 1 of Chapter 1122, Laws 1969, the Regional Development Act; and

WHEREAS information has been gathered and evaluated from the transitional counties and other counties relative to regional assignment; and

WHEREAS insofar as possible, the known desires of transitional and other counties have been recognized; and

WHEREAS Section 5, Subdivision 1 of Chapter 1122, Laws 1969, the Regional Development Act, requires that the Governor designate Development Regions by Executive Order; and

WHEREAS the Regional Development Act provides for the reassignment of counties between Development Regions and for the modification of regional boundaries;

NOW, THEREFORE, by virtue of the authority vested in me as Governor and State Planning Officer of the State of Minnesota, I hereby designate the following Development Regions and provide procedures for reassignment of counties to Development Regions, for designation of new Development Regions, and for the creation of Regional Development Commissions.

I. Development Regions

Development Regions for Minnesota for purposes of Section 5, Subdivision 1 of Chapter 1122, Laws 1969, the Regional

Development Act and United States Bureau of the Budget Circular A-80, Coordination of development planning for programs based on multi-jurisdictional areas and A-95 Evaluation, review and coordination of federal assistance programs and projects, and for the purposes enumerated in Executive Order No. 37 shall be those shown on the attached map and list entitled, Development Regions, and designated as Appendix I.

II. Procedure for Change in Regional Assignment

Counties may be assigned to different regions by the following procedure:

- A. Any county, after substantial consultation with other local governments, desiring to be assigned to a region other than the one to which it was assigned by this Executive Order may request reassignment by means of a formal resolution of the County Board of Commissioners addressed to the Governor. For the purpose of reassignment, all resolutions passed before the date of this Order will not be considered.
- B. The request will be approved or denied within 60 days of receipt of the resolution of the County Board requesting reassignment. In order to determine the appropriateness and public sentiment in regard to the request, meetings, as deemed desirable, will be held with local elected officials and interested citizens in the county and the affected regions. A request for reassignment will not be approved if the Development Region remaining after reassignment is: 1) smaller than 4 counties; 2) has an assessed valuation of less than \$30,000,000. The county requesting reassignment must be contiguous to the region to which it is seeking reassignment.
- C. If a Regional Development Commission exists in either or both of the affected regions, the Commissions must be consulted within the 60 day period.
- D. If the request for reassignment is denied, the requesting county and the House and Senate will be notified in accordance with law.

III. Procedure for Designation of a New Development Region

New Development Regions may be created by the following procedures:

- A. Any county or municipality may request designation of a new Development Region by means of a formal resolution adopted by the governing body of the county or municipality addressed to the Governor. County board will be

expected to consult with township officials in the preparation and submission of such resolutions.

When requests are received from the governing boards of counties and municipalities representing the majority of the population*, the Governor will begin the procedures outlined in paragraph III-C. The resolution shall contain a list of contiguous counties to be included in the proposed Development Region. For the purpose of requesting a new region, no resolutions passed before the date of this Order will be considered.

- B. The proposed Development Region shall consist of at least four (4) counties and have an assessed valuation of at least \$30,000,000. The proposed Development Region shall encompass a whole functional area that has a community of interests, with common natural, social and economic characteristics. The proposed Development Region shall not reduce any existing Development Region to: (1) less than 4 counties (2) less than \$30,000,000 in assessed valuation.
- C. When uniform requests are received from the governing bodies of counties and municipalities which represent a majority of the population in the proposed Development Region, meetings, as deemed appropriate, shall be held with local elected officials and interested citizens affected by the proposed change. The State Urban Affairs Council shall be consulted to obtain state department viewpoint on the request. The request shall be approved or denied within 90 days of receipt of requests that represent a majority of the population in the proposed Development Region. Counties and municipalities within the proposed Development Region shall be notified as requests for the new region are received.
- D. If a Regional Development Commission exists in either or both of the affected regions, the Commission must be consulted within the 90 day period.
- E. If the request for a new region is denied, the counties and municipalities and the House and Senate will be notified.

IV. Creation of a Regional Development Commission

A Regional Development Commission may be created in accord with Section 7, Subdivision 1, Chapter 1122, Laws 1969, the Regional Development Act, by the following procedure:

- A. Counties and municipalities may request creation of a Regional Development Commission by a formal resolution

adopted by the governing body of the county or municipality addressed to the Governor. The resolution shall designate the Development Region for which the Regional Development Commission is requested.

- B. When formal requests from county boards and municipal councils which represent a majority of the population in the Development Region for which a Regional Development Commission is proposed are received, meetings as deemed appropriate will be held with local elected officials and interested citizens within the Development Region.
- C. If, within 60 days after following the procedures provided herein, it is determined that there is broad public support, and that sufficient need exists for the proposed Regional Development Commission, it shall be established pursuant to Section 7, Subdivision 3, Chapter 122, Laws 1969, the Regional Development Act, by the appointment of the chairman. Prior to appointing a Chairman, broad consultation with elected officials and citizens of the region shall be held to seek out a chairman who will be able to establish good working relationships with the local governments, members of the Commission and citizens of the region. In addition, assurance will be sought from county and municipal officials that townships will be accorded increased representation through the "citizen representation" clause. (Sec. 8, Subd. 1 [9], Chapter 1122, Laws of 1969.)
- D. If it is deemed that a Regional Development Commission is not needed nor desired, no Regional Development Commission will be established. The creation of a Regional Development Commission will not be initiated without first receiving requests from counties and municipalities representing a majority of the population as specified above.*

* For this purpose, resolutions from county boards represent the population residing in the unincorporated parts of the county, resolutions from village or city councils represent the population residing within the village or city.

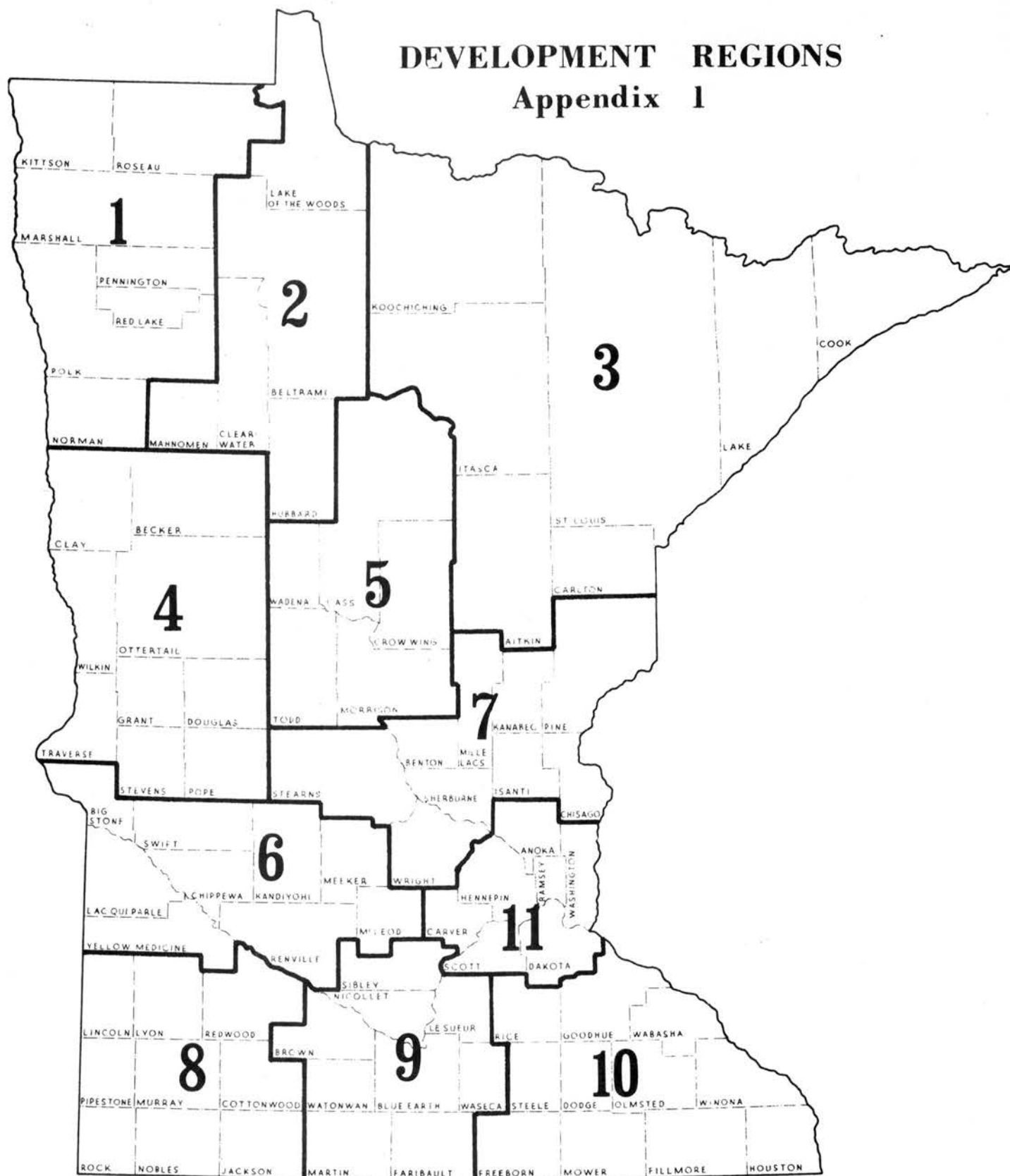
Dated this 12th day of June, 1970.

STATE OF MINNESOTA
Department of State
Filed June 12, 1970
/s/ JOSEPH L. DONOVAN
Secretary of State


Harold Levander
G O V E R N O R

DEVELOPMENT REGIONS

Appendix 1



REGION 1

Kittson
Roseau
Marshall
Pennington
Red Lake
Polk
Norman

REGION 2

Lake of the Woods
Beltrami
Clearwater
Mahnomen
Hubbard

REGION 3

Koochiching
Itasca
Aitkin
Carlton
St. Louis
Lake
Cook

REGION 4

Clay
Wilkin
Traverse
Becker
Ottertail
Grant
Stevens
Douglas
Pope

REGION 5

Wadena
Cass
Crow Wing
Morrison
Todd

REGION 6

Big Stone
Swift
Lac Qui Parle
Yellow Medicine
Renville
Chippewa
Kandiyohi
Meeker
McLeod

REGION 7

Stearns
Wright
Benton
Sherburne
Mille Lacs
Kanabec
Isanti
Pine
Chisago

REGION 8

Lincoln
Pipestone
Rock
Lyon
Murray
Redwood
Cottonwood
Jackson
Nobles

REGION 9

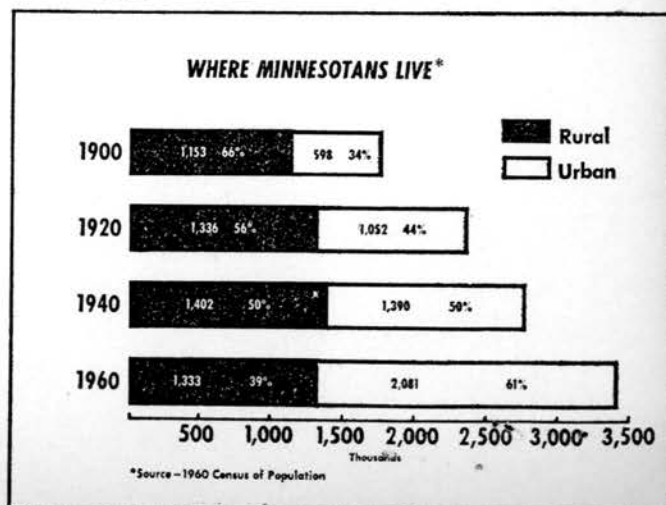
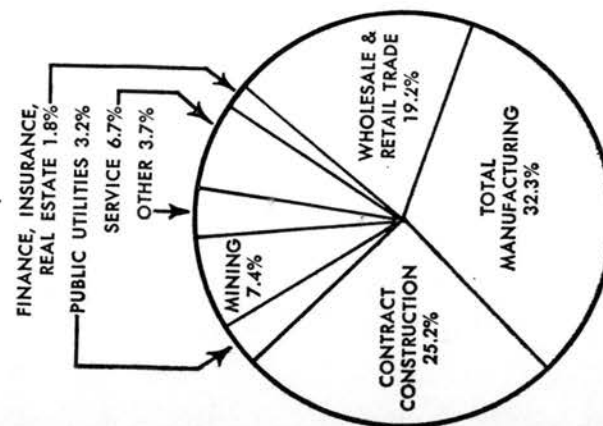
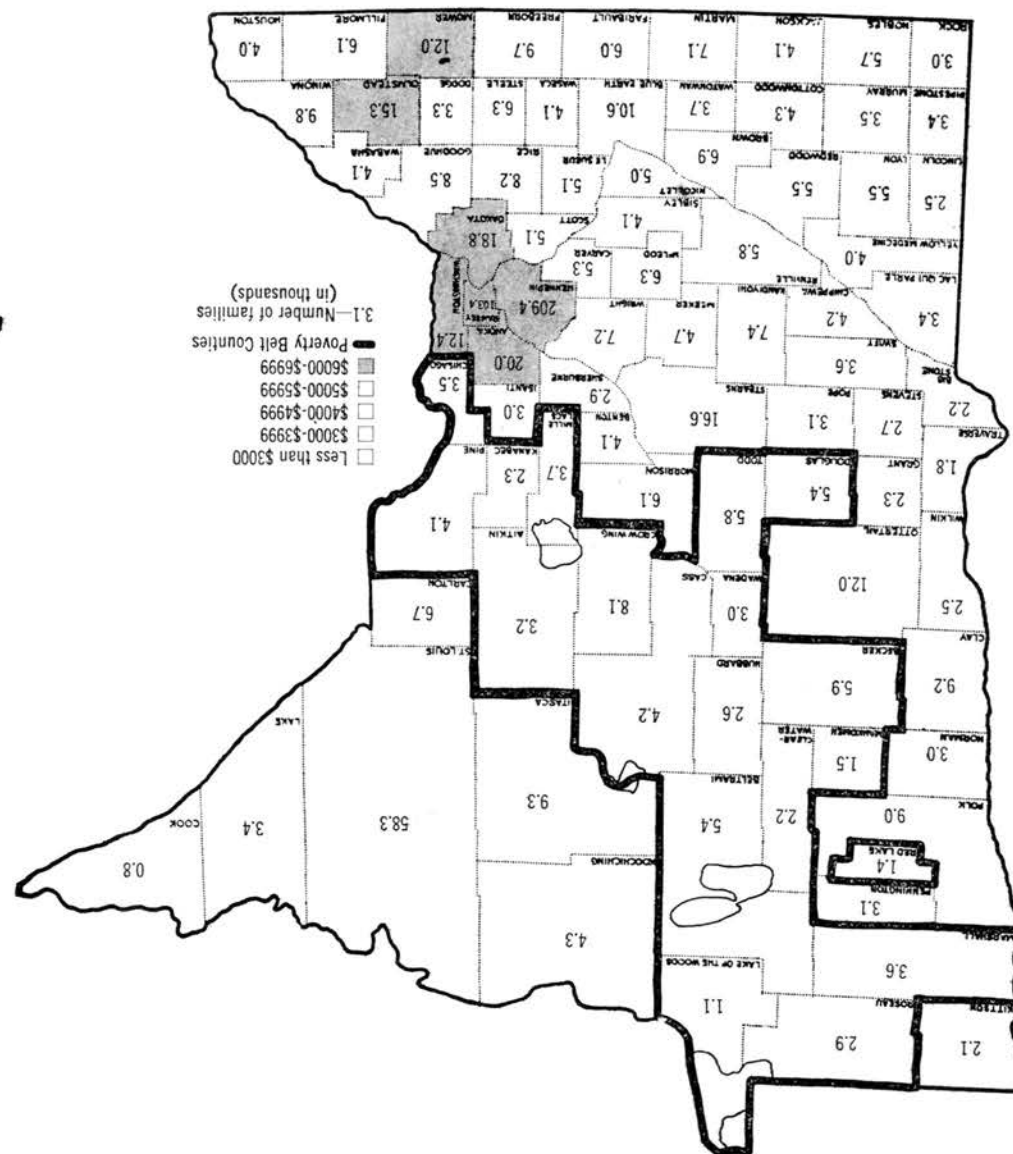
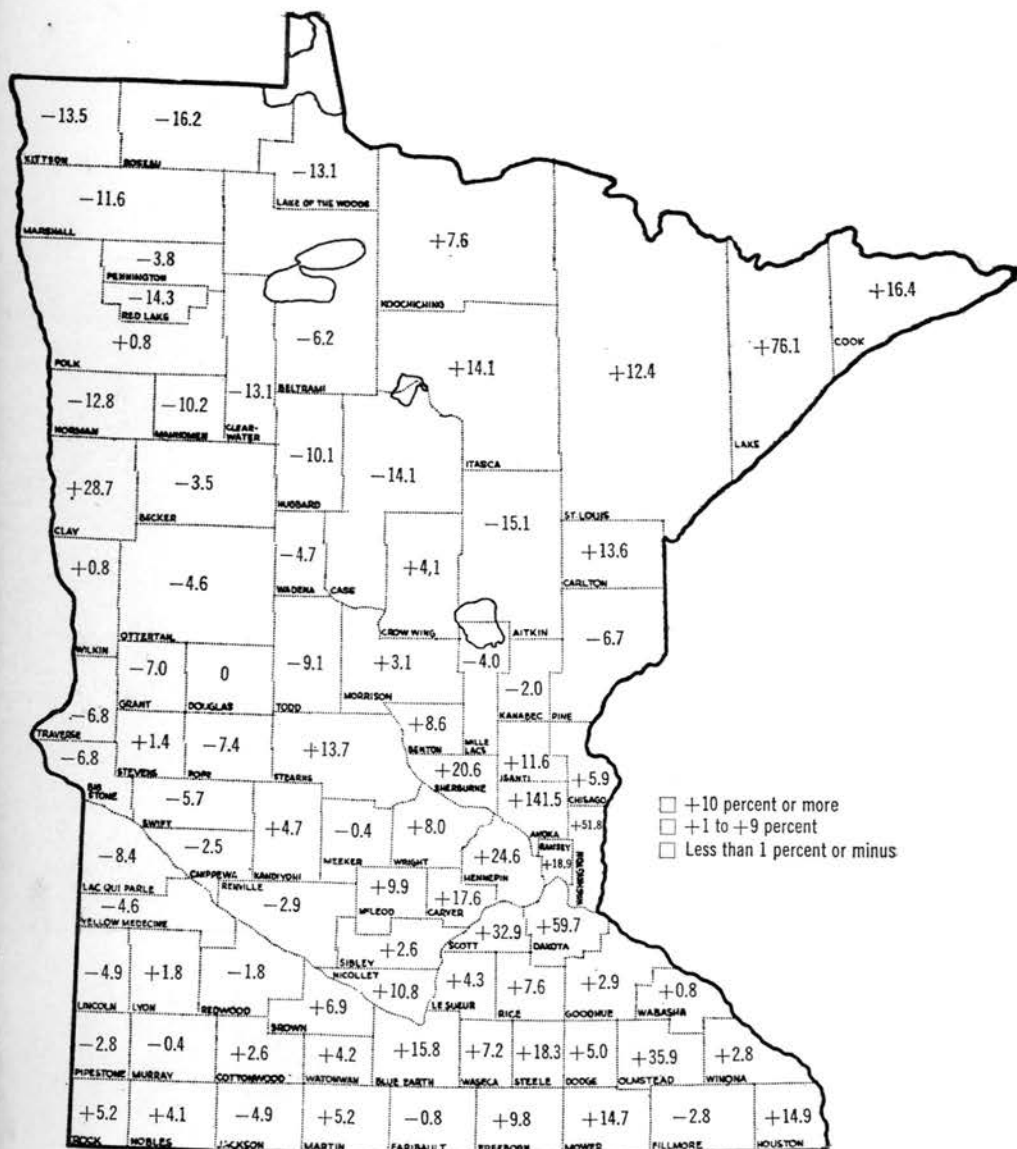
Sibley
Nicollet
Brown
Watsonwan
Martin
Faribault
Blue Earth
Waseca
LeSueur

REGION 10

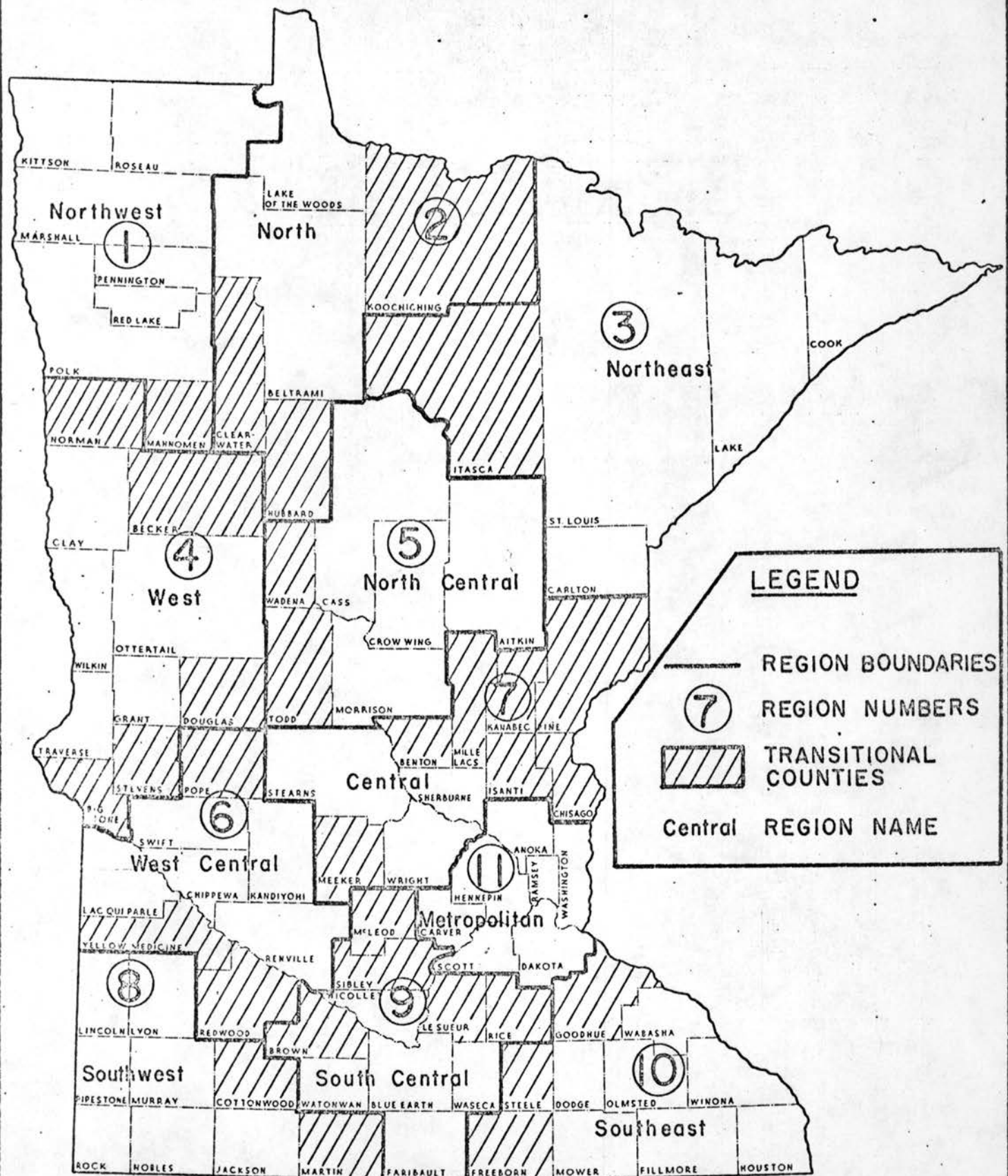
Rice
Steele
Freeborn
Goodhue
Dodge
Mower
Wabasha
Olmsted
Fillmore
Winona
Houston

REGION 11

Anoka
Hennepin
Ramsey
Washington
Carver
Scott
Dakota







FILE COPY

F. ROBERT EDMAN AND ASSOCIATES

W-2462 FIRST NATIONAL BANK BUILDING

SAINT PAUL, MINNESOTA 55101

Telephone 224-5437

June 10, 1970

Honorable Stanley W. Holmquist
State Senator
Grove City, Minnesota 56243

Dear Senator Holmquist:

Attached is the first draft of the memo on the Regional Development Act recently requested by the Rules Committee.

The draft has been reviewed by the State Planning Agency and is now in limited review circulation among other experts in this area.

I would appreciate your passing this draft on to the Rules Committee with your formal request for comments. We are particularly anxious to have called to our attention any areas of criticism that we have not responded to.

You can also expect a number of requests for permission to reprint and circulate this paper (State Planning, House of Representatives, etc.). Please advise Mrs. Abell as to procedures to be followed in responding to this request.

We have set July 1 as the deadline for final correction and circulation of this memo, and will proceed accordingly unless we hear from you to the contrary.

Sincerely,

F. Robert Edman

F. Robert Edman

fp

FRE:cp

cc: Mrs. Dorothy Abell

MEMO

TO: Senate Rules Committee
FROM: F. Robert Edman, Consultant
RE: Regional Development Act of 1969

I. Introduction

In order to gain a thorough understanding of the Regional Development Act of 1969, this memo will trace the developments that led to its enactment and will discuss criticisms most frequently directed against the Act.

Purpose
of
Memo

We will also analyze the rationale behind regional planning, developments at the Federal level, experiences in other states, and the effect of regional planning and development on local government.

Finally, the memo will outline probable consequences if Minnesota chooses to ignore planning and development on a regional basis.

II. Background Information on Regionalism

A. Rationale for Regional Development and Planning.

Almost one-half of Minnesota's population lives in the Twin Cities' 7-county Metropolitan area. The great bulk of Minnesota's 87 counties have experienced net outmigration over the past forty years. (1) The result is a sparse population density in many of the 80 outstate counties.

Sparse
Population

- 1) St. John's University, Regional and Intergovernmental Relations in Minnesota Jan. 1969, p. 1

Regional Development Memo

-2-

In order for an adequate threshold population to be reached to supply the vast array of services demanded by today's sophisticated population, local units of government must adopt a regional approach.

Areawide
problems

Very few problems facing local government are of a purely local nature. Crime, pollution and unemployment have no respect for political boundaries. The realization that many problems must be dealt with on an areawide basis is a basic purpose for regional planning and development.

Co-or
dination
of
Federal
Grants

An increasing amount of federal funds are finding their way into Minnesota. During the present administration, these funds are being offered more and more in the form of block grants, allowing more discretionary power on the part of the applicant than is possible with categorical aid. Federal funds, however, are often being administered by non-profit groups, thereby bypassing state and local governments.

B. Federal Level.

1. President Johnson's memo

President's
Memo

On Sept. 2, 1966, President Johnson issued a memorandum that clearly indicated the position executive departments should take on regionalism. Entitled "Coordination for Development Planning", the memo stated that state and local planning agencies should be encouraged to use common or consistent planning bases. It also stated that boundaries used by the federal government for planning and development districts should be consistent with State planning districts and regions.

Regional Development Memo

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2. Circular A-80

A-80

The President's memo was implemented when the Bureau of the Budget issued Circular A-80. The circular instructed federal agencies to develop procedures for their programs that would insure compliance with the memo. Where states had delineated regions, the federal agencies were to use these regions for their programs.

3. Circular A-82

A-82

In 1967 the Bureau of the Budget issued Circular A-82 which stated that applications for federal funds would have to be reviewed by the metropolitan or regional planning agency in certain areas. In Minnesota this was in the Twin Cities and Duluth-Superior. (Section 204 of the Demonstration Cities and Metropolitan Development Act of 1966) In those areas where there was no metropolitan areawide agency, the Secretary of HUD was to request that the Governor designate one. Circular A-82 was revised in January of 1969.

4. Circular A-95 (See Exhibit 3)

A_95

In July of 1969, the Bureau of the Budget issued Circular A-95. This Circular supersedes A-80 and A-82. The purpose of A-95 is to implement the Intergovernmental Cooperation Act of 1968, particularly Section 201 and Title IV.

Part I of the Circular deals with the Project Notification and Review System (PNRS). This is where A-95 goes beyond previously-issued Part I Circulars and lays ground rules for the review process established under Section 204 of the Demonstration Cities and Metropolitan Development Act of 1966.

Under A-95 an applicant for Federal funds must notify both the State and either the regional (nonmetropolitan) or metropolitan clearinghouse of his intent to apply for a grant.

The clearinghouses then have 30 days in which to indicate their interest and to arrange for consultation on the project. By the time the application is completed either (1) all issues (if any) will have been resolved or (2) any remaining issues will be clearly identified. If there are remaining issues a clearinghouse has 30 days in which to file comments to accompany the application.

The application then is sent to the proper federal agency with either (1) comments made by and through the clearinghouses or (2) a statement that the required procedures have been followed and no comments received. These procedures must be followed in order for a federal agency to approve applications.

There are three types of clearinghouses:

1. State clearinghouse, a State agency with comprehensive planning capability, designated by the Governor. (e.g.: SPA)
2. Regional clearinghouse, a nonmetropolitan areawide agency with general planning capability designated by the

Regional Development Memo

-5-

Governor. (e.g.: a Regional Development Commission)

3. Metropolitan clearinghouse, a metropolitan areawide agency designated as such by the Bureau of the Budget for the purposes of Section 204 of the Demonstration Cities and Metropolitan Development Act of 1966. (e.g.: Metro Council) (2)

If there is no regional (nonmetro) clearinghouse, the application is required to go only to the state clearinghouse. Thus an application for water and sewer funds from an out-state municipality would only be reviewed by the State Planning Agency if there is no regional clearinghouse, even if the application would have an areawide effect. Presently, however, the State Planning Agency has been acting in a dual capacity by performing the functions of a regional clearinghouse as well as those of the state clearinghouse.

Special
purpose
units

Part I also specifies that where Federal law provides that both special-purpose units of local government and units of general local government are eligible to receive loans or grants, the federal agencies shall make the loans to units of local government rather than to special purpose units.

In addition, Part I requires that development of Federal projects (e.g.: Federal civil works, post offices, military or scientific installations, public buildings, etc) by Federal agencies should be evaluated by clearinghouses.

Thus the development of a Federal project in an out-state area, such as a Federal office building, would be cleared only by the SPA if there is no regional (nonmetro) clearing house, even though the project would affect a wide area.

- 2) Bureau of the Budget, Bureau of the Budget Circular No. A-95, What it is - How it works, July 24, 1969, p. 2 and 3.

Entitled "Coordination of Planning and Development in Multi-jurisdictional Areas", Part II of Circular A-95 encourages the States to develop systems of sub-state planning areas and thereby sets the stage for a more complete geographic coverage of PNRS. (3) This is provided to eliminate overlap, duplication, and competition in State and local planning activities assisted or required under Federal programs.

Part III refers to Grant-in-Aid Information. It assures the transmittal of information on federal grants to the States. This is done by supplying information to a designated State Agency (in Minnesota, Dept. of Ad. Organization & Program Dev. Unit) which agency in turn is responsible for disseminating information to the Governor, Legislature, state agencies, regional, metropolitan and local governments.

Part IV The final part of A-95 provides definitions of terms used throughout the Circular.

5. Summary of Federal trends towards regionalism.

What began with a short memo from the desk of President Johnson has now grown to a substantial comment on where the federal government stands on regionalism. The impetus for regionalism, outlined in A-95, whereby local government may have a significant input into projects that are areawide, is one that is not likely to be reversed at the Federal level.

Regional Development Memo

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National
Service
to
Regional
Councils

In its August 11, 1969, Newsletter, the National Service to Regional Councils comments that the whole process of coordination of governmental efforts at all levels is materially strengthened by Circular A-95. The Newsletter goes on to say that the ability of local governments and regional councils to do effective cooperative planning and to assure coordination of their efforts is vastly improved. (4)

Conclusion

It is clear that the federal government is anxious to work with the states and will accept recommendations for structure and membership when the states by statute make their wishes known.

Equally clear, however, is the fact that state agencies will be approving federal grants based on their own priorities, or their interpretation of regional plans if the local units of government are not organized for this purpose (See Circular A-95) under Joint Powers, the Regional Development Act or the Regional Planning Act of 1965.

- 4) National Service to Regional Councils, Newsletter, Aug. 11, 1969 p. 2.

C. Regionalism in other states

1. Growing trend of regionalism.

The 1970 edition of the Regional Council Directory published by the National Service to Regional Councils, contains 576 regional council listings, an 18 percent increase over the 1969 listings. Of the 576 councils, the breakdown is as follows:

- 28% - Councils of Government (COGS)
- 5% - Combination of COGS and Economic Development Districts
- 48% - Regional Planning Commissions
- 15% - Economic Development Districts
- 4% - Miscellaneous (e.g: Metropolitan Council of the Twin Cities area)

The increased growth trend of regional councils began in 1966 and during the last three years, the number of regional councils has doubled. (5)

2. Definitions of regional councils.

The National Service to Regional Councils defines several types of regional councils.

- a. Councils of Governments - voluntary associations of local governments represented by their elected officials.

Types of
Regional
Councils

5) National Service to Regional Councils, 1970 Regional Council Directory, February, 1970, p. 3.

- b. Economic Development Districts - generally non-profit corporations which coordinate public and private efforts within a multi-county area to promote economic progress and development. Districts are designated by E.D.A. of the Department of Commerce. Usually local government elected officials compose the greatest part of the membership.
- c. Local Development Districts - primary aim is economic and social development with emphasis on actions and programs. The outgrowth of the Appalachian Regional Development Act of 1965. Governing body consists of predominantly citizens representing planning commissions, industry, other community interests, and the state and local governments involved;
- d. Regional Planning Commissions - prime responsibility for comprehensive planning, traditionally emphasizing land use planning or coordination of local plans for more than one governmental jurisdiction. Often, they are official agencies of the state, formed by specific state act or general enabling legislation. Representation on the governing board usually is predominantly citizens appointed by the state or local governments involved.

e. Resource Conservation and Development

Projects- multijurisdictional projects to accelerate land conservation. Projects are cooperative endeavors of Soil and Water Conservation Districts and the Department of Agriculture. Governing bodies may be composed of local government elected officials and conservation interests.

f. Miscellaneous - other organizations which are multijurisdictional in nature and emphasize planning and coordination in the public sector. These groups may combine certain characteristics of the regional councils mentioned above. (e.g: Metro Council in Twin Cities area, Hudson River Valley Commission in New York State) (6)

3. Other States.

The Federal Aid to Highways Act of 1962 required certain localities to undertake regional transportation studies on a cooperative, continuous basis in order for them to receive federal highway funds. In Texas, the ten county area which undertook the regional transportation study, later became the North Central Texas Council of Government.

Texas

6) Ibid, p. 7

Regional Development Memo

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As a result of enabling legislation authorizing the creation of regional planning commissions, the Governor of Texas in 1968 designated twenty-one multi-county regions in the state. The regions provide a framework for coordination of functional planning activities of state agencies and serve as a guide to state and federal agencies in developing regions for delivery of services. They also are used by the Governor in approving the boundaries of regional councils. (a)

Texas

Texas has a variety of regional councils, "known as council of governments, regional planning commissions, area councils and development councils. (b) The Housing and Urban Development Act of 1965 and the Demonstration Cities and Metropolitan Development Act of 1966 were responsible for the development of many of the regional councils throughout Texas and the country in general. (7)

Texas state policy is reflected in the recent increase of general support state funding for regional councils to one-half million dollars for this year. These councils are also doing the planning for water quality, criminal justice and areawide comprehensive health planning. (8)

Wisconsin legislation authorizes the Governor to create regional planning commissions on the petition of local governmental units. (Statutes 1955, 66.945)

Wisconsin

Wisconsin has delineated uniform administrative areas and districts. At the request of the Governor, the State Department of Local Affairs and Development is currently studying the feasibility of establishing area-wide planning districts coterminous with the uniform administrative districts. (c)

7) Regional & Intergovernmental Relations in Minn. p. 131 and 132.

8) Natl. Serv. to Regional Councils, Quarterly Review, Vol. II, No. 4, Oct. 1969 p. 5.

a) Center for Applied Research in the Apostolate, Current Status of Multi-County Districting, March, 1970, p. 43.

b) Ibid, p. 43.

c) Ibid, p. 49.

Illinois

The Illinois State Legislature recently passed a bill enabling the creation of regional councils to study regional problems, promote cooperation among local governments and recommend action to those governments. (9)

State Planning and Development Regions were designated by Executive Order of the Governor on February 12, 1968.

These regions are intended to provide a framework for coordination of state, local and federal planning and development programs.

Michigan

Michigan has enabling legislation (PA 1966, No. 46) permitting two or more contiguous counties to create a regional economic development commission. (10)

Virginia

In 1968, the Virginia Legislature passed an Area Development Act, allowing for the delineation of planning districts and the creation of planning commissions in accordance with district boundaries. In July of 1969 the Division of State Planning and Community Affairs delineated the districts; since then local governments in fifteen of the districts have established planning commissions. (11)

Although the above listing of examples in other states is not all inclusive, it does give a picture of national trends. For a complete listing of states involved with regionalism, see Current Status of Multi-County Districting, March, 1970, by the CARA (available upon request in consultant's files.)

9) Quarterly Review p. 4

10) Current Status of Multi-County Districting, p. 22.

11) Ibid. p. 46

D. Minnesota

1. Legal Basis.

In 1943, the State Legislature passed the "Joint Powers Act" providing that, ".... two or more governmental units, by agreement entered into through action of their governing bodies, may jointly or cooperatively exercise any power common to the contracting parties or any similar powers...." (12)

As a result, many units of government have cooperated for purposes of planning and the provision of public services.

In Minnesota, where we have the fourth largest number of governmental units in the nation, the Joint Powers Act was a first step in the solving of government proliferation. (13)

The Minnesota Municipal Commission Act of 1959 encourages the consolidation of existing units whenever the facts of a situation permit and warrant such consolidation.

The Regional Planning Act of 1965 (M.S. 462.371) empowers any two or more counties, cities, villages, boroughs or towns to enter into an agreement under the Joint Powers Act for the conducting of regional planning activities. Under this act, the Iron Range Planning Board was formed, as were COGs in St. Cloud, Moorhead and Rochester.

12) Minnesota Statutes, 471.59, Joint Exercise of Powers Act of 1943.

13) St. John's University, Regional & Intergovernmental Relations in Minn. p. 1.

The Regional Planning Act of 1965 provides only for voluntary cooperation for regional planning. The members of the board (selected from the governing bodies of the participating governmental units) are free to accept or reject the regional plan.

In 1965 the State Legislature also passed the State Planning Act (M.S. 4.10-4.17) encouraging joint planning over broader geographical areas than a single unit of government. (14)

2. State Planning Agency Involvement
with Regionalization

The first application for federal assistance submitted by the SPA to HUD discussed inter-relationships between governments and federal aid programs. The application, coded P-63, took into account regions of the state. This application was submitted in April of 1966 and was later revised in August of 1966 to include the following. (15)

Application

P-63 (2) "Examination of the relationship between the state and local units of government, the metropolitan areas and the regions of the state, their relative role in the development process and their planning and policy needs (3) "Examination of federal aid programs involving the state and local

Federal
Assistance
Applica-
tions

- 14) SPA, Biennial Report 1965-67, Jan. 15, 1967, p. 7.
- 15) SPA, "Application for Federal Planning Assistance Funds to Develop a Comprehensive State Planning Program for the State of Minnesota" p. 63, revised, Aug. 1966.

units of government, metropolitan areas and regions. Determination of planning and policy needs in terms of the use of these programs and their effect on the development process."

On December 7, 1966, Dr. John Hoyt, Jr. presented a report on regionalization to the State Planning Advisory Committee. Raymond Olsen commented that the SPA is convinced of the need for regionalization and that the staff was exploring its possibilities and would make every effort to secure necessary legislation. The Advisory Committee indicated at that time that it was in agreement with the emphasis being placed on regionalization. (16)

The Biennial Report of the SPA submitted on January 15, 1967, further expressed the stand the SPA had taken on regionalization. In this report, the SPA recommended enactment of a strong regional planning and development act during the 1967 session of the Legislature. (See Exhibit /)

Biennial
Report
1965-1967

The 1967 session of the State Legislature did not act on the recommendations of the SPA. However, it did form the Twin Cities Metropolitan Council, charge a Senate committee with holding hearings on regional problems, and appropriate funds to the SPA for research on regional boundaries and research on needed legislation to enable local governments to organize regionally. (17)

16) State Planning Advisory Committee Meeting, Minutes, Dec. 7, 1966

17) State Planning Advisory Committee Minutes, March 12, 1970, p. 1.

Shortly after the publication of its Biennial Report, the SPA submitted its budget request to the State Legislature:

1967-69 Budget Request (p. 16) (March 29, 1967)

Section VI - Development of urban and rural regions.

(Consists of individual projects designed to test mechanisms and gather basic data needed for building of sound regional planning and development programs. Includes such individual work items as a pilot project for coordination of public services at the regional level and definition of social and economic regions in the state) \$105,000.

In their August 24, 1967 meeting, the Advisory Committee approved the section on Regional Planning Development that would be included in the new application for federal assistance.

Almost simultaneously with the submission of the new application, the SPA submitted to HUD a Progress Report on P-63 stating that, "Work has also been done in development of a tentative breakdown of the State of Minnesota". And, in the Completion Report on P-63, the SPA summarized how a part of the federal funds had been spent:

P-63 Completion Report - (p. 3)

"Another area of research was concerned with identification of socio-economic regions within the State of Minnesota, regions which could be used for planning and development (and, possibly, for administrative purposes)."

P-101 In September of 1967, the SPA submitted P-101, an application for federal assistance. (See Exhibit 2, p. 69-81)
This application included requests to conduct the following studies:

Regional Delineation

Regional Coordination of
Development Services

Regional Centers Study

Regional Organization Study

The Advisory Committee again discussed regionalization especially as it relates to health planning, in their Oct. 10, 1967 meeting. One committee member requested that the committee receive further information and that regionalization be employed in areas other than health.

On November 8, 1967, Dr. Hoyt gave a slide presentation on 11 regions delineated by the University. Mr. Olsen stated that a memo would be sent to the Governor stating that Dr. Hoyt's regions should be retained; for comprehensive state planning seven larger areas should be used. After the end of one year a recommendation would be made pertaining to:

- 1) the continuation of the regional concept
- 2) the validity of the regions and areas delineated

The aforementioned memo was received by Governor LeVander on November 10, 1967. (See Exhibit 3)

Regional Development Memo

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Exec.
Order
No. 9

On November 13, 1967, Governor LeVander issued Executive Order No. 9, the contents of which was based upon a study on the regional delineation of Minnesota conducted by the University.

The purpose of Executive Order No. 9 as stated therein was three-fold:

- 1) to provide, on a trial basis, Pilot Planning Areas and Economic Regions through which the State Planning Agency, in cooperation with other state agencies, may focus statewide planning on regional and local development problems.
- 2) to provide a means for testing, in the light of day-to-day practical problems, the adequacy and relevance of the regional approach in relating statewide planning to local situations.
- 3) to permit testing of the applicability of economic regions in terms of their boundaries and their size. (~~See Exhibit 4~~)

The order delineated Minnesota into 11 regions and 7 planning areas based upon economic, social and governmental criteria.
(See Exhibit 4)

During the first months of 1968 the SPA moved to implement Executive Order No. 9 by conducting statewide comprehensive planning programs along regional lines. Comprehensive Health Planning had been conducted in accordance with the planning boundaries delineated by Executive Order No. 9 since October of 1967. As the Comprehensive Crime Prevention and Control program was funded, this program also followed the planning area boundaries.

Governor's
Conference

The concept of regional planning and development received additional support at the Governor's Conference on Rural and Community Development held in Mankato on May 23, 1968. The keynote address given by Governor LeVander called for a "rural renaissance" through the use of regional planning and development. (See Exhibit 5) The Committee on Regional Development proposed four resolutions that were passed by the members of the Conference. (See Exhibit 5a)

In its Sept. 11, 1968 meeting the State Planning Advisory Committee discussed the SPA's work program for the following two and one-half years. Included in the work program were the "Basic Principles and Objectives for State Planning". (See Exhibit 6, p. 4)

The Advisory Committee on November 21, 1968, discussed the HUD financed "Statewide Planning Program" which included a progress report on the "Regional Centers Study" conducted by Public Administration Service of Chicago and the "Regional Organization Study" conducted by St. John's University. (See Exhibit 7) Also on November 21, 1968, the Subcommittee on State Departments (Senate Civil Administration and Metropolitan Affairs Committee) held a hearing concerning regional structure. At this meeting

Regional Development Memo

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Civil
Ad
Committee

representatives from the Metropolitan Council, HUD, the Citizens League, the Metro. Inter-County Council, the Arrowhead District, the Minnesota Department of Economic Development and the Upper Great Lakes Regional Commission discussed their organizations' functions on a regional basis. Mr. David Kennedy, from the SPA's Office of Local and Urban Affairs, discussed the studies on regionalization being conducted and the possibilities of forming regional planning and development commissions to coordinate local government activities. (18)

S.W.
State

In December of 1968 the State Planning Agency, along with other agencies, cooperated with the University of Minnesota's Agricultural Extension Service and Center for Urban Regional Affairs in sponsoring a conference at Southwest State College. The Conference on Rural Development in the Future of Small Communities concerned itself with a discussion of regionalism and its relation to small community problems. (19)

P-163

On December 30, 1968, a new application for federal assistance was submitted to the Chicago regional office of HUD. (See Exhibit 8)

- 18) Subcommittee on State Department, Minutes, Nov. 21, 1968
19) SPA, Local and Urban Newsletter, Vol. 1, No. 2, Nov. 1968

Regional Development Memo

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The Biennial report for the years 1967-69 was ready for distribution by the SPA on Jan. 15, 1969. Under the heading, "Major Components of Present State Planning Program", regional development was discussed. (Exhibit 9). The studies undertaken by the SPA in regard to Regional Development were also reported on in the biennial report. (Exhibit 9a)

Studies
Completed

During January of 1969, the three studies undertaken by PAS, Dr. Hoyt, and St. John's University were completed. The meeting held on January 22, 1969, by the Advisory Committee was largely concerned with regionalism. In addition to the completed studies, discussion also took place regarding a SPA staff paper on regionalism. (Exhibit 10) At this meeting, the Advisory Committee agreed to develop a set of recommendations to the Governor and the Legislature.

Recommendations to
Governor
and
Legislature

The report, A Regional Planning and Development System for Minnesota was discussed by the Advisory Committee on February 20 and submitted to the Governor and every member of the Legislature on February 25, 1969. (Exhibit 11)

The 1969-71 Budget request was submitted by the SPA the same month:

Budget
Request

1969-71 Budget Request Program Budget Supplement

(p. 223) (Feb. 1969) "Regional Studies -

Objective: Establish substate regions as a basis for promoting economic growth, regional planning and intergovernmental cooperation."

3. Executive Order No. 37

In its recommendations to the Governor and the Legislature the SPA proposed the following:

- The Governor issue an Executive Order establishing 11 planning and development regions for the state.
- Regional border counties (defined as "transitional counties") be involved in final determination of regional boundaries.
- All multi-county state and federally sponsored planning districts conform to the region boundaries.
- State departments and agencies be directed to work towards conformance with the regions.
- Enabling legislation be enacted to establish regional planning and development councils, composed primarily of elected officials. These councils will be designed to conduct regional planning, render technical assistance to local units, and act as the authorized regional governmental body for regional planning grants-in-aid.

On April 3, 1969, Governor LeVander signed Executive Order No. 37 delineating 11 multi-county planning and development regions for:

1. The collection and classification of data for state, local and regional planning.
2. The coordination of state, regional and local planning activities.

3. The coordination of federally sponsored or operated programs at the regional level within Minnesota.
4. The coordination and unifying of local resources for resolving local problems and exploiting opportunities.
5. Providing a framework for the organization of local government for intergovernmental cooperation and planning. (See Exhibit 12)

Transi-
tional
Counties

Incorporated into Executive Order No. 37 was a provision for 32 "transitional" counties to determine their final regional assignment within twelve months. During these months the State Planning Agency was requested by the Governor to conduct a public meeting in each transitional county to assist the county in evaluating its natural regional association.

The Governor also directed the SPA to conduct a meeting in each of the ten out-state regions to discuss the regions and the benefits of a regional structure. The following regional meetings were held during September and October of 1969:

Region 6	Hunt Hotel, Montevideo	Sept. 10, 1969
Region 8	American Legion Hall, Pipestone	Sept. 11, 1969
Region 10	Sheridan Rock Hotel, Rochester	Sept. 17, 1969
Region 9	Mankato State College, Mankato	Sept. 18, 1969
Region 4	State Hospital, Fergus Falls	Sept. 22, 1969
Region 1	City Hall, Thief River Falls	Sept. 23, 1969
Region 2	Bemidji State College, Bemidji	Sept. 24, 1969
Region 3	Arena Auditorium, Duluth	Sept. 29, 1969
Region 5	State Hospital, Brainerd	Sept. 30, 1969
Region 7	St. Cloud State College, St. Cloud	Oct. 1, 1969

4. Enabling Legislation

The State Planning Agency in its report to the Governor and the Legislature, also recommended that enabling legislation be enacted during the 1969 session of the Legislature to permit the formation of regional planning and development commissions.

On April 18, 1969, two companion bills were introduced in the House and the Senate. H.F. No. 2622, introduced by Messrs. Renner, France, Newcome, Barr, and Everson, and S.F. No. 2231, introduced by Messrs. Rosenmeier, Harren, and V. K. Jensen, authorized the development of regional commissions on petition of a combination of counties and municipalities within the region or at the initiative of the Governor. The Senate bill was referred to the Civil Administration and Metropolitan Affairs Committee, and the House bill was sent to the Governmental Operations Committee.

The Subcommittee on State Departments held a hearing on S.F. 2231 on April 30 and made recommendations for amending the bill. On May 3 the entire Civil Administration Committee heard the bill and the proposed amendments. After further amending the bill, the committee recommended that it be referred to the Senate Finance Committee, where it was heard on May 9. On May 23, S.F. No. 2231 was brought to the floor under Senate Rule No. 10, which allows special treatment for bills from the Finance Committee. It was read for the third time and placed on its final passage. The bill passed with 60 "yeas" and 0 "nays".

In the House, H.R. No. 2622

5. Other Legislation That Refers to Regionalization -
Minnesota Laws, 1969

Chapter 1122 of the 1969 Laws represents a major breakthrough for regionalism in Minnesota. It is, however, not the first step in that direction as was previously shown under Section 1, Legal Basis.

In 1969 four other laws were enacted that refer, some more directly than others, to the regionalization of Minnesota. (See Exhibit 13)

6. Minnesota's Experience With Regionalism

The Twin Cities Area Metropolitan Council is a unique experiment in regional cooperation. It differs from a Council of Governments in so far that it has more power than that of "persuasion". And yet, local governments within the metro area still retain their traditional authority. Organized under special legislation in 1967, a testimony to the Metro Council's success thus far, is the acceptance it has had with the local communities and the respect it has gained nation wide as an innovative approach to complex urban problems.

Metro
Council

Other associations of government include the League of Minnesota Municipalities, the Minnesota Association of Counties, the Township Supervisor's Associations and numerous school district organizations. Local officials have often formed regional organizations to solve area-wide problems, as is emphasized by the Hennepin County League of Municipalities, the Anoka County Municipal Association, the Metropolitan Inter-County Council, and others. (20)

Probably most pertinent to a discussion of Regional Planning and Development Commissions are those regional organizations which are, "encouraged by and usually financed by federal agencies, and which involve the creation of a 'governing body' made up of local officials and/or citizens." (21) (See Exhibit 14)

20) Grosenick, Leigh E. A Manual for Interlocal Cooperation in Minnesota, SPA, 1966, p. 23 and 24.

21) SPA, "Existing Multi-County Organizations in Minnesota" March 21, 1967

Regional Development Memo

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When the Regional Development Act of 1969 was written, the Arrowhead Economic Development District, established under Section 403 of the United States Public Work and Economic Development Act of 1965, was "grandfathered" into the Act.

This organization had been functioning since May of 1967 under private non-profit status. It received financial assistance from the Economic Development Administration of the Department of Commerce, the Iron Range Resources and Redevelopment Commission and the Area Redevelopment Administration.

Arrowhead
Regional
Development
Commission

After the enactment of the Regional Development Act of 1969, procedures were undertaken to change the organization from District to Commission status. By-laws have been written and will be approved by June 30, 1970, and a chairman for the commission has been appointed. In addition, staffing requirements have been determined in conjunction with the State Civil Service Department and advertising for a full-time

staff is presently under way.

The State Planning Agency has been providing assistance to the Arrowhead Regional Development Commission during the transitional period and it views the Arrowhead Region as a model for future commissions that may be formed. (22)

7. Summary

The trend toward solving the enormous problems of governmental proliferation has been established through various acts of the Legislature, the most important of which has been the Joint Powers Act of 1943.

This trend, combined with the impetus for regionalization from the Federal Government, moved the State Planning Agency to think in regional terms almost from its inception in 1965.

Research efforts on the part of the SPA and the Senate Civil Administration Committee kept the concept of regionalism in the public view during 1967 and 1968.

Governor LeVander's Executive Order No. 9 provided an opportunity for experimenting with regional boundaries for one year. Executive Order No. 37 and Minnesota's 1969 Laws, Chapter 1122, made regional development commissions a possibility, and the organization of the Arrowhead Commission, in turn, provides a workshop to test regionalism.

III. Criticisms of Regionalism

Since the passage of Chapter 1122 of the 1969 Minnesota Laws, the concept of regionalism and the bill itself have been under serious attack. Most of the controversy arose after several Minnesota local newspapers published articles questioning the content of Chapter 1122 and the validity of the regional concept.

Although dissatisfaction with the Regional Development Act varies with each source, there are certain elements of opposition that are raised most frequently.

A. Funding a Regional Development Commission

One question common to all recommendations for change is, "How much will it cost?" This is a very legitimate question, one that all taxpayers have a right to ask and have answered.

First of all, it is important to know what expenditures are presently being undertaken to meet federal and state requirements. Only a few years ago, HUD and FHA required that comprehensive county plans be in process in order for a community to receive federal funds. This is no longer the case. HUD has established October of 1970 as the deadline date for the completion of planning, and FHA has stated that all county plans must be completed by March of 1971 in order for a community to receive federal funds.

Although many counties have completed their comprehensive plans, additional expenditures will be necessary to maintain these plans and to implement them. This requires financing individual professional staffs.

And with the Federal emphasis on regional planning, the area of concern of county planning commissions will not be sufficiently broad enough to obtain bonus funds granted to regional planning bodies; thus, planning on a county by county basis may prove to be more expensive than regional planning.

The Regional Development Act specifies in Subd. 2, Section 16, that the state will make available to any commission created under the Act a sum not to exceed \$25,000 a year for the fiscal years 1970 and 1971. Thus, any commission established during 1970 and 1971 will have state funds available for its use. This allows a commission a two-year period in which to operate without any expense to the region. After fiscal year 1971, the commission may levy a tax not to exceed one-half mill on all taxable property within the region. Although this is hardly a burdensome amount, it will be a sufficient quantity when collected on a regional basis, to supplant the assistance received from the state during 1970 and 1971. (For the amount each region could raise, see Exhibit 15)

The taxpayer is protected from the tax becoming a burden by virtue of the fact that the one-half mill is state law and of course can only be changed by elected representatives.

The authors of the Regional Development Act of 1969 certainly had no expectations of a region maintaining a planning and development commission on \$25,000 a year. Rather, they directly gave the commission the authority and, indirectly, the obligation, to obtain funds from sources other than the state or region. The obtaining of federal funds to finance regional programs relates directly to the capabilities of staff members.

Regional Development Memo

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For fiscal year 1971 the Arrowhead Regional Development Commission is submitting the following applications for Federal funds.

* LEAA

Omnibus Crime Control and Safe Streets Acts funds	\$22,000
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* <u>Department of Corrections</u> funds for Regional Juvenile Detention Center	\$ 4,200
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FHA

Water and sewer regional survey funds	\$80,000
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HUD

"701" planning funds	\$28,500
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* Department of Commerce (PSC)

Public Service Careers funds (\$45,000 of this is administrative)	\$351,000
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EDA and state funds will be used for FY 1970.
These funds are applied for over two six-month periods.

EDA

* July 1 - Dec. 31	\$ 31,096
Jan 1 - June 30	\$ 31,096

State of Minnesota

* July 1 - Dec. 31	\$ 12,500
Jan 1 - June 30	<u>\$ 12,500</u>

Total budget for FY 1970	\$ 87,192
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* Confirmed funds

B. Appointing Staff Members

Criticism has been raised as to the manner in which the professional staff of a Regional Commission will be appointed.

The law states that an Executive Director is to be appointed by the Commission, upon the recommendation of the Chairman. He may be chosen from among citizens of the nation at large, and will be selected on the basis of his training and experience in the field of government affairs. (Sec. 9, Subd. 3)

The fact that the Chairman recommends a person to serve as Executive Director is certainly not an unusual procedure to follow, as is evidenced by the fact that this method was adapted from Metro Council legislation. In any organizational setting, it is important for the chief representative of a policy-making group to enjoy a good working relationship with staff members. The fact that the Executive Director may be chosen from a wide area would serve to encourage the appointment of a highly qualified individual rather than limiting the origin of the Executive Director to a multi-county area at the risk of accusations of "political patronage".

The Act also insures professional staffing by stating that the Commission shall consult with the State Director of Civil Service in adopting merit plans, terms and conditions of employment, the fixing of compensation, etc. (Sec. 9, Subd. 4) This involvement of the Civil Service Department again safeguards the principle of expertise.

Important to a discussion of staffing, is the fact that all appointments are made by the Chairman, subject to the approval of the Commission. The Commission may include any specific details it wishes to clarify in regard to staffing in its by-laws.

Provisions are also made in the Act to allow for regional commissions to share basic staff services and for commissions to contract with certain groups and local government to obtain or perform services. As previously mentioned, wise use of the regional staff by local governments could result in substantial savings.

The whole procedure of obtaining Federal funds requires a vast knowledge of intergovernmental structure coupled with a sharp perception of Federal trends. The more competent the staff is, the more Federal funds will be channeled to the region. Regionalism provides the first opportunity for local governments to have assistance from top-notch professional staffs. It also insures local planning will be conducted by competent staff equal to state planning.

C. Composition of the Commission

Probably more than the manner in which professional staff members are appointed, the composition of the commission itself has been challenged as not being truly representative of the region.

The first chairman of a Regional Development Commission will be, by law, appointed by the Governor. (Sec. 7, Subd. 3) He must be a resident of the region who has experience in the field of government affairs. His appointment by the Governor enables the Commission to begin functioning and it is his responsibility to call together specified elected officials to determine the membership of the Commission. Although the chairman is originally appointed, his term expires in two years, after which time the Commission elects a chairman from among its membership.

Chairman

When Chapter 1122 was being written, emphasis was placed on flexibility by having each region determine its method of commission membership selection and writing this method into its by-laws. The responsibility for ensuring a truly representative commission membership rests with the wide sample of elected officials who draw up the original by-laws. Citizen group memberships are determined only after the by-laws have been written by the elected officials. The law specifically states that the citizen group must include members of minority groups in the region so that all elements of the public and private sectors are duly represented.

The enabling legislation again permits a great deal of flexibility by allowing the Commission to state in its by-laws how the Board of Directors will be elected. Although the 11 man board need not consist of Commission members, the method of selection remains in the hands of the elected officials who draw up the by-laws. By limiting the number of elected officials to not more than six, the implication is present that private citizen groups will also be represented on the Board of Directors.

Board
of
Directors

Regional Development Memo

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This space for federal funds and programs
now bypassing elected officials.

D. Role of the Governor

Apprehension has been expressed as to the involvement of the Governor in both the designation of regional boundaries and the formation of regional commissions.

As State Planning Officer, the Governor is ordered by Statute to, "Encourage the development of planning programs by state departments, agencies and local units of government". (M.S. 4.12 Subd. 2, (8)) As such, the request that planning follow regional boundaries logically came from the Governor in the form of two Executive Orders (Nos. 9 and 37) The boundaries were delineated on the basis of economic, social, and governmental criteria by Dr. John Hoyt of the University of Minnesota according to the methodology outlined in the publication, Regional Development Systems in Minnesota. (23)

The question has been raised as to why Congressional and Legislative boundaries were not used as criteria in delineating regions. The fact is that these boundaries bear no relation to area resources and have no logic for administrative purposes. In addition, reapportionment after every census causes changes in the district, thereby making the boundaries mobile and therefore somewhat unstable.

The delineation of planning and development boundaries does not preclude planning on a subregional or district level. "The purpose of the Act is to encourage local and subdistrict planning capability...." (Minn. Laws, 1969, Chapter 1122 Sec. 10 Subd. 4)

23) John S. Hoyt, Jr. Regional Development Systems in Minnesota, Jan. 1969, p. 19-43.

The Regional Development Act in no way interferes with the Joint Powers Act. (M.S. Sec. 471.59) or the Regional Planning Act (M.S. Secs. 462.371 to 462.375). Thus, although there will still be many subregional boundaries there will be only one set of regional boundaries. This is essential for the sake of coordination and efficiency in planning and development.

Executive Order No. 9 clearly directed all state agencies, "to work with the state planning agency, as appropriate, in testing, evaluating, and refining the regional delineations...." These boundaries were used for over a year for purposes of statewide comprehensive planning. In April of 1969 when Governor LeVander issued Executive Order No. 37, the regions were modified by designating thirty-two of the counties as "transitional". This established the fact that some counties would wish to determine on their own which regional affiliation would most closely serve their general welfare. Again, measures were included in the Executive Order whereby, after meeting with State Planning staff members, transitional counties could determine their designation.

When the Regional Development Act of 1969 was enacted, it went beyond Executive Order No. 37 by stating in Sec. 5 Subd. 1 that "any county may request assignment to a region other than that proposed by the order." (Exec. Order No. 37) In the event that the Governor finds the request for reassignment unacceptable, the county will remain in the originally designated region until the next session of the Legislature. (Sec. 5, Subd. 1)

Thus, as Governor LeVander mentions in a letter to County Board Chairmen (See Exhibit 16) the initial regional boundaries are not "cast in stone".

During the summer of 1969, resolutions passed by the governing bodies of several Minnesota counties and municipalities were received by the Governor. Approximately twenty-six of the resolutions requested that the Governor appoint a chairman in a particular region so that a Commission may be established and approximately the same number requested only assignment to a particular region. It should be noted that although the number of resolutions originating in each region varied, every one of the ten regions was represented.

What seemed to be a favorable trend for proponents of regionalism changed when certain indications of opposition appeared in several newspapers in the state. Some counties and municipalities that had originally favored the Regional Development Act of 1969 passed resolutions rescinding their earlier requests and further resolved that the Governor should stop all further action in regard to regionalism until the Act could be reviewed by the 1971 session of the Legislature. Two counties in one region passed identical resolutions favoring a revision of the Act by the 1971 Legislature to alter it so that it will, "provide true democratic participation by the public in the formation and operation of regional commissions," and, "that residents not be left with such a highly centralized, undemocratic selection of regional officials as the present law provides". One county came out in total opposition to regionalism by passing a resolution stating that it recognizes the attempt of the State Planning Agency to usurp local governmental authority; it lacks interest with the region and wants to function only as a county; and it wishes to go on record as opposing Regional Development Systems and Regional Development Commissions.

In one region, twenty-seven townships passed identical resolutions requesting their state legislators to do all in their power to prevent the establishment of a Regional Commission in their area under the 1969 Act. In addition, they requested the Governor not to appoint a Commission Chairman for their region until the law has been amended or repealed.

Although opponents of the Regional Development Act have not been in the majority, the amount of opposition that has been generated did discourage the Governor from releasing permanent regional boundaries on April 3, 1970, as had originally been intended. Another deadline set by the Governor for May 1st was also not met. Thus the Governor has demonstrated that he will not "force the issue" while there is considerable opposition. Those counties that do desire assignment to a particular region and the establishment of a Regional Development Commission remain in an unresolved situation. At the time of the writing of this memo the consultant's office was informed that the Governor would sign an Executive Order regarding delineation on June 11, 1970.

A common misunderstanding of the Act has been that if and when the Governor assigns counties to a particular region, this will mean that a Regional Development Commission will be formed. The Act clearly states that a commission will be established only if a combination of counties and municipalities representing a majority of the population of the proposed region request such establishment or if the Governor feels that sufficient need for a Commission exists, in which case he has the power to initiate its establishment. (Chan. 1122, Sec. 9, Subd. 1) That the Governor would initiate the establishment of a Commission in the face of opposition is indeed highly unlikely. Governor LeVander himself stressed

the fact that establishment of regional boundaries does not mean establishment of Regional Development Commissions. (See Exhibit 16, p. 2)

E. Role of the Commission

Probably the greatest trepidation expressed by local governments has been that Regional Commissions, if established, will minimize the importance of "grass roots" decision making.

Receive
Federal
Funds

One important function of a Regional Commission will be to receive state and federal grants for regional programs. (Chapter 1122, Sec. 10 Subd. 2) This would mean that unlike the present situation, where Federal money is often channeled to non-profit private organizations, funds would be distributed by a group of commissioners responsible to an entire region.

Compre-
hensive
Planning

"The Commission shall prepare and adopt, after appropriate study, and such public hearings as may be necessary, a comprehensive development plan for the region." (Chapter 1122, Sec. 10, Subd. 3) This section goes on to say that the Commission shall use to the maximum extent feasible studies and data available from other planning agencies within the region. Thus, for the first time, a coordinating body would exist to make use of valuable resources that have lain on shelves for long periods of time.

Regional Development Memo

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Planning
Review

Sec. 11 Subd. 1 allows for review by the Commission of long-term comprehensive plans submitted by local governmental units. It also establishes a time element for conducting this review. No longer will it be possible for one governmental unit to enact a plan that would have a detrimental effect on neighboring communities.

1. local
govt.
units

The reviewal safeguard applies also to independent agencies, (Sec. 11 Subd. 2) when their comprehensive plans have a regional effect.

2. inde-
pendent
agencies

For example, an independent agency involved in manpower programs would have to coordinate its efforts with the entire region.

3. federal
and state
aid
programs

All applications for Federal or State funds, related to the region would be reviewed by the Commission. (Sec. 11 Subd. 3) As this includes applications for aid to conduct studies, no university or state agency would be allowed to conduct duplicative or overlapping studies.

Guidelines for these review procedures would follow federal mandate (A-95) and would be approved by the state planning officer to ensure their coordination with state procedures.

Urban
and
rural
research

The Regional Development Act also authorizes the conducting of studies on a regional basis. (Sec. 11 Subd. 5) Research would assume a broader base thereby allowing small communities with limited financial resources to benefit from studies conducted by a professional staff.

Civil
defense -
flood
plain
mgt.

Sec. 11 Subd. 6. Programs that undeniably exert a regional influence such as civil defense programs, community shelter planning and flood plain management would be coordinated. This would eliminate, among other things, projects in one area of the region that have an adverse effect on other areas due to their common location on the same flood plain.

Local
govt.
boundaries

This section (Sec. 11 Subd. 7) is commonly misconstrued as giving a Regional Commission the authority to change governmental boundaries. The Act allows only for the Commission to conduct feasibility studies and to participate in hearings before the Minnesota Municipal Commission. Thus, one unit of government that feels threatened by a proposed boundary change of another unit, would be represented in hearings and would have the additional support of objective research.

Special
districts

Without the effect of a vote, a commission member may serve on any subregional planning board or council of government in the region, thereby serving as an information source concerning regional matters. (Sec. 11 Subd. 8)

Data and
Informa-
tion

Subd. 9 allows the Commission to develop a data bank in cooperation with colleges and other governmental units. The invaluable services available at colleges and universities would, on the establishment of a Commission, relate directly to the community.

Service
to
local
government

A very important function of the Commission would be to provide services and technical assistance to local units of government. Professional expertise that is presently out of reach for many communities would be available on a cost-saving contractual basis.

F. Passage of Regional Development Act of 1969.

The general impression gained when reading criticisms generated against the Regional Development Act is that it was "railroaded through the Legislature" with little public exposure.

As was previously pointed out under the heading "State Planning Agency Involvement," the SPA conducted an intensive amount of research into the concept of regionalism during the past four years. In addition, the bimonthly Newsletter published by the SPA's Department of Local and Urban Affairs contained the following articles pertaining to regionalism:

- "Regional Development Concept
Being Studied by State Planning
Agency (page 2) Sept. 1968, Vol. 1, No. 1
- "Conference on Rural Development
and the Future of Small
Communities" (page 2) Nov. 1968, Vol. 1, No. 2
- "State and Regional Planning
for Crime Control" (page 2) Mar. 1969, Vol. 2, No. 2
- "Governor and Legislative Act to
Establish Regional Development
Commissions" (page 2-4)
and
"Why Regions for Minnesota" (p. 4) May 1969, Vol. 2, No. 3
- "Regional Development Commissions
Authorized for Minnesota" (p. 1-3) July 1969, Vol. 2, No. 4
- "Meetings on Regional Development
Scheduled by State Planning
Agency" (page 1)
and
"Elected Officials and Interested
Citizens Invited to attend
Meetings on Reg. Devel." (page 2) Sept. 1969, Vol. 2, No. 5
- "Statewide Regional Planning and
Development Meetings Concluded" (p 1) Nov. 1969, Vol. 2, No. 6
- "New State-Regional Review
System Established" (page 1)
and
"Designated Metropolitan Clearinghouses
in Minnesota" (p 2 and 3) Jan. 1970, Vol. 3, No. 1

These newsletters have a distribution rate of over 3000 copies and are sent to all Minnesota units of local government. The booklet Regional Planning and Development in Minnesota, published by the SPA in July of 1969, also had a wide distribution.

News-
papers

Articles appeared in the Minneapolis Star and Tribune, the St. Paul Pioneer Press, the Mankato Free Press and other small local papers explaining and defining the Regional Development Act and the concept of regionalism in general.

Hearing

The Subcommittee on State Departments of the Senate Civil Administration Committee held a hearing discussing regional structures on Nov. 21, 1968.

Meetings

Meetings held at Mankato State College in May of 1968 and at Southwest State in December of 1968 dealt intensively with the possibility of regionalism as steps toward solving rural problems. Both of these meetings were publicized in advance and well attended. On September 22-23, 1969, the Mid-Continent Research and Development Council held its Annual Conference in Bloomington. The theme of the conference was "Planning Regional Communities in Mid-America for the Year 2000". Speakers included John Hoyt, Governor LeVander, Ray Olsen, David Kennedy, and others.

Hoyt

Dr. John Hoyt of the University appeared before twenty-nine different groups for a discussion of regionalization, its concepts, its application in Minnesota, and the regional delineation of Minnesota. In addition, he participated in the ten SPA sponsored regional meetings conducted in 1969. Some 3000 copies of his "Regional Development Systems in Minnesota" have also been distributed.

When the Regional Development Act was discussed by conference committees, only minor changes were made. The fact that it was called up under a Special Rule in the House and Senate enlisted no debate by Legislators. Its unanimous passage would indicate that no controversy over its contents existed.

II Consequences of Rejecting Regionalism

Certainly change is less than desirable when it does not also mean improvement. If planning and development efforts were presently being conducted in a coordinated and efficient manner, there would be little need for the Regional Development Act of 1969.

As matters now stand, however, much planning is being conducted by non-representative groups who have little or no responsibility to the general populace. Federal funds are being received in manners that bypass elected officials entirely. This results in projects being undertaken that often have a regional effect but are not reviewed on a regional basis.

Rejecting a regional system abdicates all authority on the part of local governments to the state government. Since reviewal procedures are demanded by Federal agencies and there are few regional reviewing bodies, the State retains this power.

Federal emphasis on regionalism has led some Federal Departments to change their policies. The Economic Development Administration under the Dept. of Commerce no longer gives "distressed county" funds. If regionalism is rejected, EDA's 10% bonus is also rejected. In addition, bonuses distributed by the EMPCA and HUD depend on regional programs.

The problems facing rural America have become so intensive that a refusal to coordinate planning and development programs on a regional basis, might well spell out a bleak future for local governments. Refusal to coordinate can only accelerate the downtrend of rural areas.

A recent publication by the National Association of Counties Research Foundation calls for a commitment on the part of local officials for a multi-county development program. This commitment takes two forms:

1. "Local officials should first make a definite financial commitment to support the planning program."
2. "Local officials must make a personal commitment to the program ..."

As NACORE explains, these commitments are, "not only crucial to the functioning of the planning agency, they are symbolic of the willingness of local communities to act on their own behalf and gain control over their own environment." (27)

27) NACORE, Community Action for the Support of Economic Development Districts, Washington, D.C. January 1970, p. —

Jan. 15, 1967

Exhibit 1

First, we recommend enactment of a strong regional planning and development act during this session of the legislature. In addition to the Twin Cities area, some of the vicissitudes of which were noted previously, Minnesota has at least ten other identifiable economic and social regions. Each has a unique set of problems and opportunities which "spill over" county and municipal boundaries and which call for broad and concerted inter-governmental and inter-community action.

To facilitate regionalization of decision making and provision of regional based services, it is recommended that this act provide for methods of regional organization. These would provide a vehicle for interaction of various interests (counties, school districts, municipalities, special districts and the public) on a regional basis. They would also provide a body which could take responsibility for review of federal program proposals affecting development of the region involved. They could also assume responsibility for regional programs in planning, economic and social development.

If the state desires sound development and wishes to maintain a competitive position in relation to other parts of the nation, it seems essential that it establish sound regional frameworks -- frameworks in which citizens and public officials will be motivated to plan and to work together in achieving governmental consolidations, an areawide tax base and appropriate areawide services.

A bill providing authority for creation of such regional councils, outlining their authority and establishing their relationship with the state will be recommended for introduction later in this session.

Second, the state must equip itself so as to deal adequately with local and regional problems. The Office of Urban and Regional Affairs that Governor LeVander has recommended be established within the state planning agency, and the proposed transfer of the community planning division of the department of business development should facilitate this objective.

III. SPECIAL PROGRAMS AND PROJECTS

In three functional sectors -- water resources, health and rehabilitation, and law enforcement and administration of criminal justice -- the state planning agency has been designated by the Governor to receive federal planning grants and to design and coordinate comprehensive planning programs. In each case, a number of state agencies are involved. Accordingly, it is necessary to design a specific approach and a program which both allocates roles among the various agencies concerned and provides coordination within the framework of statewide planning. The planning agency also plans and administers the State Technical Services program.

COMPREHENSIVE WATER RESOURCES PLANNING -- Coincidental with the development and design of the Minnesota state planning program last year, the Congress, through passage of the Water Resources Planning Act of 1965, moved towards achievement of greater inter-governmental and inter-agency coordination of water resource planning. Through this act, which creates an inter-departmental water agency at the federal level (the Water Resources Council), funds became available to the states for the first time for comprehensive water resources planning.

The state planning agency has been designated as the state agency to apply for these funds for the state of Minnesota and to coordinate the state's comprehensive water resources planning program. With the contractual assistance of the water resources research center of the University of Minnesota, the state planning agency has now filed a planning program and grant application with the Water Resources Council. It is estimated that approximately \$30,000 per year -- which must be matched with state funds -- will be available from this source.

X The rules governing this state-federal planning program make strong demands for inter-governmental and inter-agency coordination. More than 35 federal, state and local agencies participated in the structuring and design of this program for Minnesota. The program design which resulted is to be "problem solving oriented", will seek to identify the most urgent water and water resource development problems in the state, and will seek successive solutions leading to a comprehensive water resources plan by 1970. Plans will

THE REGIONAL DEVELOPMENT SEGMENT OF THE MINNESOTA STATE PLANNING PROGRAM WILL PROVIDE THE BASIC PLANNING TOOLS AND STRUCTURES TO ENABLE MINNESOTA TO INTEGRATE LOCAL AND REGIONAL REQUIREMENTS AND EFFORTS MORE EFFECTIVELY WITH OVERALL STATEWIDE POLICY PLANNING AND PROGRAMMING. IN ADDITION, THIS PLANNING PROGRAM WILL DEVELOP THE NECESSARY COMMUNICATION AND ORGANIZATIONAL DEVICES, ON A REGIONAL BASIS, FOR ACQUISITION AND TRANSMITTAL OF INFORMATION ON THE FUNCTIONAL ACTIVITIES OF LOCAL GOVERNMENTS FOR SHAPING AND REFINING POLICIES AND METHODS FOR THE ALLOCATION OF STATE RESOURCES.

REGIONAL AND LOCAL INFLUENCES HAVE A BASIC IMPACT ON THE FORMULATION OF STATEWIDE POLICY AND PLAY A LARGE ROLE IN SHAPING THE FUTURE DEVELOPMENT OF MINNESOTA. EFFECTIVE STATE POLICY FORMULATION, PLANNING, AND PROGRAMMING ARE CONTINGENT UPON THE STATE'S ABILITY TO MEET THE NEEDS AND REQUIREMENTS OF URBAN AND RURAL REGIONS, AS WELL AS UPON THE ABILITY TO MARSHAL THE ACTIVITIES OF SUCH AREAS IN A WAY THAT CONTRIBUTES TO THE STATE'S OVERALL OBJECTIVES. HENCE, THE OBJECTIVE OF MINNESOTA IN PLANNING FOR THE DEVELOPMENT OF URBAN AND RURAL REGIONS IS TO ESTABLISH, ON A REGIONAL BASIS, EFFECTIVE PLANNING AND COORDINATION MECHANISMS WITHIN HOMOGENEOUS REGIONS OF THE STATE WHICH CAN BE SUCCESSFULLY AND EFFICIENTLY RELATED TO OVERALL STATE POLICY FORMULATION, PLANNING, AND PROGRAMMING. STATE DIRECTION AND LOCAL INITIATIVE MUST BE COMBINED TO ESTABLISH PROCEDURES FOR ANALYZING COMMON AREAWIDE PROBLEMS AND DEVELOPING JOINT SOLUTIONS TO SUCH PROBLEMS AND TO CARRYING OUT POLICIES WHICH WILL MAINTAIN AND ADVANCE THE PROGRESS OF THE STATE.

✓
WORK ITEM 7-24:
REGIONAL DELINEATION

A. PURPOSE AND SCOPE OF WORK ITEM

The purpose of this work item is to delineate homogeneous socio-economic regions within Minnesota which will provide a foundation for: 1) analyzing state, federal, and local programs; 2) formulating comprehensive policies on a regional basis; 3) providing uniform data to be utilized in the formulation and execution of long and short-term policies; and 4) planning and coordinating state and federal programs which are applied on a regional and local basis.

The product of this work will be a delineation of homogeneous socio-economic regions of the state to: 1) provide a basis for activity reporting on the part of various state and regional agencies carrying out activities within these regions; and 2) provide a foundation for the planning and coordination of state and federal programs which are applied on a regional and local basis.

Material for planning for the development of urban and rural regions will be obtained and evaluated from portions of the work elements on transportation and on water and other natural resources and from other state agencies, such as the department of economic development, the iron range resources and rehabilitation commission and the office of economic opportunity. Information from regional organizations will be obtained and used where appropriate. The twin cities metropolitan council maintains substantial statistical, demographic and economic information for the area under its jurisdiction, which will be reviewed. The department of public welfare's northeast project will provide information on the particular area within its purview. Information amassed by the Minnesota municipal commission on its annexation proceedings and the work of the cooperative extension service of the University of Minnesota in establishing regions for its services will be examined.

Additional information will be obtained from studies conducted under the auspices of federal agencies, such as the economic development administration, the department of agriculture, the department of commerce, the department of the interior, the federal aviation agency, among others.

This work element will have direct relationships with the population and households study, the economic planning information study, the state information system, the state program inventory, and other appropriate work items. This work element will be coordinated with the grey areas strategy, the comprehensive health planning strategy, and the study on long-range educational needs.

B. SPECIFIC TASKS TO BE UNDERTAKEN

1. An evaluation will be made of the differences in economy, degree of urbanization, population density, climate, physical characteristics and needs and resources as they exist in Minnesota.
2. A review will be made of the structure of local units of government and other regions and districts into which the state is divided.
3. A review will be made of local and regional requirements and methods for more effectively integrating local and regional requirements with overall statewide policy planning and programming.
4. An evaluation will be made of the physical, economic, social, political and administrative factors of regional delineation as they relate to each other.
5. There will be a comparative analysis of long term prospects involving projections of trends in population, income, principal economic activities, etc.

C. SCHEDULE

This work item will be completed during the time period of this application. The total cost will be \$10,000.

D. PROJECT BUDGET

- | | | |
|------|--|--------------|
| 1. | Planning agency staff (includes 4.5 man months of the regional planning and development specialist assigned to this project, plus other planning agency staff. Fringe benefits included in the cost of this item.) | \$ 5,500 |
| ✓ 2. | Services of technical consultants (based on <u>2.5</u> man months). If available, <u>University of Minnesota personnel</u> with expertise in this area will be used. | <u>2,500</u> |
| ✓ 3. | Services of other agencies (based on <u>1.0</u> man months of reimbursable effort by various agencies concerned and knowledgeable about needs and requirements of regional delineation). | <u>1,000</u> |
| 4. | Travel (state agency staff travel in connection with this work item). | 500 |
| 5. | Reproduction and publication (final reports will be prepared during the time period of this application). | 400 |
| 6. | Miscellaneous office supplies | 50 |

7. Communication (postage, telephone, etc.)

50

\$10,000*

* Any information or services provided by any agency other than those specifically noted above will be provided without cost to this project.

WORK ITEM 7-25: ✓
REGIONAL COORDINATION OF DEVELOPMENT SERVICES

A. PURPOSE AND SCOPE OF WORK ITEM

The purpose of this work item is to develop methods for coordinating planning and programming operations and technical services, on a regional or district basis, by state, federal, and other agencies.

The northeast region of Minnesota, which contains a number of regional agencies and projects, will be used as the pilot area for testing the feasibility of the methods, procedures, and techniques for coordinating development services and for implementing necessary modifications to current services.

Particular attention will be devoted to developing ways for providing planning and technical services, when needed, to districts and communities which are not presently provided such services on a regular basis.

The product of this work will be a report delineating criteria, procedures, and techniques for coordinating planning services, technical services, and development assistance programs within the test region of the state. The report will provide the basis for implementing procedures and techniques within each region of the state for coordinating planning and technical service activities among local units of government, special districts and agencies of the state, federal agencies, and state agencies. The report will also provide a procedural framework for the formulation and development of operating activities for certain specialized districts, such as the economic development districts now authorized under Public Law 89-136, and the community development districts proposed by the department of agriculture in the community development district act now pending before the Congress. The report would establish basic coordinative procedures at the local and regional levels that can be effectively utilized in implementing statewide planning and programming efforts.

Source material for this study will be obtained primarily from the regional delineation study, the population and households study, the economic planning information study, the study on state program service and operational requirements, the state program inventory, the federal program coordination system and from portions of the work elements on human and natural resources. Attention will be devoted to current activities in the northeast area, such as the technical assistance activities of the University of Minnesota's cooperative extension service; the northeast project conducted by the department of public welfare; the "701" program and the ARA program of the department of economic development; the state technical services program administered by the state planning agency, and the operations of soil conservation districts. Local studies carried out by units in the northeast region, including public elementary and public high school districts, will

be consulted. Programs administered by the office of economic opportunity will be of special interest.

Information on direct federal and federal grant-in-aid or incentive programs which will affect the region will be obtained from federal agencies, such as the department of agriculture, the department of commerce, and the office of economic opportunity among others. The requirements for such programs, their magnitude and effects, and their relationship with other activities in the region will be analyzed.

This study will be fully coordinated with the other aspects of the development of urban and rural regions elements, particularly the regional information system, the regional centers study, and the regional organization study. It is anticipated that this work item will provide the major input to the latter studies.

B. SPECIFIC TASKS TO BE UNDERTAKEN

This work item will be a pilot study on the mechanisms and arrangements necessary to coordinate planning, programming, technical, and financial services provided on a regional or sub-regional basis by state, federal, regional, district, and other agencies.

1. Field working procedures will be developed with state agencies; federal agencies, such as the department of agriculture, the economic development administration, and others; county, regional, local and private agencies which now provide public services of a technical or planning nature, to individuals or units within the northeast region.
2. Services now provided in the pilot region by the state, federal, county, and local governments, regional agencies, or special districts will be inventoried and analyzed. Such services will be examined to determine duplications or conflicts, the nature and type of clientele served, the results obtained, costs, and other appropriate factors. Current procedures for instituting, modifying, or eliminating planning and technical services will be examined; federal and state requirements for grants-in-aid and for service programs will be evaluated; the legal bases for such services and other appropriate factors will be analyzed.
3. Field procedures will be developed and recommended to appropriate decision making authorities for coordinating mechanisms for the transmittal of information among various units. Such procedures will include the development of criteria for type, frequency, and area or population served with respect to data requirements; the formulation of policies with respect to provisions of various types of services by type of agency; and other appropriate procedures.
4. Coordinative criteria, procedures and techniques for application

within the region will be developed, tested, and modified as appropriate. Recommendations on the use of such criteria, procedures and techniques for coordinating various activities in providing planning and technical services and development assistance programs to other regions of the state will be prepared.

C. SCHEDULE

The total time required for this work item will be two years at an estimated total cost of \$25,000. The first phase of this work item which will be completed under this application will require one year at a cost of \$15,000. The second phase of the work item will be a continuation of this study and will be performed with funds from subsequent applications.

D. PROJECT BUDGET

1.	Planning agency staff (includes 5.5 man months of the regional planning and development specialists assigned to this project, plus other staff personnel including secretarial. Fringe benefits are included in this cost item).	\$ 6,600
✓ 2.	Services of technical consultants (based on <u>4.0</u> man months). <u>Consultants</u> used in this work item will be individuals with special knowledge of federal, state or local developmental services. University or other college faculty may be utilized.	5,250
✓ 3.	Services of other agencies (based on <u>1.5</u> man months of reimbursable effort by various agencies operating in the northeast region of Minnesota).	1,500
4.	Travel (state agency staff travel needed for the successful completion of this work item).	950
5.	Reproduction and publication (a preliminary report will be prepared during this phase of the program).	550
6.	Miscellaneous office supplies	75
7.	Communications (postage, telephone, etc.).	75
		\$15,000*

* Any information or services provided by any agency other than those specifically noted above will be provided without cost to this project.

✓
WORK ITEM 7-26:
REGIONAL CENTERS STUDY

A. PURPOSE AND SCOPE OF WORK ITEM

The purpose of this work item is to determine the feasibility of providing interrelated federal, state, and private services through a multi-service center to individuals within a particular region of the state. This work item will serve as a basis for testing the coordination of services at the local level and will establish a foundation for implementing similar multi-service centers in other regions throughout the state.

Rochester, Minnesota has been selected as the pilot area for this study because of the variety of services provided to the public at all levels and involving all functions.

The product of this work will be a report delineating the criteria, procedures, and techniques for the administration, coordination, and integration of services at one facility within a region for common clientele groups. The report will contain a manual of procedure for conducting integrated program service requirements at the local level and will evaluate the results of the projects. Recommendations for the modification of methods and procedures in adopting this project to other regions in the state will be included.

Source material for this study will be obtained from the state program inventory and from other appropriate work items. Particular attention will be focused upon the office of economic opportunity's experience in establishing regional youth opportunity centers, and the Minnesota plan for hospitals and health centers developed by the department of health. Previous studies relating to regional services on a functional or multi-functional basis will be reviewed and analyzed. Techniques recommended by the department of public welfare in the findings on the northeast project will be examined to determine their applicability to this project. State agencies such as the department of employment security and the department of health will be consulted. Particular emphasis will be placed on the operations of manpower development and training administration, the office of economic opportunity, and other federal agencies.

This work item will provide a direct input to, and will be fully coordinated with, the regional organization study and the study on regional coordination of development services. In addition, this study will provide inputs to the regional information system and the state program inventory. It will, also, provide an alternative testing-ground for the case history information system study and will help implement the "gray areas" strategy by utilizing the data generated from both these activities and by verifying the findings of the latter study.

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B. SPECIFIC TASKS TO BE UNDERTAKEN

1. The organizational structure and procedures for the management and evaluation of activities to be carried out at the multi-service center will be designed and implemented. Such a structure will include a supervisory committee of agencies involved in the area, including the department of public welfare, the department of health, the office of economic opportunity, the department of employment security, and other appropriate federal and local agencies.
2. Tentative operational procedures, coordination procedures and referral procedures will be established with assistance from each agency involved in the project. A facility for a pilot demonstration project will be selected and acquired in the Rochester area and an organization plan for the utilization of the facility will be developed.
3. Pre-program mechanisms will be established for utilization of the facility. Such mechanism will include the publication and dissemination of information on the availability and utilization of the facility, the managerial requirements for the operation of the facility, and such other necessary factors.
4. The multi-service center concept will be activated through actual operation of the center over a 12-month period. During this time, tentative procedures for coordination, integration, and referral of service to clientele groups will be tested and modified as necessary.
5. A continuing evaluation of services provided clientele groups will be undertaken, using the techniques of analysis management and research, and modifications in procedures and practices will be made as appropriate.

C. SCHEDULE

The total time to complete the regional centers work item will be two years at an estimated total cost of \$15,000. The first phase of this work item will be completed in one year at a cost of \$10,000. It is anticipated that work will commence immediately upon approval of this application. A subsequent application will be submitted to complete this work item.

D. PROJECT BUDGET

1. Planning agency staff (includes 6.0 man months of the regional planning and development specialist assigned to this project, plus other staff including secretarial personnel. Fringe benefits included in this cost). \$ 7,150
- ✓ 2. Services of technical consultants (based on 1.0 man months). Consultants with expertise in administration of services to individuals and groups by federal, state and private agencies will be utilized. 1,000

✓ 3. Services of other agencies (based on <u>1.0 man</u> months of reimbursable effort by various service agencies operating in the pilot area).	<u>1,000</u>
4. Travel (state agency staff travel in connection with this work item).	450
5. Reproduction and publication (preliminary reports will be prepared during this phase of the program).	300
6. Miscellaneous office supplies	50
7. Communications (postage, telephone, etc.)	<u>50</u>
	\$10,000*

* Any information or services provided by any agency other than those specifically noted above will be provided without cost to this project.

WORK ITEM 7-27:
REGIONAL ORGANIZATION STUDY

A. PURPOSE AND SCOPE OF WORK ITEM

The purpose of this work item is to formulate alternative organizational forms and processes for use in planning, executing, and evaluating actions taken by various jurisdictions to meet common problems within a regional context.

This work item would provide the basis for: 1) structurally integrating activities carried out or proposed by specialized agencies or districts established pursuant to federal or state legislation; and 2) testing the structural abilities of new forms of regional organization, such as councils of government, to carry out common activities with region-wide significance to meet the requirements of overall state planning, programming, and policy making.

The product of this work will be a report setting forth recommended organizational structures and priorities for interjurisdictional organization within rural and urban areas of the state. The relative merits of each organizational form will be examined in terms of its purpose, structure, fulfillment of local needs, relationship to federal and state activities, legislative implications, and capability for effecting overall state policies for development. The report will establish a basis for developing measures for 1969 legislative deliberation on the future structuring of governmental organization and governmental services within a regional context throughout the state.

Source material for this study will be obtained from the state program inventory, the regional delineation study, the economic development strategy, the study on regional coordination of development services, and other appropriate studies in the total planning program.

Minnesota statutes relating to local government, special districts, or other types of governmental or quasi-governmental organization and powers will be reviewed and analyzed. Special attention will be given to background studies for selected types of organizations developed for legislative purposes or for the purpose of evaluating the effectiveness of operations. Field analyses and evaluations will be made of multijurisdictional operations such as the twin cities metropolitan council, the 60-community planning commission in the iron range area, among others. Regional data developed by the cooperative extension service will be of special interest.

The regional delineation study will provide the basic geographic framework and outline for the regional organization study. The regional delineation study will also be used in evaluating structural alternatives established by this study. Outputs from the planning

studies on basic governmental requirements will be used in developing factual statistical data regarding service needs and requirements within each of the areas as they relate to organizational form. The studies relating to the development of urban and rural regions will be particularly useful in evaluating the effectiveness and utility of each of the alternative structural forms designed under this study.

B. SPECIFIC TASKS TO BE UNDERTAKEN

1. Current legislation relating to the organization of local government, such as the Minnesota joint powers act, the proposed planning and development district act legislation, and other appropriate statutes will be examined and evaluated to determine the organizational structure, powers and duties and mechanisms now available for the multijurisdictional exercise of powers.
2. Current forms of government now operating in Minnesota will be analyzed. Particular emphasis will be placed on the form and structure of municipal corporations, counties, and single or multipurpose authorities in special districts, including regional planning commissions, sewerage districts, and other special-purpose authorities and districts. An examination will also be made of the structure of special units sponsored by state or federal agencies, such as economic development districts, among others.
3. The needs and requirements for organizational reform within various regions of the state will be analyzed. Particular attention will be focused upon the requirements for governmental activity, as developed in the state planning program; the relationship of the structure to homogeneous regions, as defined in the regional delineation study; and the relationship of state services provided on a regional basis to the service requirements and activities carried out by local jurisdictions within the region.
4. These analyses will be used in formulating alternative organizational forms for use in urban regions and for use in rural regions of the state. Degrees of commonality will be examined.
5. Formal alternative forms will be tested against the findings of such analyses and against the criteria developed for the effective provision of common services as such services relate to overall state operations.
6. Priority recommendations will be formulated for each category of alternatives. In establishing priorities for the preferred forms of organization special attention will be given to:
 - a. intraregional communication and regional state communication; b. the structure for decision making; c. the authority and ability for implementing recommended activities; d. cost and efficiency; and e. representation and political structure.

C. SCHEDULE

This work item will require two years to complete, at an estimated total cost of \$20,000. Work on this phase of the work item will require one year to complete and will begin immediately after approval of this application. \$15,000 is required for the first phase of this work item.

D. PROJECT BUDGET

1.	Planning agency staff (includes 2.5 man months <i>no</i> of regional planning and development specialist assigned to this project, plus other staff planners and secretarial personnel. Fringe benefits included in cost).	\$ 3,300
✓ 2.	Services of technical consultants (based on <u>5.0 man months</u>). It is anticipated that consultants utilized will be experts in the various aspects of regional organization problems. Consultants may include University personnel.	<u>6,000</u>
✓ 3.	Services by other agencies (based on <u>4.0 man months</u> of reimbursable effort primarily by the Minnesota municipal commission. If possible, a major portion of this work item will be carried out under the auspices of the municipal commission with direct supervision by the state planning agency).	<u>4,000</u>
4.	Travel (state agency staff travel necessary for the successful completion of this work item).	1,000
5.	Reproduction and publication (preliminary reports will be prepared during this phase of the program).	550
6.	Miscellaneous office supplies	75
7.	Communications (postage, telephone, etc.)	<u>75</u>
		\$15,000*

*Any information or services provided by any agency other than those specifically noted above will be provided without cost to this project.

State Planning Agency

Governor LeVander

11-10-67

Raymond T. Olsen
State Planning Director

The State Planning Advisory Committee met on November 9. One of the items on the agenda was the identification of planning areas or regions for the state. The attached executive order and map outline the areas recommended by the advisory committee and state planning agency staff and the uses of the areas for the next year. You will note that the eleven basic economic regions identified by Dr. John Hoyt have been retained. However, for purposes of comprehensive state planning they have been aggregated into seven larger areas. The members of the advisory committee felt that this aggregation was especially appropriate if the areas were to be acceptable for administrative districts at some future time. Commissioner Leirfallom expressed interest in investigating these areas for purpose of administration of the Department of Conservation during the next year.

It was agreed by the members of the committee that both the eleven economic regions and the seven planning areas would be used to test the validity of the concept for the first year. At the end of that period a firm recommendation would be made pertaining to 1) the continuation of the regional concept and 2) the validity of the regions and areas delineated.

Because of the studies being conducted by various state agencies, I would appreciate your giving this matter consideration at your earliest convenience.

/er
Att.

#196-53



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HAROLD LEVANDER
GOVERNOR

STATE OF MINNESOTA

OFFICE OF THE GOVERNOR

ST. PAUL 55101

STATE OF MINNESOTA

DEPARTMENT OF STATE

FILED

DEC 5 - 1967

Joyce L. Schuman
Secretary of State

November 13, 1967

EXECUTIVE ORDER NUMBER 9

1. By virtue of authority vested in me as state planning officer by Laws of Minnesota 1965, Chapter 685, as amended by Chapter 898, I hereby direct that the following Planning Area and Economic Region delineation be used for purposes of the comprehensive statewide planning program through December 31, 1968:

Planning Area A - Region 1 (Northwest) consisting of Kittson, Roseau, Marshall, Pennington, Red Lake, Polk, and Mahnomen Counties.

Region 2 (North) consisting of Lake of the Woods, Beltrami, Clearwater, Hubbard, and Koochiching Counties.

Planning Area B - Region 3 (Northeast) consisting of Itasca, St. Louis, Lake, Cook and Carlton Counties.

Planning Area C - Region 4 (West) consisting of Norman, Clay, Becker, Wilkin, Otter Tail, Grant, Douglas, Traverse, Stevens, and Big Stone Counties.

Planning Area D - Region 5 (North Central) consisting of Cass, Wadena, Crow Wing, Todd, Morrison and Aitkin Counties.

Region 7 (Central) consisting of Mille Lacs, Kanabec, Pine, Isanti, Chicago, Benton, Sherburne, Stearns, Meeker and Wright Counties.

Planning Area E - Region 6 (West Central) consisting of Pope, Swift, LacQuiParle, Chippewa, Yellow Medicine, Kandiyohi, Renville, and Redwood Counties.

Region 8 (Southwest) consisting of Lincoln, Lyon, Pipestone, Murray, Cottonwood, Rock, Nobles, Jackson, and Martin Counties.

Planning Area F - Region (South Central) consisting of McLeod, Sibley, Nicollet, Brown, LeSueur, Rice, Watonwan, Blue Earth, Waseca, and Faribault Counties

Region 10 (Southeast) consisting of Goodhue, Wabasha, Steele, Dodge, Olmsted, Winona, Freeborn, Mower, Fillmore and Houston Counties.



STATE OF MINNESOTA

OFFICE OF THE GOVERNOR

ST. PAUL 55101

HAROLD LEVANDER
GOVERNOR

-2-

EXECUTIVE ORDER NUMBER 9

Planning Area G - Region 11 (Metropolitan) consisting of Anoka, Ramsey, Washington, Hennepin, Carver, Scott, and Dakota Counties.

2. Provisions of this order relate only to statewide comprehensive planning projects to be carried on by, or to be coordinated by, the state planning agency. It is not applicable (except when voluntarily adopted by individual state agencies) to: (a) administrative regions now being used by any state agency for purposes of its own functional or program planning; and (c) regional breakdowns now being used by any state agency for collection and analysis of statistical data.

3. Purpose of this order is to provide, on a trial basis, pilot Planning Areas and Economic Regions through which the state planning agency, in cooperation with other state agencies, may focus statewide planning on regional and local development problems. It will also provide a means for testing, in the light of day-to-day practical problems, the adequacy and relevance of the regional approach in relating statewide planning to local situations. Finally, it will permit testing of the applicability of economic regions in terms of their boundaries and their size.

The eleven regions set forth in this order were developed by the University of Minnesota as the product of a comprehensive research effort.

Delineations were made on the basis of economic, social, and governmental criteria which indicated characteristics or "profiles" common to various sections of the state. This work was then reviewed by several state and federal agencies. During this review reservations were voiced to the number of regions, and as a result the economic regions were aggregated into the planning areas indicated.

During the next year, as part of the planning agency's 1967-68 work program, these areas will be evaluated and, as necessary, revised. After this process has been completed, appropriate action will be taken to bring about establishment of regional entities which can be used for statewide functional and program planning purposes; for aggregation of statistical data; for local inter-governmental cooperation; and, to the greatest possible extent, for administrative purposes.

It is recognized, however, that no single set of regions, can now, or ever, serve as a framework for program analysis and action for every purpose. Nevertheless, it is clear that a common framework is needed for study and solution of local problems and for providing effective mechanisms for local cooperation and inter-action.

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HAROLD LEVANDER
GOVERNOR

STATE OF MINNESOTA

OFFICE OF THE GOVERNOR

ST. PAUL 55101

EXECUTIVE ORDER NUMBER 9

4. All state agencies are hereby directed to work with the state planning agency, as appropriate, in testing, evaluating and refining the regional delineations as set forth herein.

A handwritten signature in cursive script, reading "Harold LeVander".

Harold LeVander
GOVERNOR

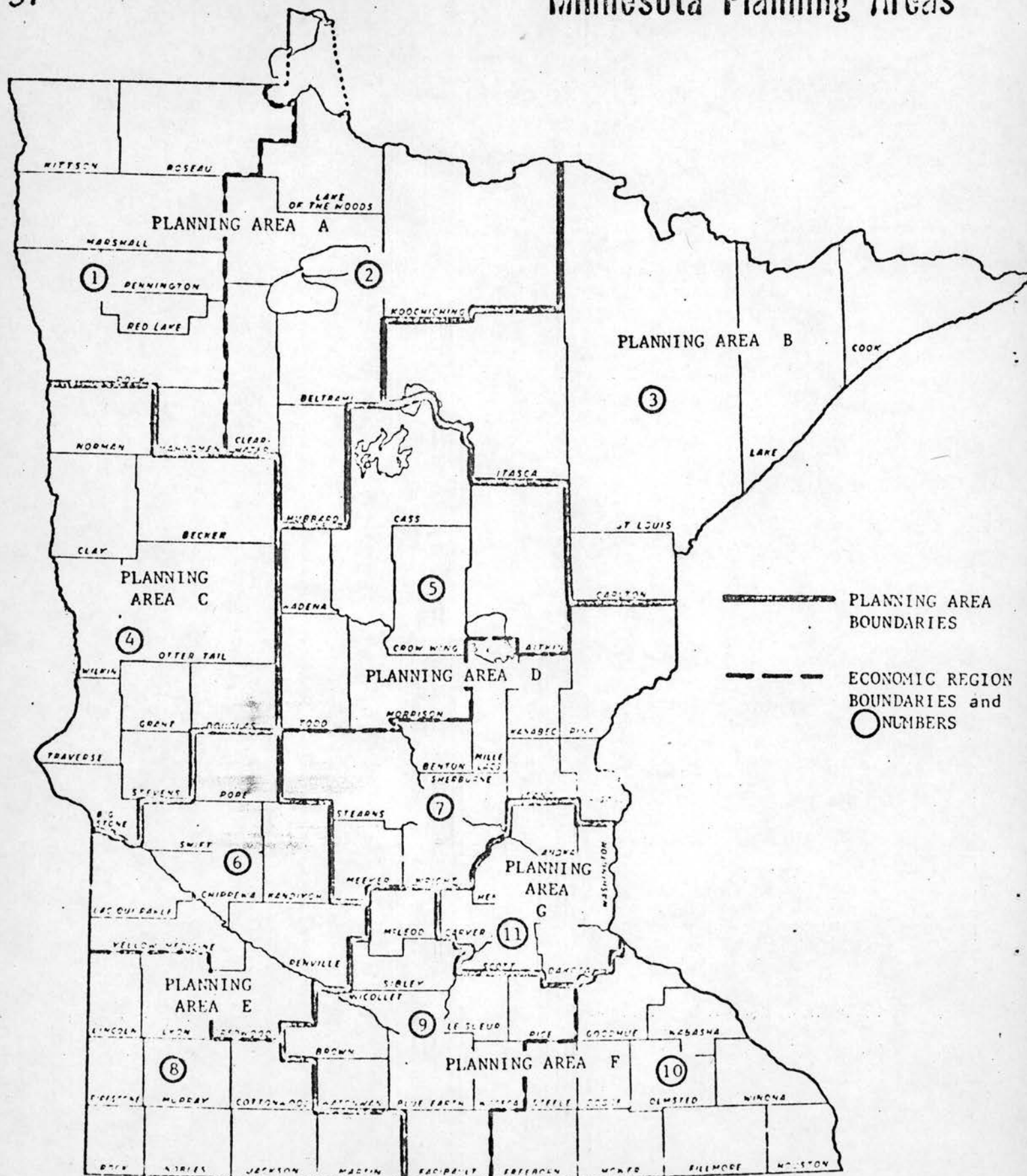
Dated this 13th day of November
1967

ATTEST:

A handwritten signature in cursive script, reading "Joseph L. Donovan".

Joseph L. Donovan
Secretary of State

Minnesota Planning Areas



KEYNOTE ADDRESS

GOVERNOR HAROLD LeVANDER, STATE OF MINNESOTA

Exhibit 5
Gov. CONF
ON
RURAL DEVELOP
MAY 22 1968

It is tremendously encouraging for me to see such a fine attendance at this, our first state-wide conference on rural development. I have called this conference to proclaim the good things about rural Minnesota as well as probe into the problems of this part of our state.

The good qualities are obvious and you know them well. I know them from personal experience. Most of you live in rural Minnesota. And metropolitan Minnesotans know them well -- for when they were surveyed, almost 40% would prefer living in rural areas.

They would like to escape the congestion and confinement that can often strangle a large city. They would rather be nearer to their work and closer to their townspeople.

But they don't live there because they can't. Because much of rural Minnesota right now doesn't have the economic strength to sustain them.

Not only will it not sustain newcomers, many areas of rural Minnesota cannot support their own natives. During the past few years, 40 counties--almost half of the counties of our state have lost population. Migration per se isn't necessarily bad--but migration, because of the attitude that there is no hope here, is indicative of disturbing economic sickness.

Yet the sickness need not be terminal. There are several strong indications that given the aggressive spirit of the people and the basic requirements for business and services that the countryside can be healthy again. I am dedicated to make it healthy again.

We've seen the people of Roseau grab hold of the new interest in snowmobiling. With foresight and a lot of work, they're going to turn this sport into at least a \$20 million a year industry.

Just last Tuesday, I presented the "Small Businessman Award of the Year" to Ted Rowell of Baudette.

Ted's father was a commercial fisherman at Baudette, and his nets were periodically clogged with an eel-like nuisance-fish called burbot. Ted, who was trained as a pharmacist at the University of Minnesota, had been doing research on the fish in his spare time and determined that the liver of the burbot was richer in vitamins A and D than was regular cod liver oil.

After Ted had probed and experimented the potential market and the means of marketing the oil, he began extracting the burbot liver oil and marketing it. In 1936 his total sales were \$3,000. He realized that he would have to develop other product lines to increase his total volume. This he did.

Today the pharmaceutical concern he heads shows annual sales of \$2 million. It is Baudette's largest employer, with a payroll of 60 people. It is Lake of the Woods county's largest taxpayer. Its products are known the nation over.

This bold and innovative spirit of our people must be coupled with the community or area being able to provide basic requirements such as labor, transportation, educational opportunities and community encouragement.

The quality of our labor force is one of our greatest attributes. Naturally, I am perhaps prejudiced about the high calibre of people in our state. But this was also the opinion of Ruben Nielsen, an executive of the Vademecum Company which located its first U.S. company in Jonathan, Minnesota. He said one of the primary reasons for selecting

Minnesota was the availability of well-motivated, skilled workers. "Minnesotans," he said, "are outstanding in this regard."

He added, "We like what we see of your highway construction plans and are very impressed by the recreational opportunities throughout the state. We are delighted to become corporate citizens of your state."

This is the impact every region of Minnesota must make.

And so today we gather here to declare that we shall not be witnesses to decline and decay. We come to give our ideas and our suggestions on how to rebuild and revitalize the 80 counties of our state where one-half of the population resides. We come today to pool our energy, our resources, and our resolve to create right here in Minnesota a rural renaissance.

The idea of a rural renaissance is vast in its vision, deep in its difficulties. But we must remember Victor Hugo's remarks that "All the treading armies (of the world) are less mighty than an idea whose time has come."

The idea is mature.

The time to rebuild our rural areas is now!

As you begin this conference I urge you to adopt four mental attitudes to structure your thinking.

First. Think boldly, think bravely and think deep into the future. Today we prepare for and help design the future. Be ready to think the unthinkable and to perform the impossible--because that's what is going to be necessary to live tomorrow.

In the book, "The Year 2000", the authors refer to the "Post-Industrial Society." A society within the next 30 years which is predominantly a learning society rather than a business society. A society where businesses are no longer the major source of innovation and the market is no longer as important.

Such a prediction doesn't seem so distant when I recall one speaker's comments at the American Industrial Development Council meeting last week. He said, "The current shift of new investment is away from manufacturing to services and research."

We have already reached the point where the number of people involved in services outnumbers the number involved in production.

Rural areas must not overlook the possibilities of building their foundation on the need for services, such as Rochester's medical clinic or the need for research, or the need for recreational facilities.

But don't misunderstand me. I do not mean to imply that the age of industry has passed. The future promises fantastic industrial expansion.

By 1975, it is estimated that the GNP will reach 1 trillion, 75% greater than in 1962. The additional productive capacity in new plant and equipment will require private capital outlays of 102 billion per year by 1975, more than double the amount in 1962.

By 1975, only eight years away, it is predicted that we will have lunar colonization, self organizing and self repairing machines, automated highways, libraries, and hospitals and ocean mining. Not far beyond '75 will come the climate controlled experimental city.

When we work in this perspective, when we pause to look at the fantastic development of the near future, it doesn't sound too unreasonable or farfetched to suggest that some counties in Minnesota should consolidate or two communities can work together to provide an airport. In fact, Breckenridge and Whapeton have done so even though they are in different states.

So I urge you to think freely and creatively. Do not discard any suggestion until you discuss it and play with it. Dare to be the dreamers who will dream and design tomorrow.

Secondly, I ask you to remember that 100 years ago, 55% of the American people were farmers...today it is 5%. No group in our society is more familiar with change than those closely connected with agriculture. You understand change. You know change is difficult. And as Harry Emerson Fosdick says, "Change is even dangerous, the only thing more dangerous is not to change."

You who are assembled here today are looking for change. You have the spirit to help shape change. You must encourage your neighbor to do likewise. If your areas are really to move ahead, everyone must realize that although not all change is progress, there is no progress without change.

Thirdly, we must avoid isolationism. We must come to realize that the rural and urban areas share a common destiny. There are some who say that America may become two nations, one black, one white. We cannot afford, we cannot even survive such separateness. Neither can we survive two nations, one urban, one rural.

Our mutual dependence is proved by the Professor Emeritus of Economic Policy at Stanford when he reports that, "A group of competent scholars in California made the assumption that, for some compelling reason, all of California's farms had to be closed. They then calculated the impact this would have on the otherwise undisturbed, growing industrial economy. They arrived at the shocking realization that, in that moment, somewhere between 63 and 65 per cent of the performance of California's entire economy, measured by its gross national product, would disappear."

The country and the city give each other much of their prosperity and many of their problems. The two classifications are inseparably linked. Although federal policies fail to recognize their basic interdependence, it's too important a reality for the state governments to make the same mistake.

We are one people.

Fourthly, in somewhat the same framework, we must think and plan in terms of regions. It is silly and naive for us to even imagine that every one of our 800 towns is going to become an industrial center with a hospital, junior college, supermarket, freeway and airport. Some towns are going to die. Some should die. Although it is sad to watch a town disappear, it should be as natural for towns to die as it is for them to be born.

This may sound very harsh and it could be and probably will be misunderstood. Coming down here, I heard this part of my address quoted on the radio already. But let me make it perfectly clear that I am not saying that we should physically bulldoze down any small community but what I do mean is that as an independent or self contained government unit it may have to surrender its autonomy to a greater whole.

In Maryland, they have structured a unit of municipal government including all of the communities and municipalities within a county and they have done better planning, eliminated competition, and they have done it more effectively, efficiently and economically by having one unit of government supervise what used to be three, four, five or six municipalities.

I can easily see that in the interest of economy and in the interest of regionalization and in the interest of revitalization we may and we

should examine the situation where two communities wouldn't have to have their separate mayors and councils and police departments and fire departments and all the rest but that cooperatively several communities can go together and be governed by one unit more effectively and more efficiently.

When we remember that the median size community of our state is 400 people--that's half of our towns with under 400 people--then we must be realistic enough to realize that many will die and the rest must combine or cooperate in order to survive. The need for regional cooperation is overwhelming. The results of regional cooperation are fantastic. We are just beginning to see the fruits of interstate cooperation in northern Minnesota. There the Upper Great Lakes Regional Commission is mobilizing the resources of that area.

Last weekend, on the Governor's fishing trip, we saw the results of areawide cooperation. The trip with conservationists, journalists and businessmen was taken to promote our tourist industry. The success it was could not have been possible without the cooperation of people from the entire Walker area.

When the Twin City areas cooperated, we were able to draw major league baseball, football and hockey, a tremendous economic asset.

When the metropolitan areas cooperate, we create the 14th largest market in the United States. Independently, we slip dramatically.

Yet, this cooperation has taken decades to build...even though the advantages were obvious.

Rural Minnesota cannot afford the luxury of such dilly-dallying.

We fully expect the forum in the United Nations to bring together peoples of diverse backgrounds, different languages and diametrically opposed goals.

And if there's anything that will kill the progress of an area and the spirit of a people, it's this narrowminded jealousy among communities.

Minnesotans should be above that.

You, during this next two days, are to set the example of Minnesotans. You can do it if you think boldly, if you welcome change, if you appreciate the common destiny of urban and rural areas and if you encourage cooperation.

And I urge you to participate fully in your committee. The seven committees formed are Regional Development, Communications, Transportation, Health Services, Employment Development, Education and Culture, and Agriculture. Each committee is wide open for you. For example, in health services, can you envision helicopter ambulance service in rural Minnesota to make best use of our medical resources?

Perhaps you may be interested in more than one of the committees. And I'm sure you'll find each one chaired by excellent men. We have been indeed fortunate to be able to call on these people.

The people who are here today can remake rural Minnesota.

I am calling on this conference to provide recommendations which can be considered by my administration and by the private sector. Every suggestion that comes from this conference will receive careful consideration.

And if I may, I ask of you one more thing...not only that you contribute to the success of this conference but that you contribute to the success of your recommendations. For the action that must be taken after this conference closes shall need your wholehearted support. Our work these next two days shall be a nice but irrelevant exercise unless things happen.

I'm confident we have the will to make it happen. Today I challenge you to help design the way to sweep this state with a rural renaissance.

Regional Development Resolutions

III-1 REGIONAL PLANNING and ADMINISTRATIVE UNITS (Passed Unanimously)

WHEREAS, there are an increasing number of needs that extend beyond the boundaries of local government and exceed the ability of local government to meet these needs, and

WHEREAS, the development of Minnesota can be enhanced by the formation of regional planning and administrative units throughout the State;

NOW, THEREFORE, BE IT RESOLVED: (1) that the organization of regional planning and administrative units should be based on "communities of economic interest" wherever possible; (2) that local government and local determination should be strengthened to do that which it can do best, but there are certain public needs that cannot be adequately served at the local level. Regional organizations should encourage local inter-governmental cooperation, and where necessary assume certain public functions that cannot be adequately administered at the municipal or county level. Regional units should be organized so as to develop greater participation at all levels of government. (3) that economic regions of Minnesota, as promulgated by the Governor's executive order, would seem to serve adequately for use as regional administration units or an interim basis and as a basis for future regional planning purposes. The State Planning Agency should be extensively utilized in the definition and organization of viable, responsive and effective regions. (4) that there are regional problems that embrace inter-state areas, including health, transportation, culture and higher education, which demand the concerted attention of those agencies involved and unified action by all affected. (5) that every effort should be made to minimize local provincialism and to encourage coordination and cooperation among local governments affected by common problems, thereby mobilizing a more effective regional attack. Educational efforts will be necessary to acquaint the public with new needs, and the role and purpose of a regional approach. (6) that no single set of regional boundaries may necessarily work for all functions; therefore, there must be an effort to coordinate and cooperate among different purpose regions which may serve the same geographic area. Likewise, a proliferation of overlapping and redundant administrative regions encourages a lack of concert. A conscious attempt should be made, as soon as possible, to combine functions within common regions and to make those regions coterminous whenever possible.

III-2 REGIONAL EDUCATIONAL COUNCILS (Passed)

WHEREAS, there is an urgent need for acquainting the benefiting citizens concerning the regionalization for rural community development, and

WHEREAS, there is a need for the dissemination of the demographic, cultural, social, economic, geographic and ecological characteristics of an area or region, and

WHEREAS, there is a need to acquaint the citizens concerned, relative to taking a realistic approach to rural community development, and

WHEREAS, there is a need for a program of leadership development in rural areas, and

WHEREAS, there is a need for a coordinated educational effort involving all levels of educational enterprises;

NOW, THEREFORE, BE IT RESOLVED: that a formal educational council be formed in each of the designated regions. This council may be a sub-committee of a higher regional body, and would be responsible for, but not excluding other duties, the following: (1) initiate educational endeavors that would include not only the affected population, but all governmental bodies, agencies, and organizations whether public or private as well; (2) coordinate educational experience involving both formal and informal educational enterprises, e.g. colleges, universities, public schools, vocational schools, agricultural extension, etc., as they relate to regional rural community development; (3) assemble and disseminate information concerning the region as it relates not only to the affected population, but also the inter-relation between the region and other regions, the state, nation, etc.

III-3 DETERMINING COMMUNITY NEEDS (Passed Unanimously)

WHEREAS, there is a need for all communities both large and small to adequately determine the individual needs of its community, and to definitely plan for the fulfillment of those needs, and

WHEREAS, such planning should encompass determining the communities' best contribution to a region, to encourage maximum local effort to those aspects of development that are most meaningful;

NOW, THEREFORE, BE IT RESOLVED: that we encourage all communities to use various governmental and private sources of assistance to help them determine their best contribution to their local community, region, and state.

III-4 REGIONAL APPROACH TO GOVERNMENT (Passed)

WHEREAS, both state and local government as presently structured cannot effectively carry out their governmental responsibilities, and

WHEREAS, a new regional approach would be more effective in meeting many of these responsibilities;

NOW, THEREFORE, BE IT RESOLVED: that the following areas properly fall within the scope of effort of regional organization: (1) the coordination of administrative governmental services including but not limited to welfare, law enforcement, libraries, recreation, civil defense, conservation, industrial finance, fire protection, record keeping, and purchasing; (2) the coordinated utilization of public physical facilities and related personnel, including mechanical equipment, roads and bridges, professional personnel, health programs and facilities, housing for aged and disadvantaged, and airports; (3) the implementation of a program of regional planning beginning with inventory of resources; (4) the promotion of state resources, both recreational and commercial; (5) recommendations for the development and implementation of a program including the appropriate statutory and constitutional changes permitting the carrying out of governmental functions at the level of government best suited to do the job required.

Excerpt from Resolutions and Major
Addresses of the "Governor's
Conference on Rural Community
Development" May 23-24, 1968,
Mankato, Minnesota, p. 13 and 14.

BASIC PRINCIPLES AND OBJECTIVES FOR STATE PLANNING

Basic to the design of a program for the next two and one-half years in terms of work elements, budgets and personnel, is the requirement to establish basic principles, scope, goals and objectives for the State Planning Agency.

1. Planning must be relevant to and part of the decision-making process and to current issues and actions. If this principle is to be followed, planning must affect programming and find its way into budgetary and legislative decisions, or it is a useless exercise. The Minnesota State Planning Agency should consider contemporary issues and establish institutional ties to the budgetary and legislative processes.
2. Planning is an analytical process of arriving upon a course of action which will achieve a goal or solve a problem. Thus, state planning should be thought of and conducted primarily as a process, rather than plan printing. Comprehensiveness should be sought in planning at the state level within functional systems and at the regional or local level. Comprehensive planning has been defined as "a process of establishing a system of coordinated public policies concerning all matters for which a particular political jurisdiction is responsible, and directed toward the achievement of politically established goals." Based on this statement, comprehensive statewide planning is currently beyond the institutional capability of state government and must await a more sophisticated organizational structure, data system and analytical capability.

There is currently no evidence of the existence of a comprehensive state plan in the United States. The actual usefulness of such a document as a total framework for planning and decision-making has not been proven in practice.

As an alternative, the State Planning Agency should identify and concentrate on the development of those key framework elements that are crucial to inter-relating functional and local planning. The selected elements would include population distribution, growth centers and predictable economic and social change.

3. State planning should seek to involve and act through state government decision-making institutions - departments, commissions and agencies, so that the state planning process is the coordinated composite effort of state government as a whole.

Based on these principles the following programmatic objectives are proposed to guide the program of the State Planning Agency for the next two and one-half years:

A. Statewide Planning

The purpose of statewide planning is to insure the continued and coordinated growth of the state through the vehicle of state government.

1. Current Problem Planning

With decentralized government, fragmented responsibility and increasing inter-relationships between functions to achieve basic objectives, such as employment, human rights, crime reduction and economic growth, the need is acute for the application of analytical and planning techniques to current problems and issues. Techniques of issue mapping, systems analysis and costing are rapidly evolving in the nation to solve these contemporary problems.

Current problem planning, on behalf of the Governor, should be undertaken by the State Planning Agency when the problem is broad, multi-faceted, cuts across traditional lines and responsibilities of line departments, is of a comprehensive nature, is urgent, but believed to be soluble, and is, therefore, comprehensible.

The State Planning Agency should tackle such problems, structure the organizations and methods that will bring solutions, and then spin them off to lead line agencies as soon as possible. Examples of such problems or issues that are currently being worked on include the second metropolitan airport, the experimental city, the Upper-Mississippi 4-state compact, the proliferation of manpower programs, program inventory and program budget, the reorganization effort, juvenile delinquency and minority program funding.

2. Biennial Development Planning

State planning should formalize the program development process through the instrument of the biennial development plan. The biennial development plan is a six-year plan of specific action by the various agencies of state government, implemented through legislative and executive action to accomplish intermediate objectives. It is the planning element of a planning-program-budgeting system with focus primarily on objectives rather than dollars. For example, such a plan might call for the development of 30 recreation areas in state forests in the next biennium out of a total of 100 such areas to be developed over a six-year period.

This is planning aimed at the role of state government as an institution in the development of the state, rather than planning for the total development of the state, which is the responsibility of many levels of government and the private sector.

This process calls for departmental responsibility for biennially implementing a six-year program analysis with centralized SPA coordination responsibility. The intention is to make planning relevant to the executive and legislative decision-making process.

3. Strategic Planning

The State Planning Agency must be responsible for projections and predictions of the social, economic and physical conditions

of Minnesota in terms of 2, 6 and 20 year periods based upon present trends and current policies. The State Planning Agency should interpret this information and develop from it important framework strategic conclusions.

Examples might be the implications of continued rapid change in population location for the state educational system, for the provision of other social services, and upon our natural resources; implications of changes in location of economic activity and employment on local tax base and the ability of local government to provide services; impact of decreasing rural population on small town trade area and economic base; and the massive general implication of continued urbanization and metropolitanization on nearly all aspects of state economic and social life.

B. System Planning

The State Planning Agency should develop highly sophisticated system planning for the health, social services, criminal justice - law enforcement, water resources systems, and consider expansion of system planning into the transportation, manpower and economic development systems. These systems plans are intended to span federal, state and local government and the private sector, which are involved in "whole systems" -- social, economic or physical.

State government has a limited role, degree of control, responsibility, and ability to implement comprehensive plans for these systems. They require action on the part of highly diverse sources of power and responsibility. These systems are a continuum, however, of inter-related parts and it has become national policy to attempt to coordinate the segments of these systems on an inter-governmental - public - private basis. State government serves as the convener, staff unit, and source of political responsibility through the Governor. It is for this reason that such planning efforts are usually guided by the Governor's Councils representing both interest groups and private citizens. State government implementation of its share of these systems will result in a biennial development plan. It is anticipated that private and intergovernmental implementation will take place through the leadership of the Councils and the Governor, through legislative mandates or incentive grants.

These system plans do not have to be under the direct control or responsibility of the State Planning Agency if an appropriate institutional home can be found for them. For example, if a department of health and social services is created, system planning responsibility should be given to such a department because it would span state government's interest in the matter. In the same way, if a department of natural resources is created, water resources system planning should be assigned there. As a transitional measure, the State Planning Agency may be required to control direct administration supervision of systems planning.

C. Local and Regional Community Development

Local and Regional Community Development is designed to strengthen and serve local units of government to insure their productive participation in the development of the state, and to coordinate state and local planning and development.

1. Regional Development

The State Planning Agency and its Office of Local and Urban Affairs should work with local government in the establishment of a statewide system of regional planning and development agencies. These agencies serve as a bridge between state and local government, to coordinate social, economic and physical development within delineated homogeneous socio-economic regions. Such agencies -- regional planning commissions or councils of governments -- are best suited to determine priorities for regional development, and would be equipped for comprehensive planning for the regions. The state planning program should investigate the need to equip such agencies to:

- a. Perform comprehensive regional planning and provide areawide review authority for federal programs;
- b. Serve as a governmental home for various state, federal and local development activities such as OEO, EDA, RC&D, and economic development;
- c. Act as a vehicle for expanded state assistance to local government, with state personnel assigned as staff;
- d. Act as a vehicle for the stimulation and performance of governmental functions on an areawide basis through the joint powers law;
- e. Serve as a vehicle for receiving federal fund assistance now being made available for regional organization. (Possible state funding of such agencies should also be explored.)

The Federal Housing Act of 1968 has, for the first time, authorized financial aid for planning to multi-county non-metropolitan regions. Such regional organizations will almost certainly be established within the next few years with or without state involvement. It is imperative that the state provide for a rational inter-governmental structure for non-metropolitan regionalism.

2. Technical Assistance to Local Government

The Planning Agency and its Office of Local and Urban Affairs should develop a dynamic program of assistance and service to local government. Most of our 800 municipalities and 87 counties will continue to function for the foreseeable future, and the development of the state is closely tied to their ability to deal with problems of urbanization. Local government units are

dependent upon the state for its legal authority and financial resources. Therefore, it is essential that the state provide them with adequate technical assistance and financial resources to perform their functions.

Application of these principles and achievement of these objectives will require resources and cooperative efforts substantially beyond state government's historical commitment. A decision must be reached whether the state can afford not to act at this crucial point in the development of our federal system.

Regional Coordination of Development Services; Regional Centers Study

The purpose of this project is to recommend a set of administrative and communication techniques for coordinating services within delineated regions and to design a pilot project for operation of a regional government service center. The State Planning Agency has contracted with Public Administration Service of Chicago, a non-profit government consulting firm, to do a preliminary evaluation of the regional services center concept. This project was commenced in September 1968, and should be completed by December 1968, although an extension may be required to March, 1969.

Total estimated cost (1968)...	\$27,000
Estimated % of work completed.	10%

Regional Organization

The State Planning Agency has contracted with Professor Edward Henry of St. John's University in Collegeville, Minnesota to assist in developing recommendations for a local government organizational framework within delineated regions for regional planning and development purposes and possible regionalization of government functions. Work on this contract commenced September 1, 1968 and should be completed by December 31, 1968.

Total estimated cost (1968)...	15,000
Estimated % of work completed.	10%

Contractors on the various regional studies projects are closely coordinated by the State Planning Agency staff. Our goal is to produce a consolidated report: 1) embodying recommendations for executive and legislative action, and 2) forming the basis for exploring the concept of regionalization with local government and the general public.

Regional Development and Organization

The purpose of this sub-program is to develop sub-state districts for the

- (1) coordination of state, local and federal programming and planning,
- (2) the strengthening and modernization of local government structure, and
- (3) the maximization of economic, social and cultural development of the state.

The three year objective is the establishment of definitive sub-state regions which are focal points for economic growth, basic units for the aggregation of data, and organization institutions for regional planning and development by both state and local government and the private sector.

Specific Activities

1. Analysis of Delineated Regions

The 1968 Work Program will have developed final delineation of socio-economic regions of the state. This study should be expanded to and refined to identify and specify economic growth centers and sub-centers within the regions to become geographic components of a state economic development program and regional centers for coordinated local, state and federal services.

(Total time period: June 1969 - June 1970)

2. Operation of Pilot Regional Center

A product of the present regional service center project will be a design for a pilot program to operate a service center for state, federal and local developmental agencies within a specific region. The center should be staffed and operated for a one-year pilot project. (Total time period: June 1969 - June 1970)

3. Regional Organization for Planning and Development

The present study of organizational alternatives for local government within the delineated regions should be further refined in terms of specific

legislative recommendations for structuring regional planning and development commissions of similar organizations of local government. A statewide program of educating government officials and the general public is essential if this program is to succeed.

(Total time period: January 1969 - January 1970)

4. Functional Consolidation within Metropolitan or Urban Regions

An in-depth investigation of which local government functions may be most suitably consolidated on an areawide basis, identifying those functions best left at the individual unit levels or best performed jointly by contract. If regional organization of local government is ever to be achieved, this kind of information must be identified.

(Total time period: January 1970 - January 1971)

5. Recodification of Statutes Relating to Local Government

Basic statutes relating to counties, municipalities and special districts need reorganization and re-writing to better enable these units to perform their functions. A formal request for such a study has been received from the League of Minnesota Municipalities.

(Total time period: July 1969 - June 1971)

6. Housing Needs

The objective of this activity is to develop a housing element in the state planning program which will lay the groundwork for a state policy on the problems of housing for the low and middle income and minority members of the state society. The first years effort will concentrate on the gathering and analysis of basic data pertaining to housing needs, and preliminary design of a program to meet these needs. This effort will be the first year planning element of a three year work program, and will include the following:

- a. Problem analysis of housing and housing-related problems
- b. Preliminary identification of obstacles and obstructions to the solution of housing and housing-related problems in the state.
- c. Preliminary identification of major planning and implementation actions needed to solve housing problems and related problems
- d. The setting of goals and objectives necessary for implementation of statewide housing and housing-related programs.
- e. Annual evaluation and updating of the initial housing element.
- f. Coordination of the housing element with the total state planning agency program.
- g. Coordination of the housing element with existing housing work to provide a framework of cross reference to all housing activities within the state.
- h. Inter-agency coordination of housing elements reflecting the housing research studies required by the comprehensive planning assistance program for metropolitan areas, counties, regions or individual communities.

III. MAJOR COMPONENTS OF PRESENT STATE PLANNING PROGRAM

The experience of the State Planning Agency in the 1967-69 biennium period provided guidance for establishing a structure designed to develop a continuing comprehensive system of planning to meet the needs of a society constantly changing as a result of technological advances. The program and organization of the State Planning Agency briefly is as follows:

A. STATEWIDE PLANNING PROGRAM

The program is designed to encourage and stimulate improvement and coordination of services provided to citizens of the state. The basic activities in this program are:

1. Strategic Planning

The basic elements in this activity are to:

- Develop an Information System related to trends in basic data and make this information available on a statewide and regional basis.
- Provide interpretation of these trends to policy-makers.
- Analyze the impact of economic growth centers on state development.
- Develop a State Land Management Information System.

2. Policy Planning and Development

This activity is directed toward improving the decision-making process of state government. Assistance is provided to governmental agencies in the development of coordinated and understandable programs to serve the citizens of the state.

The basic elements of this activity are to:

- Develop a six-year state government action plan.
- Develop clear statements of significant development issues of the day and identify alternative answers to problems.

3. Organization and Program Analysis

The objective of this activity is to conduct continuing analyses of state programs and organization based on the following elements:

- Conduct an organizational analysis of state government as to its effectiveness in meeting the needs of the citizens of the state.

- Assist in state reorganization by providing staff aid in implementing reorganization of state government as directed by the Legislature.

- Conduct federal program analysis studies to determine the impact of federal aid on state government organization and operation.

- Conduct a Personnel Development Study to provide information on such matters as training, recruitment, compensation and organization.

- Conduct an Organizational Control Study to develop a system of management control and analysis of such factors as performance of state programs in accomplishing objectives.

4. Regional Development

The objective of this activity is to determine the effectiveness of regional development and cooperation by the various political subdivisions of the state. This will be accomplished through:

- Regional studies designed to determine the most effective regional governmental organization to promote the welfare and economy of the state. A pilot Regional Government Center and legislative recommendations for regional organization of local government will be part of this activity.
- A housing needs study which will be undertaken to analyze problems relative to housing for the low and medium income families and minority groups in the state, and develop a statewide program to meet these needs.

B. LOCAL GOVERNMENT DEVELOPMENT PROGRAM

The purpose of this program is to assist local governments in the performance of their community development responsibilities through:

- Training programs for public employees.
- Technical assistance programs designed to provide aid and information to local government officials and employees in solving development problems. This will include providing information about state and federal assistance programs.
- Provision of advice and assistance in developing local planning programs.
- Planning grants to local governments for

The Agency has also been coordinating state agency activity to insure that the overall interests of the state are adequately considered in the selection of a second metropolitan airport site. Several reports have been prepared at the request of the State Planning Agency that would outline the position of state agencies on the key aspects of airport site selection.

7. Regional Development

The following studies have been undertaken in this area during the 1967-69 biennium:

a. Regional Delineation

A consultant report has been completed that evaluates the sub-state planning regions tentatively established by Executive Order No. 9 in November of 1967. These regions are to be used by all possible federal and state agencies for planning in order to achieve greater inter-governmental and inter-agency coordination. The federal government's concern for uniform areawide planning districts is evidenced by the issuance of a Budget Bureau Circular. The Circular requires that whenever possible sub-state federal planning districts be coterminous with planning regions established by state governments.

Questionnaires concerning the practicability and acceptability of uniform regions were circulated widely, and personal interviews conducted with a number of state agencies. These sub-state districts will form the basis for:

- A system of data aggregating about the regions, the coordination of state.
- Federal and local development services and activities within the regions.
- A geographical base for organizing local government for planning and development on a regional basis.

b. Regional Organization

A second study is focused upon the various forms of organizing Regional Planning and Development Commissions. The experience of other states and existing Minnesota

legislation related to regional planning and development have been studied. This research will be utilized to make recommendations that might be considered when legislation is written enabling the creation of Regional Planning and Development Commissions. A final report on this study will be completed by February 1969.

c. Regional Coordination

In addition to the foregoing, a 17 county area in southwest Minnesota has been selected for initiating a Pilot Project to determine the feasibility of providing state and federal services within a region from one central office within the region. Extensive field interviews with state departments, federal agencies, and quasi-public agencies has been completed by a consultant to the State Planning Agency. The resulting information will form the basis for the Pilot Center Project.

A general staff report on regional development will be issued early in 1969.

B. FUNCTIONAL SYSTEMS DEVELOPMENT

1. Health Welfare and Rehabilitation Planning

a. Health

The State Planning Agency was designated as the Comprehensive Health Planning Agency by the Governor and accepted by the U.S. Department of Health, Education and Welfare in December 1967 under the Partnership for Health Act. Consequently, this report covers only one year of official activity. Approximately six months of prior activity (May - November 1967) resulted in the publication of "Deliberations on Comprehensive Statewide Planning for the Delivery of Health Services" under an experimental grant from the public Health Service to "tool up" for this new national program.

Activities and accomplishments during the first year of comprehensive health planning include the following:

- (1) Organization of the staff and the Health Task Force of the Governor's Council on

STATE PLANNING AGENCYSTAFF PAPER ON REGIONALISM

The ideas of regionalism have been generally presented and discussed in past Advisory Committee meetings. Similar ideas are being discussed and are receiving strong support at both the state and national level.

The purpose of this statement is to give the regional concept purpose and focus, and to translate it into an action program for state planning.

The following points are pertinent:

- A. Regional planning as a major component of the agency state planning program.

Any planning agency, in order to be effective and action-oriented must have a well defined program structure -- a structure which defines "how we intend to do state planning." The regional organization concept, along with its set of associated action programs, is considered to be a major component of such a program structure. When we recommend the development of regional planning organizations, we are saying that general state development planning programs should be carried out on the basis of:

- (1) a basically decentralized system, with
- (2) a maximum of local participation but still organized by areas large enough to do meaningful planning, and
- (3) within a framework of statewide development objectives and policy; i.e. transportation, parks and open space.

- B. Regions and Regional Organizations -- Objectives

The long-range objectives of the formation of regions and regional organization are indistinguishable from many of the objectives of state planning as a whole. We feel that the major long-range objectives and potential benefits of regional planning systems and regional organization

can be summarized as follows:

- (1) By operating from a stronger resource and tax base such organizations will be better able to finance and provide higher quality services to its citizens.
- (2) By operating from a larger population base, they will be able to develop more efficient methods of providing services.
- (3) By virtue of a stronger resource and organizational base, regional groups will be better able to compete for economic growth, both statewide and at national scale.
- (4) By virtue of the stronger resource base, more efficient provision of services, and by group action, regional organizations may be able to provide a quality of services which might not be possible for the individual governmental unit. This consideration is especially important for the non-metropolitan regions of the state.

We wish to emphasize that the above statements in no way imply an anti-metropolitan strategy of state development. The Twin Cities region is the most important of the proposed regions. Future development of the entire state is obviously linked closely to Twin Cities area development and the economic future of the state is overwhelmingly tied to continued Twin Cities economic growth. We do not feel that the solution to the much discussed "urban-rural balance" problem lies in limiting urbanism. Rather, development policy should be tied to the management of urbanism and to attempts to organize our regions so that the benefits of urbanism can accrue to an entire region.

- C. There are a number of immediate benefits which will result from the establishment of regional systems:

- (1) A regional orientation allows a common area focus for the multiplicity of state and federal development programs now underway; it cuts potential program inefficiencies due to lack of common areas; allows better inter-program communication and coordination; offers the opportunity for common direction and supervision of multiple programs with resulting better management.
- (2) A regional base offers a better and more meaningful base in terms of population size and available resources for certain types of economic and social development planning; i.e. transportation, outdoor recreation, social resources.
- (3) A regional base presents the opportunity, by cooperative local government action, to identify and move toward solution of common areawide problems.
- (4) Regional plans are needed now to provide a framework for certain aspects of municipal planning programs; i.e. highways, open space and recreation, for example.

Based on these considerations, a Regional System is recommended for establishment in Minnesota containing the following features:

A. Regional Delineation - A system of regions should be delineated.

- (1) This delineation should be "natural" i.e. it should not place counties into an association which is inconsistent with historical, traditional or existing ties.
- (2) Each region should have an urban core or node which will serve as the focal point for the region.

- (3) Each region should satisfy as many federal program criteria as as possible.
- (4) Each region should be finite, i.e. insofar as possible one county should ^{not} affiliate with different counties for different purposes.
- (5) The regional delineation would be accomplished as follows:
 - a. The "core systems" delineated by Dr. Hoyt on Map III-18 should serve as the core or node for each region.
 - b. One (or more as needed) public hearing should be held in each regional center (Map III-20) for the purpose of exploring the inclinations of the "transitional counties."
 - c. Each "transitional county" would be assigned to a region thereby creating a finite set of sub-state regions. Each of the 87 counties would be in one of the delineated regions.
 - d. A revised Executive Order based on the new regional delineation would be prepared containing the following provisions:
 1. The delineated regions may be grouped for purposes which require fewer sub-state regions.
 2. All state departments and agencies will work toward conformity with the delineated regions when changes are made. (For planning purposes conformity should be accomplished very quickly; for administrative purposes a longer transitional period may be necessary.)
 3. All federal programs requiring a multi-county organization for planning, development or program administration will conform to the regional delineation. Where existing multi-county

groupings include counties in more than one region, the program will continue; however, when changes in the participants are made the goal should be greater conformity with the delineation. Where there are compelling reasons for variance from the delineation, the Governor may on the recommendation of the State Planning Agency approve such a variance.

4. Changes in the regions may be petitioned by one or more counties and a public hearing shall be held.

B. Regional Organizations. The State of Minnesota should:

- (1) Actively encourage the creation of a Regional Planning and Development Council (RP&DC) in each sub-state region.
- (2) Require all multi-governmental programs within the region to be coordinated through the RP&DC.
- (3) The state should participate in financing of the RP&DC.
Additional financing is available from a number of federal sources, i.e. HUD (701), EDA, HEW (Health), Justice (Crime).
- (4) All federal grants for staffing of the RP&DC should come through the state. The state should participate in the preparation of applications and approve applications before they are submitted to Washington.
- (5) The RP&DC should consist primarily of elected officials, i.e. members of the governing bodies of the member units of government.
- (6) The RP&DC should be the official review agency for federal aid applications from within its area.
- (7) The RP&DC should report to the state regarding applications for federal aid received from its members and the disposition of such applications.

- (8) The foregoing should be drafted into a proposed bill and presented to the Legislature for consideration.

C. Provision of State Services on a Regional Basis. To complete the Regional System the State of Minnesota should:

- (1) Require all state departments and agencies to adopt a common set of sub-state regions for planning purposes. (See Regional Delineation.)
- (2) Work toward developing administration of services on a decentralized basis.
- (3) Work toward the centralization of state staff at one location within a region. (State departments and agencies providing services to areas smaller than a region may find it inefficient to operate from one location. Similarly some state departments and agencies may find that only one person is required for two regions. Variances should be permitted in these instances.)
- (4) State, federal and private services within a region should be coordinated. This can be achieved by the designation of a "regional coordinator." The "regional coordinator" should be responsible to the Governor through his designee and should have sufficient stature to achieve the regional coordination.

A REGIONAL PLANNING AND DEVELOPMENT SYSTEM
FOR MINNESOTA

REPORT TO THE GOVERNOR AND THE LEGISLATURE

25 February 1969

State Planning Agency
603 Capitol Square Building
550 Cedar Street
St. Paul, Minnesota 55101

A REGIONAL PLANNING AND DEVELOPMENT SYSTEM
FOR MINNESOTA

REPORT TO THE GOVERNOR AND THE LEGISLATURE

General

The concept of a sub-state regional structure for Minnesota has been under study and review by the State Planning Agency since its inception. These studies have paralleled an intense interest in the concept at all levels of government. Many thoughtful citizens and public officials have embraced this concept as a device for solving areawide problems, for improving intergovernmental relations, for enhancing state capabilities to conduct comprehensive statewide planning, and for carrying out policies aimed at insuring a proper balance between urban and rural growth and development.

The purpose of this proposal is to give the regional concept purpose and focus, and to translate it into an action program for state planning.

The following points are pertinent:

- A. Regional planning as a major component of the agency state planning program.

Any planning agency, in order to be effective and action-oriented, must have a well defined program which defines "how we intend to do state planning." The regional organization concept, along with its set of associated action programs, is a major component of such a program structure. This recommendation for development of regional planning organizations, implies that general state development planning programs should be carried out on the basis of:

- (1) a basically decentralized system, with
- (2) a maximum of local participation but still organized by areas large enough to do meaningful planning, and
- (3) within a framework of statewide development objectives and policy; i.e. transportation, parks and open space.

- B. Regions and Regional Organizations -- Objectives

The long-range objectives of the formation of regions and regional organization are indistinguishable from many of the objectives of state planning as a whole. We feel that the major long-range objectives and potential benefits of regional planning systems and regional organization can be summarized as follows:

- (1) By operating from a stronger resource and tax base such organizations will be better able to finance and

provide higher quality services to its citizens.

- (2) By operating from a larger population base, they will be able to develop more efficient methods of providing services.
- (3) By virtue of a stronger resource and organizational base, regional groups will be better able to compete for economic growth, both statewide and at national scale.
- (4) By virtue of the stronger resource base, more efficient provision of services and group action, regional organizations may be able to provide a quality of services which might not be possible for the individual governmental unit. This consideration is especially important for the non-metropolitan regions of the state.

It should be emphasized that the above statements in no way imply an anti-metropolitan strategy of state development. The Twin Cities region is the most important of the proposed regions. Future development of the entire state is obviously linked closely to Twin Cities area development and the economic future of the state is overwhelmingly tied to continued Twin Cities economic growth. The solution to the much discussed "urban-rural balance" problem does not lie in limiting urbanism. Rather, development policy should be tied to the management of urbanism and to attempts to organize our regions so that the benefits of urbanism can accrue to an entire region.

C. There are a number of immediate benefits which will result from the establishment of regional systems:

- (1) A regional orientation allows a common area focus for the multiplicity of state and federal development programs now underway; it cuts potential program inefficiencies due to lack of common areas; allows better inter-program communication and coordination; offers the opportunity for common direction and supervision of multiple programs with resulting better management.
- (2) A regional base offers a better and more meaningful base in terms of population size and available resources for certain types of economic and social development planning; i.e. transportation, outdoor recreation, social resources.
- (3) A regional base presents the opportunity, by cooperative local government action, to identify and move toward solution of common areawide problems.
- (4) Regional plans are needed now to provide a framework for certain aspects of municipal planning programs; i.e. highways, open space and recreation, for example.

Background

To date there has been no effort to create a total regional system in Minnesota. A number of other states, Georgia, Texas, Virginia, have done so with notable success. In Minnesota, many state and federal agencies have each created their own "regional system." As a result program planning and administration is moving forward on the basis of some 150 plus sub-state regional delineations and somewhat fewer forms of regional councils and commissions. As programs and regions multiply, local officials, local leaders and the average citizen are understandably confused.

In an effort to stem expansion of this condition, President Johnson issued a memorandum on September 2, 1966, calling for procedures which would encourage:

- State and local planning agencies to work together in using common or consistent planning bases (i.e. statistical and economic estimate) and in sharing planning facilities and resources, and
- Utilization of common boundaries for planning and development districts or regions assisted by the federal government and consisting of such districts with established state planning and development districts and regions.

On January 31, 1967, the Bureau of the Budget issued Circular No. A-80 implementing the President's memo. The underlying principle of the Circular was that federal agencies should develop procedures for their programs which would insure compliance with the President's memo.

Many states, including Minnesota, responded to A-80 by delineating sub-state regions. In Minnesota Governor LeVander issued Executive Order No. 9 on November 13, 1967. In this Order seven Planning Areas made by combining eleven economic regions were delineated. The Order indicated the delineation was on a trial basis and that testing was to take place during the remainder of 1967 and 1968 to evaluate "in the light of day-to-day practical problems, the adequacy and relevance of the regional approach in relating statewide planning to local situations". The Order went on to say that after testing and evaluation "appropriate action will be taken to bring about establishment of regional entities which can be used for statewide functional and program planning purposes; for aggregation of statistical data; for local intergovernmental cooperation; and to the greatest possible extent for administrative purposes."

During the analysis and evaluation it became apparent that there was strong support for a planned regional system as well as other compelling reasons for its creation.

SUPPORT

1. Representatives of state departments indicated agreement to a regional approach for planning (32 of 36) and administration (29 of 36).

2. Only 6 of 37 answered "no" to the question "In your opinion should a common set of regions be used by all state agencies for comprehensive long-range planning purposes?"
3. Representatives of other agencies (federal, quasi-governmental, private) indicated agreement to a regional approach for planning (12 of 12) and administration (12 of 15).
4. Only 2 of 14 answered "no" to the question stated in 2 above.
5. The regional system in the Governor's Executive Order has been adopted by a number of state and federal agencies, i.e. Department of Taxation, Comprehensive Health Planning, USDA, TAP's.

OTHER FACTORS FAVORING A REGIONAL SYSTEM

1. Many federal programs require or actively encourage the establishment of boards, committees, commissions, or councils composed of public officials and private citizens for the purpose of planning, developing and implementing programs on an areawide basis. The boundaries of areawide programs already established in Minnesota are frequently overlapping and conflicting. In addition no state framework has been established which guides the type of organization permitted for these purposes. This has resulted in private non-profit corporations performing governmental functions, receiving money for staff directly from the federal government and having no formal responsibilities to local or state government.
2. Some federal grant programs require the review of an "area-wide agency" before the application is considered. For example, HUD officials have indicated within 2-4 years all applications for "hardware" grants will be required to contain a review by an areawide agency.
3. Intergovernmental cooperation is not as widespread as needed to meet the growing challenge of rural-urban balance. A regional system would help to encourage intergovernmental cooperation.
4. The same factors which make it desirable for some federal programs to require a multi-county area (i.e. a wider, more diverse and more substantial basis for economic, social and political progress) are applicable in all areas of the state and all areas of the state should be given the opportunity to participate in such a fashion.
5. The experience of the Metropolitan Council and its predecessor the Metropolitan Planning Commission has demonstrated the value of regionwide comprehensive planning and study. This same kind of agency (modified to suit out-state conditions) should be made available to the remainder of the state.
6. A regional system would comprise an important part of an overall statewide planning framework. In general, state

planning is conceived as operating most effectively as a two part system consisting of: (1) a basic framework of statewide functional plans, i.e. trunk highways, open space and parts, with (2) subsequent decentralization of major planning to the regional level through regional associations of local governments. Regional plans could then be developed, within the context of the general statewide functional plans.

STATE PLANNING AGENCY REGIONAL SYSTEM PROPOSAL

Based on State Planning Agency studies and the experience gained under one year of Executive Order No. 9, the State Planning Agency proposes the following program of regional organization for Minnesota.

I. Regional Designation

A. Issue a new executive order that would:

1. Designate eleven planning and development regions on a preliminary basis with final designation being made upon completion of steps two and three below.
2. Designate "transitional counties" within the planning and development regions. Transitional counties are counties which, on the basis of present research, could be placed in more than one region.
3. Insure broad public acceptance and determine the most suitable designation for the transitional counties by the following procedure:
 - a. The State Planning Agency should schedule at least one general meeting of local officials and other interested persons in each of the ten out-state regions to discuss the designated regions and the values of a regional approach.
 - b. The State Planning Agency should schedule at least one meeting in each of the transitional counties to help each county to evaluate its natural association with adjacent counties.
 - c. The State Planning Agency would request transitional counties to indicate their regional preference within 12 months of the date of the Executive Order. On the basis of the indicated preferences a final regional assignment for the counties will be made by the Governor.
4. Direct the State Planning Agency to engage in a continuing review and evaluation of the regional boundaries, and to make recommendations for changes on the basis of experience.
5. Require all existing and new multi-county planning and development districts or regions assisted by the federal government or the State of Minnesota to conform to the regional boundaries, except where non-conformance is

clearly justified, and then only after review and approval by the State Planning Officer. Aggregation of the eleven regions into large units for special purposes would be authorized by the State Planning Officer where appropriate. The State Planning Officer should develop working agreements with state, federal departments and agencies to assure conformance with the executive order.

6. Upon final designation, direct all state departments and agencies to utilize the regions for planning purposes, and, to the maximum degree possible, work toward conformance with the regions for administrative purposes.

II. Regional Organizations of Local Government

The State Planning Agency recommends that enabling legislation be enacted during the current session containing the following provisions. (Because of the unique treatment accorded the seven-county metropolitan area by the creation of the Metropolitan Council, the recommendations in this Section do not apply to that agency.)

A. Statement of Policy Embodying the Following Principles:

1. That the Legislature recognizes the desirability of inter-governmental cooperation and the formation of regional planning and development councils.
2. That the establishment of regional planning and development councils will enhance the coordination of state and local plans and programs with those of the federal government.
3. That local government planning can be strengthened when conducted in relation to studies and planning of both statewide and regional character.
4. That the State Planning Officer is encouraged to actively stimulate the creation of regional planning and development councils consistent with the regional designation and to provide such technical advice and assistance as is required for their successful organization and operation.

B. Eligibility for Federal Programs

The regional planning and development councils would be the recognized agencies authorized to receive state and federal grants for planning and development purposes from the following programs:

1. Section 403 of the Public Works and Economic Development Act of 1965 (Economic Development Districts)
2. Section 701 of the Housing Act of 1954 as amended (Multi-County Planning)
3. Omnibus Crime Control Act of 1968

4. Any subsequent state and federal programs providing funds for multi-county planning and development purposes.

And as the parent organizational unit for the following programs to the extent feasible:

1. Economic Opportunity Act of 1964
2. Comprehensive Health Planning Act of 1965
3. Federal regional manpower planning programs.

C. Funding

Authorize governing bodies of counties and municipalities within a regional planning and development district to contribute funds to the regional planning and development council for purposes of carrying out its duties and functions.

D. Membership

The council would be composed of the participating counties, cities and villages within the region and would be created by a formal agreement between these units under the joint powers law.

The governing body of the regional planning and development council should consist of (1) representatives from the council and municipalities within the region; and (2) citizens appointed by the Governor in consultation with the State Legislators from the area. The total number of members on the regional planning and development council shall be specified in the agreement creating the council except that at least 51% of the membership shall be elected officials and 25% shall be appointed citizens. An ex-officio non-voting member of each council shall be a representative of the State Planning Agency.

E. Area of Jurisdiction

The area of operation of a planning and development council shall be coterminous with the area of a planning and development region as defined by executive order. Initially officials from counties and municipalities representing at least 75% of the population of the districts must agree to the creation of the council.

F. Powers and Duties - The Council:

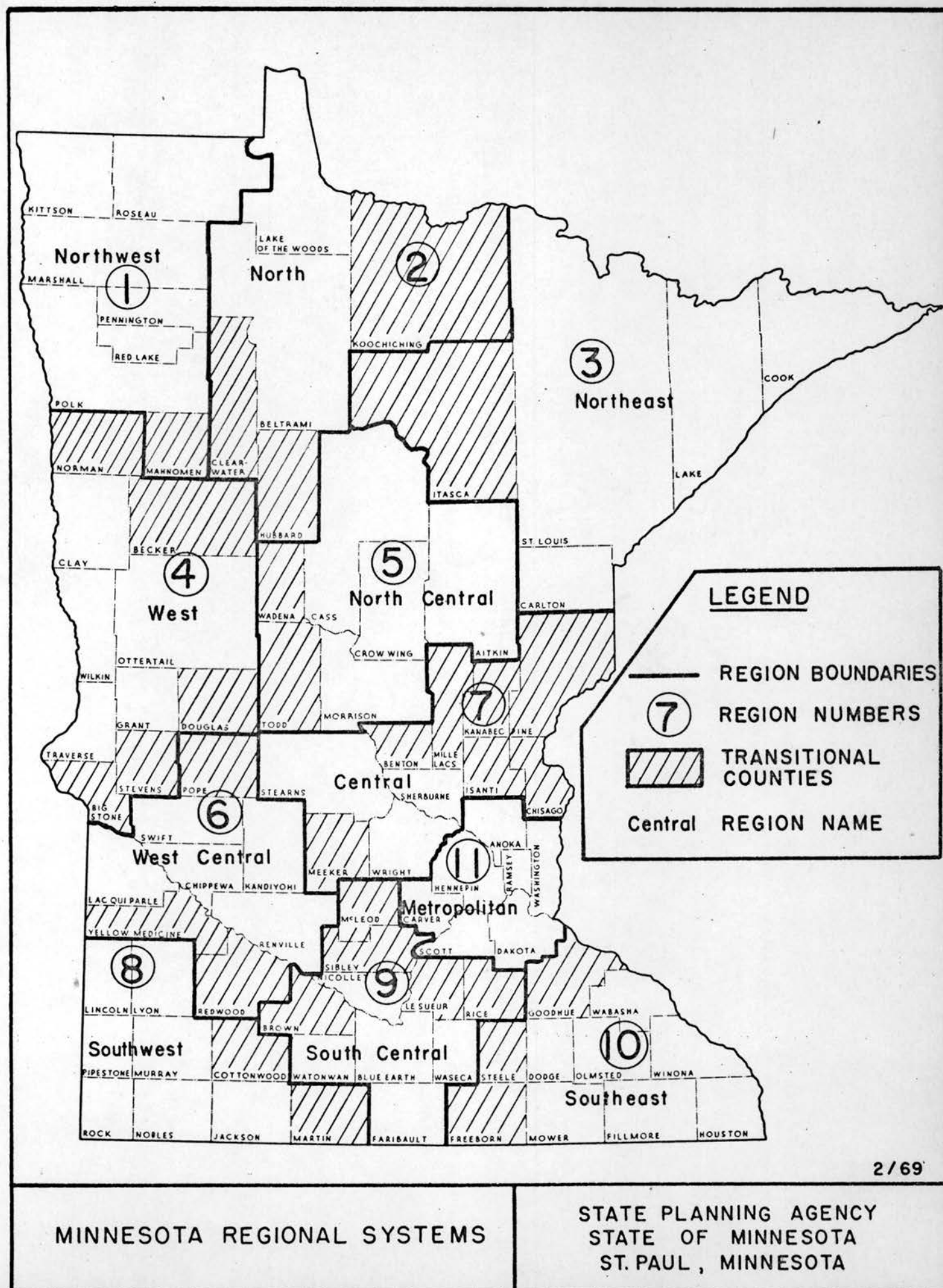
1. Shall prepare and amend regional plans for the physical economic and social resources of the region, conduct studies and research on matters of regional concern. Such plans shall be the basis for coordinating intergovernmental affairs within the region.
2. Shall review and comment on plans prepared by units of local government and councils of local government within

the region for the purpose of determining conformity with regional plans.

3. Shall review and comment on all applications for state and federal grants made by units of government, agencies or councils within the region.
4. May employ staff and contract with consultants, federal and state departments and agencies; and contract with other regional councils and units of local government or combinations thereof.
5. May provide technical advice and assistance to units of local government and councils of local government within the region.
6. May appoint advisory committees, commissions and such sub-units as may be required to meet federal program requirements.
7. May receive grants from the state and federal governments and gifts and contributions from private sources.

G. Relationship with the State

1. The state should make available at least \$10,000 per year for the 1969-71 biennium to each of the out-state regional councils. The state funds can be used to employ staff or as local match for federal grant purposes. After the first state grant of \$10,000 the regional councils must match state funds dollar for dollar.
2. The regional council shall apply for all multi-county or areawide federal planning grants through the State Planning Officer.
3. The regional council shall submit all regional plans to the State Planning Officer for review and comment.
4. The regional council shall report annually to the State Planning Officer on the number, type and disposition of applications for federal aid made by units of local government within the region and reviewed by the council.





HAROLD LEVANDER
GOVERNOR

STATE OF MINNESOTA

OFFICE OF THE GOVERNOR

ST. PAUL 55101

EXECUTIVE ORDER NO. 37

REGIONAL DELINEATION

General

The boundaries of existing multi-county regions or districts used by state agencies, federal agencies and locally formed regional organizations in Minnesota often overlap and conflict. This has led to confusion among public officials and citizens, as well as to the dilution of effective coordination and participation in public programs.

Executive Order No. 9 of November 13, 1967, established, on a trial basis, pilot planning areas and economic regions as a first step towards providing a common framework for statewide planning and program activity, for evaluating the merits of a regional approach to both state and local planning and development activities, and for coordination of multi-county programs of state, federal and local government. The State Planning Agency and state departments were instructed to review and analyze these regions during 1968 and to make recommendations for the establishment of definitive regions for statewide program planning purposes, for aggregation of statistical data, for local intergovernmental cooperation, and to the extent possible for state department administrative programs.

The regional development system embodied in this Order is the product of a year's study by the State Planning Agency, experience by state agencies, and broad citizen and local government consultation. The regions set forth represent a natural grouping of counties based on natural, social, economic factors indicating a community of interests and characteristics. In addition, the identification of "transitional counties", that is, counties that could reasonably be grouped in several alternative fashions -- and the accompanying procedure for final assignment of these counties -- insures a degree of flexibility in the utilization of the regional framework which recognizes individual county preferences.

The overall purpose of this regional delineation is to provide a uniform geographic framework for:

1. The collection and classification of data for state, local and regional planning.

2. The coordination of state, regional and local planning activities.
3. The coordination of federally sponsored or operated programs at the regional level within Minnesota.
4. The coordination and unifying of local resources for resolving local problems and exploiting opportunities.
5. Providing a framework for the organization of local government for intergovernmental cooperation and planning.

Federal and State Planning Coordination

The existence of the regional structure embodied herein will stimulate greater state-federal coordination. A number of federal programs require or actively encourage the delineation and utilization of areawide regions or districts. Moreover, a number of federal programs require or actively encourage the establishment of boards, committees, commissions, or councils composed of public officials and private citizens for the purpose of planning, developing, and implementing programs on an areawide basis.

Overlapping and often conflicting areawide boundaries led the President to issue a memorandum on September 2, 1966, addressed to federal departments and agencies declaring that:

Boundaries for planning and development districts assisted by the Federal Government should be the same and should be consistent with established state planning districts and regions. Exceptions should be made only where there is clear justification.

United States Bureau of the Budget Circular A-80, "Coordination of development planning for programs based on multi-jurisdictional areas," was issued to implement the President's memorandum. The Circular recognized the primary role of the Governor in the development and designation of regions within the state and declared that:

Prior to the designation (or approval of the designation) of any planning and development district or region, federal agency procedure will provide a period of thirty days for the Governor(s) of the State(s) in which the district or region will be located to review the boundaries thereof and comment upon its relationship to planning and development districts or regions established by the State. Where the State has established such planning and development districts, the boundaries of designated areas will conform to them unless there is clear justification for not doing so.

The growing number and complexity of federal planning assistance programs to states and to regions and districts within states and the increasing impact of these programs on state and local governments requires that the state assure itself that these programs are fully coordinated at the state level and at the regional level within the state. The efficient accomplishment of joint federal-state or federal-local programs depends on effective coordination at the state level and at the regional or district level within the state.

Procedure

By virtue of the authority vested in me as Governor and as State Planning Officer, I hereby direct as follows:

1. The eleven planning and development regions designated in Appendix I are the official regional structure of the State of Minnesota.
2. Those counties designated as transitional in Appendix I will retain that designation until 12 months after the effective date of this Order. During the 12 month period following this Order, the State Planning Agency shall conduct a public meeting in each transitional county to assist in evaluating its natural association with a region. Upon completion of such meetings, a final regional assignment of each transitional county will be made by the Governor following local government and legislative consultation.
3. The State Planning Agency shall:
 - A. Conduct meetings of local officials and other interested parties in each of the regions (except the Twin Cities Metropolitan region) to discuss the regions and the benefits of a regional structure.
 - B. Engage in a continuing review and evaluation of the boundaries of the regions and shall make recommendations from time to time for changes where necessary.
4. All state departments and agencies shall:
 - A. Recognize the boundaries of the State Planning and Development Regions as delineated in Appendix I and as later modified by assignment of transitional counties.
 - B. Conduct planning in context with the established regions and evaluate current programs as to consistency with the regional structure.

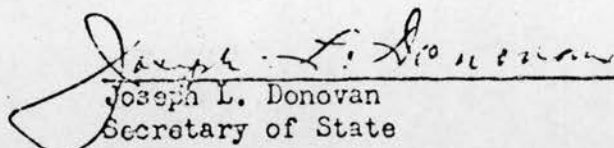
- C. Initiate review of field services and operations to determine the extent to which they can be carried out on the basis of the regions.
 - D. Review data collection and dissemination activities to determine the kinds of statistical data and information that can be collected and reported on the basis of the regions.
 - E. Cooperate with the State Planning Agency in analyzing the effectiveness and suitability of the regions as designated and in making available information on the status of departmental regional activities.
 - F. Upon final designation of transitional counties to appropriate regions, to utilize the regions for all planning purposes and to work toward conformance with the regions for administrative purposes. For these purposes, two or more entire regions may be combined where fewer than eleven regions are needed.
5. Before any new multi-county district or region assisted or to be assisted by the state and federal government may be formed in the State of Minnesota and before any existing district may be altered, the proposed district or district change shall be reviewed by the Governor. Approval will be granted only where the district or region is in conformance with the State Planning and Development Regions, except where, in judgment of the Governor, there is clear justification for failure to conform to the regional boundaries, or when the state legislation creating the region or district provides otherwise.

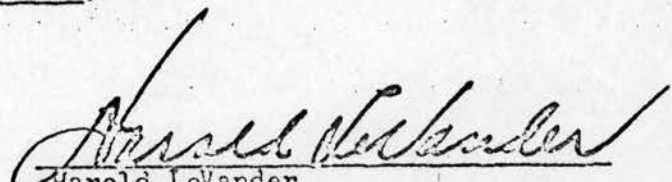
Copies of the Order shall be sent to all state department heads and the State Legislature. Copies will also be provided to the Executive Office of the President and to the United States Bureau of the Budget for the information of federal departments and agencies operating in the State of Minnesota.

This Executive Order shall supercede Executive Order Number 9.

Dated this 3rd day of April, 1969.

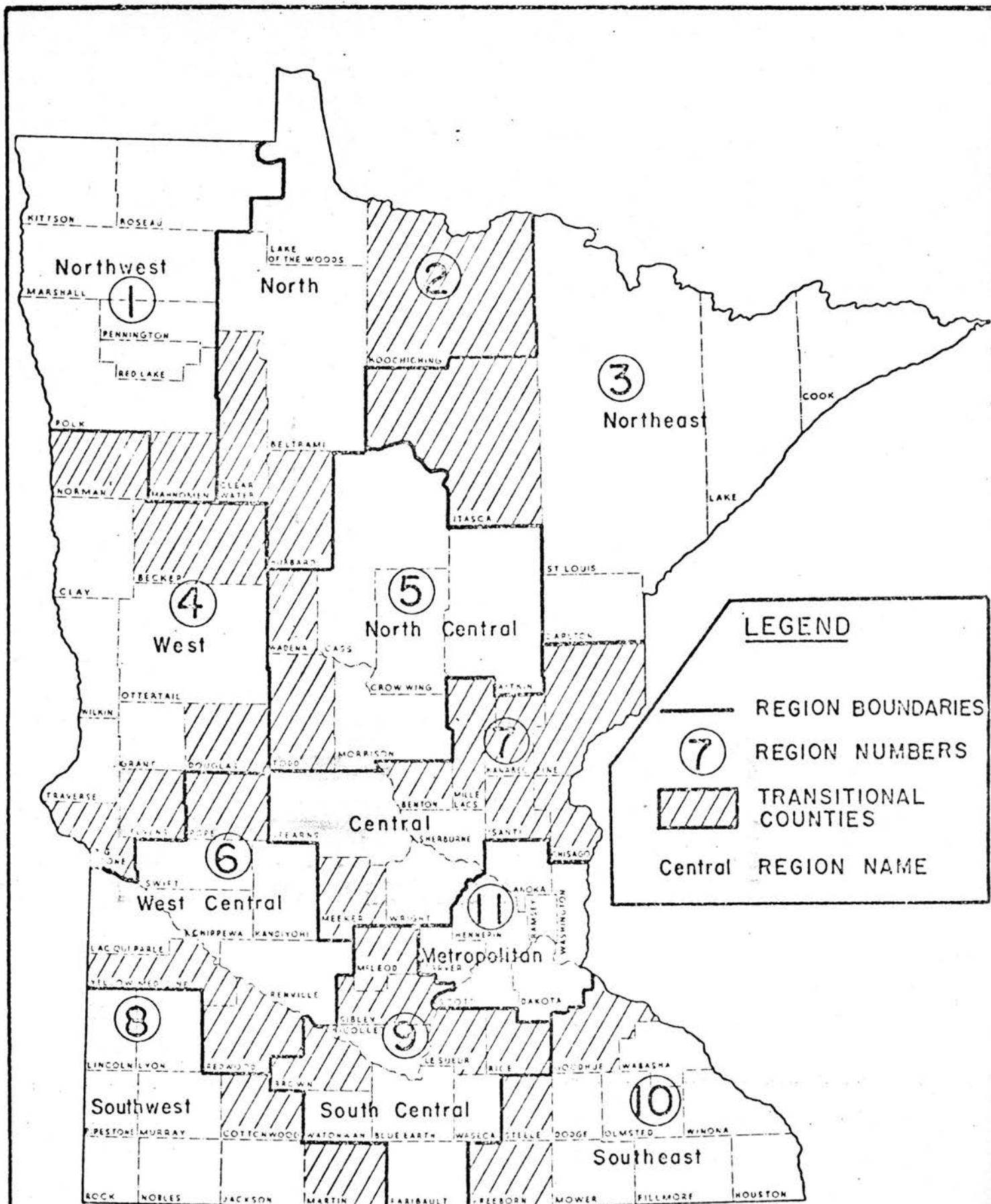
ATTEST:


Joseph L. Donovan
Secretary of State


Harold LeVander
GOVERNOR

The eleven Planning and Development Regions are as follows and are graphically presented on the attached map.

<u>Region</u>	<u>Core Counties</u>	<u>Transitional Counties</u>
01, Northwest	Kittson, Roseau, Marshall, Pennington, Red Lake and Polk	Norman, Mahnomon, and Clearwater
02, North	Lake of the Woods and Beltrami	Clearwater, Hubbard, Mahnomon, Becker, Itasca and Koochiching
03, Northeast	St. Louis, Lake, Cook, and Carlton	Itasca, Koochiching, and Pine
04, West	Clay, Wilkin, Otter Tail, Grant, and Traverse	Norman, Mahnomon, Becker, Hubbard, Wadena, Todd, Pope, Stevens, Big Stone and Douglas
05, North Central	Cass, Crow Wing, Aitkin, and Morrison	Wadena, Todd, Hubbard, Douglas, Benton, Mille Lacs, and Kanabec
06, West Central	Swift, Chippewa, Kandiyohi, Lac Qui Parle and Renville	Big Stone, Stevens, Pope, Meeker, McLeod, Sibley, Brown, Redwood, Yellow Medicine and Cottonwood
07, Central	Stearns, Sherburne, and Wright	Meeker, Benton, Mille Lacs, Kanabec, Pine, Isanti, Chisago, Todd, McLeod and Sibley
08, Southwest	Lincoln, Lyon, Pipestone, Murray, Rock, Nobles, and Jackson	Yellow Medicine, Redwood, Brown, Cottonwood and Martin
09, South Central	Nicollet, Watonwan, Blue Earth, Waseca, and Faribault	Brown, Cottonwood, Martin, McLeod, Sibley, LeSueur, Rice, Goodhue, Steele, and Freeborn
10, Southeast	Wabasha, Dodge, Olmsted, Winona, Mower, Fillmore, and Houston	Steele, Freeborn, Rice, and Goodhue
11, Metropolitan	Counties in jurisdiction of Metropolitan Council	



2/69

MINNESOTA REGIONAL SYSTEMS

STATE PLANNING AGENCY
STATE OF MINNESOTA
ST. PAUL, MINNESOTA

Legislation that refers to Regionalization,

Minnesota Laws, 1969

- Chapter 879: (Sec. 3, 297.221, Subd. 5)

Refers to taxes imposed in addition to the cigarette tax.

Subd. 5. \$2,000,000 each biennium for parks serving regional and sub-regional needs in the area outside of Scott, Carver, Hennepin, Ramsey, Anoka, Washington and Dakota counties for projects recommended by the state, county or any regional authority created agency recognized by the state planning agency.

Approved May 29, 1969.

- Chapter 1046: (116.01 Sec. 2, Subd. 3)

Refers to the designation of air quality control regions.

Subd. 3. The pollution control agency through its director may designate air quality control regions which shall as far as practical follow regional boundaries designated by state statutes or executive order, and consider other jurisdictional boundaries, urban-industrial concentrations and other factors including atmospheric conditions and necessary procedures to provide adequate implementation of air quality standards. Within a designated air quality control region the pollution control agency may by contract delegate its administrative powers to local governmental authorities to be exercised by such authorities within the region and within their own jurisdictional boundaries.

With the approval of the pollution control agency, local governmental authorities with jurisdiction wholly or in part within a designated region may enter into an agreement as provided by Minnesota Statutes, Chapter 471 to exercise jointly all or some of the powers delegated by agreement with the pollution control agency. The term "local governmental authorities" as used herein includes every city, village, borough, county, town or other political subdivision and any agency of the state of Minnesota, or subdivision thereof having less than state wide jurisdiction.

Approved June 6, 1969.

- Chapter 1129: (Art. V, Sec. 1, Subd. 1)

Refers to membership on Interdepartmental task force on transportation.

Subd. 1. An interdepartmental task force of transportation is created within the state planning agency. The Governor shall appoint representatives from the state planning agency; the department of aeronautics; the department of highways; the department of public service; the metropolitan airports commission; the transportation land use study teams of Duluth, Superior, St. Cloud, Fargo, Moorhead, Albert Lea, Rochester, and any other city having a similar facility; the metropolitan council; and the metropolitan transit commission.

(Art. VI, Sec. 1)

Refers to Urban Affairs Council membership.

Subd. 1. A state urban affairs council and urban action center hereby created within the state planning agency. The council

shall consist of the attorney general, the adjutant general, the commissioners of health, education, welfare, employment security, highways, human rights, the director of the state planning agency, the chairman of the metropolitan council, and the chairman of any other government councils now existing or hereafter created.

Approved June 9, 1969.

- Chapter 1136: (Sec. 3, Subd. 12, 13, 14)

Refers to planning for juvenile detention centers and jails within regional boundaries.

Subd. 12. Regional Juvenile Detention Centers \$150,000

This appropriation is available for reimbursement to a county or group of counties for not more than one-half of the construction costs of, nor more than one-half of the operating cost per bed per year of those facilities whose programs meet minimum standards. Any unexpended balance in the first year shall not cancel but shall be available for the second year of the biennium.

Subd. 13. Planning Regional Juvenile Detention Centers \$50,000

This appropriation is for the purpose of preparing a comprehensive plan for regional juvenile detention centers. The commissioner of corrections shall prepare a preliminary report on or before June 1, 1970, and submit said report to the committee on finance of the senate and the committee on appropriations of the house of representatives with regard to a comprehensive regional statewide plan for such facilities. The commissioner of corrections shall submit a final report to the respective committees on or before September 1, 1970. Any unexpended balance in the first year shall not cancel but shall be available for the second year of the biennium.

Subd. 14. Planning Regional Jail Facilities \$50,000

This appropriation is for the purpose of preparing a comprehensive statewide plan for regional jail facilities with the legislature recognizing the need for such a plan to rehabilitate existing facilities. Said funds may be used for construction and operating costs per bed per year but in no event shall the state share of such funds exceed 50 percent. The commissioner of corrections shall prepare a preliminary report on or before June 1, 1970, and submit said report to the committee on finance of the senate and the committee on appropriations of the house of representatives with regard to a comprehensive regional statewide plan for such facilities. The commissioner of corrections shall submit a final report to the respective committees on or before September 1, 1970.

(Sec. 20. (245.0321)

Refers to the use of hospitals for multi-purpose regional centers.

Notwithstanding any provision of law to the contrary, the commissioner of public welfare, upon the approval of the Governor after consulting with the legislative advisory committee pursuant to Minnesota Statutes, Section 3.30, may designate portions of hospitals for the mentally ill under his control as special care units for mentally retarded or inebriate persons, or as nursing homes for persons over the age of 65, and he likewise may

designate portions of the hospitals designated in Minnesota Statutes, Section 252.025, Subdivision 1, as special care units for mentally ill or inebriate persons, and he may plan to develop all hospitals for mentally ill, mentally retarded, or inebriate persons under his control as multi-purpose regional centers for programs related to all of the said problems.

Exhibit 14

EXISTING MULTI-COUNTY ORGANIZATIONS IN MINNESOTA
 Prepared by Staff of Minnesota State Planning Agency
 Office of Local and Urban Affairs

(This is not meant to be an exhaustive list of all multi-county organizations. It was compiled to illustrate the extent of multi-county efforts currently underway in Minnesota which are encouraged by and usually financed by federal agencies, and which involve the creation of a "governing body" made up of local officials and/or citizens.)

ECONOMIC DEVELOPMENT DISTRICTS

Only one in Minnesota at this time. Funding is 75% federal, 25% local, with the federal share usually from the U. S. Department of Commerce. Other federal funds are available from HUD, HEW, Justice and Labor. This District is organized as a private non-profit corporation. Its purpose is to improve the income and employment opportunities in areas of high unemployment or low family income through multi-county planning and investment.

RESOURCE CONSERVATION AND DEVELOPMENT DISTRICTS

There are currently 3 designated in Minnesota. They are sponsored by the Soil Conservation Service of the U. S. Department of Agriculture. A plan is developed through 100% federal financing. Projects are constructed with local, state and federal money as may be appropriate. The objective is "the orderly regional development, conservation and utilization of the natural resources of rural areas through planning, technical and financial assistance to local organizations."

COMMUNITY ACTION AGENCIES

In Minnesota there are 25 multi-county and 3 single county Community Action Agencies. Funds are available from the Office of Economic Opportunity to 90% of the total need. The purpose of the program is to "mobilize community resources to help families combat the problems of poverty such as poor health, inadequate education, unemployment and dilapidated housing."

BROAD PROGRAM AREAS (BPA)

This program was designed to broaden the viewpoint of Soil Conservation District Commissioners. 14 Broad Program Areas were designated crossing county lines. Each of the Soil Conservation Districts in each of the BPA's participated in developing a "plan" for the BPA. Technical assistance was provided by U. S. Department of Agriculture, Soil Conservation Service personnel.

CONCENTRATED EMPLOYMENT PROGRAM (CEP)

There is ⁰¹ one 10 county rural MinneCEP and 2 smaller urban CEP programs. This is funded by the U. S. Department of Labor in the 90% range. The program is organized as a private non-profit corporation. The purpose of a CEP is to administer training programs in order to provide employment for disadvantaged persons.

CONCENTRATED SERVICES IN TRAINING AND EDUCATION

This is a pilot program and at the moment only one has been created. It is administered by the Institute of Agriculture, University of Minnesota. Funding is 100% federal from HEW and Department of Labor. The purpose is to coordinate and concentrate federal training and education programs in a specific 3 county area.

COOPERATIVE AREA MANPOWER PLANNING SYSTEM (CAMPS)

There is one multi-county CAMPS area which is identical to the Rural MinneCEP area, there are also two smaller urban CAMPS areas. This is an attempt to coordinate all manpower programs within a given area. Representatives of the agencies with manpower programs sit together to arrive at means whereby the various programs would be complimentary rather than contradictory.

*1 - around /
1 - " county CEP
1 - 7 county met area
1 - rest of state
also 2 state CAMPS*

TECHNICAL ACTION PANELS (TAPS)

This program is also designed to coordinate activities. A TAP is composed of all USDA personnel within an area and its purpose is to coordinate USDA efforts. Currently there are TAP's within each county, 7 district TAP's which are multi-county areas, and one state TAP.

TOURIST PROMOTION REGIONS

In 1967 the Minnesota Department of Economic Development delineated 6 tourist regions. Since the delineation private non-profit corporations have been organized within each region. Funding is with local and state moneys. The purpose of these corporations is to increase tourism within their area.

INDUSTRIAL (ECONOMIC) DEVELOPMENT ASSOCIATIONS

There are at least two in Minnesota organized as private non-profit organizations. One is the 19 county Southwest Minnesota Development Association; the other is the 6 county Northeast Minnesota Development Association. Funding is mainly from private donations, usually the industries and businesses within the area. The purpose of these organizations to promote industrial and economic development of their area.

WATERSHED DISTRICTS

Currently 18 are organized under state law (Chapter 112). Each District is governed by a board of managers which consists of 3 to 5 persons. Some federal money is available from P. L. 556. Some of the organized districts are entirely within one county.

AREAWIDE HEALTH PLANNING AGENCIES

Five of these agencies have been organized to study and determine which agency within the area should be responsible for areawide comprehensive health planning. Funding is 50% federal from HEW and 50% local from private sources such as hospitals, medical societies, etc. The agency is responsible for review and comments on distribution of Hill-Burton hospital construction funds within the area. These are organized as private non-profit corporations.

REGIONAL ADVISORY COUNCILS FOR LAW ENFORCEMENT PLANNING

Seven of these councils have been organized for the purpose of establishing a criminal justice planning process within the area and to develop a comprehensive criminal justice plan which will be utilized in the preparation of the state plan. Funding is 90% federal from the Department of Justice and 10% local from units of local government. In addition each Council is responsible for review and comments on applications for action funds made by units of local government within their area.

OTHER ORGANIZATIONS OF LOCAL GOVERNMENT

There are two Councils of Governments (Head of the Lakes - Duluth-Superior, and Fargo-Moorhead), one Regional Planning Board (Iron Range) and one Metropolitan Planning Organization (St. Cloud). Currently the Head of the Lakes COG has a staff financed by federal Department of Housing and Urban Development funds (75%) and local funds (25%). The others could also maintain staff with federal funds from HUD and local funds but have not done so at this time. The St. Cloud organization is exploring this possibility and could receive a HUD 701 grant in the near future.

$$\frac{1}{2} \text{ MIL} = \frac{1}{2} \text{ ASS. VAL.}$$

1000

ASSESSED TAXABLE VALUES;
MINNESOTA REGIONS, 1968

<u>COUNTY</u>	<u>ASSESSED VALUES</u> (dollars)	<u>COUNTY</u>	<u>ASSESSED VALUES</u> (dollars)
<u>REGION 1</u>		<u>REGION 5</u>	
Kittson	\$6,729,664	Aitkin	\$ 4,716,935
Mahnomen	\$2,550,307	Cass	\$ 8,383,470
Marshall	\$9,609,304	Crow Wing	\$18,244,053
Pennington	\$5,461,430	Morrison	\$10,048,248
Polk	\$26,079,098	Todd	\$ 7,726,848
Red Lake	\$2,321,891	Wadena	\$ 4,136,918
Roseau	\$4,138,721	Region Total	\$53,256,472
Region Total	\$56,890,415		
<u>REGION 2</u>		<u>REGION 6</u>	
Beltrami	\$7,744,880	Chippewa	\$12,003,086
Clearwater	\$3,730,317	Kandiyohi	\$18,672,367
Hubbard	\$5,412,949	Lac Qui Parle	\$ 9,486,414
Lake of the Woods	\$1,243,843	Pope	\$ 6,727,208
Region Total	\$18,131,989	Redwood	\$18,688,398
		Renville	\$22,172,187
		Swift	\$ 9,631,474
		Yellow Medicine	\$11,928,046
		Region Total	\$109,309,180
<u>REGION 3</u>		<u>REGION 7</u>	
Carlton	\$16,310,818	Benton	\$ 7,631,167
Cook	\$ 3,200,010	Chisago	\$ 7,769,188
Itasca	\$26,658,846	Isanti	\$ 5,791,081
Koochiching	\$ 9,757,695	Kanabec	\$ 3,447,543
Lake	\$ 5,669,324	Meeker	\$11,832,435
St. Louis	\$124,417,400	Mille Lacs	\$ 5,767,728
Region Total	\$186,014,093	Pine	\$ 6,501,692
		Sherburne	\$ 7,567,257
		Stearns	\$35,718,960
		Wright	\$19,031,303
		Region Total	\$111,058,354
<u>REGION 4</u>			
Becker	\$11,046,971		
Big Stone	\$ 5,955,921		
Clay	\$24,321,267		
Douglas	\$11,522,078		
Grant	\$ 5,995,756		
Norman	\$ 8,807,892		
OtterTail	\$24,911,631		
Stevens	\$ 7,930,201		
Traverse	\$ 5,642,807		
Wilkin	\$ 8,021,087		
Region Total	\$114,155,611		

<u>COUNTY</u>	<u>ASSESSED VALUES</u> (dollars)
---------------	-------------------------------------

REGION 8

Cottonwood	\$15,333,306
Jackson	\$15,555,177
Lincoln	\$ 6,068,939
Lyon	\$16,883,281
Martin	\$27,528,808
Murray	\$11,478,238
Nobles	\$19,267,836
Pipestone	\$10,317,177
Rock	\$10,950,013
Region Total	<u>\$133,382,775</u>

REGION 9

Blue Earth	\$37,147,263
Brown	\$22,140,674
Faribault	\$20,137,485
LeSueur	\$13,509,150
McLeod	\$16,757,675
Nicollet	\$13,642,867
Rice	\$19,315,980
Sibley	\$12,554,578
Waseca	\$12,259,592
Watonwan	\$11,708,763
Region Total	<u>\$179,174,027</u>

<u>COUNTY</u>	<u>ASSESSED VALUES</u> (dollars)
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REGION 10

Dodge	\$ 8,841,253
Fillmore	\$13,424,053
Freeborn	\$28,395,914
Goodhue	\$21,949,687
Houston	\$ 7,832,622
Mower	\$26,681,463
Olmsted	\$64,767,544
Steele	\$18,369,793
Wabasha	\$ 8,822,427
Winona	\$22,871,472
Region Total	<u>\$221,956,228</u>

REGION 11

Anoka	\$75,665,592
Carver	\$14,870,013
Dakota	\$100,187,977
Hennepin	\$781,536,308
Ramsey	\$330,448,178
Scott	\$16,974,506
Washington	\$50,758,285
Region Total	<u>\$1,370,440,859</u>



STATE OF MINNESOTA

OFFICE OF THE GOVERNOR

 HAROLD LEVANDER
GOVERNOR

ST. PAUL 55101

March 18, 1970

Dear County Board Chairman:

Don't letter to Legislators

As you are aware, there is growing interest in Minnesota about regional cooperation and current state actions implementing the 1969 Regional Development Act. The purpose of this letter is to share with you some of my thoughts on this subject before designating regional boundaries in accordance with law.

Regionalism in Minnesota is a fact. The seven-county Twin Cities area has organized to coordinate the activities of federal, state and local governments in the development of our major metropolitan region. In the Duluth-Range area, the Arrowhead Regional Development Commission has been organized under the Regional Development Act and counties, cities, villages, townships and school districts will soon designate elected officials to represent them in joint planning for sound areawide development -- guiding the state and federal governments to meet needs determined at the grass roots. Numerous local governments throughout the state have petitioned for the creation of Regional Development Commissions in their areas.

In April of 1969, after considerable study and broad citizen and local government consultation, I issued Executive Order No. 37. This Order established tentative regional boundaries based on natural, social and economic factors and set forth an orderly procedure for modifying boundaries to suit preferences of local governments. These designated regions will remain in effect until a final regional assignment is made by the Governor. Once established these regions will be used, to the extent possible, by state and federal agencies for planning and coordinating their services.

During the past year representatives of the state Office of Local and Urban Affairs have conducted ten regional meetings throughout the state and have met with all counties requesting individual meetings in order to explain the process of establishing regional boundaries and the opportunities available to local governments under the Regional Development Act.

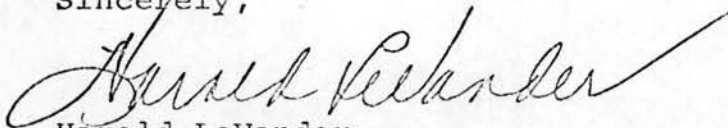
During this year counties, which could logically be included in several alternative regions, have been asked to indicate their preferences. Although all counties have not yet formally advised me of their desires, I would like at this time to share with you the attached map which indicates how the boundaries appear to be shaping up.

It is my intention to establish regional boundaries on May 1. My decision will be based upon present information about transitional county preferences and any new information that you believe I should consider. In order to fully appraise new information, I should have any comments you desire to make by April 20. The initial regional boundaries are not "cast in stone." The law provides a procedure for changing the designation of any county which finds that it has been inappropriately assigned. For further information and explanation, my representatives from the State Planning Agency are available to meet with county or areawide groups at your pleasure.

The 1969 Regional Development Act (Chapter 1122) authorizes the establishment of Regional Development Commissions with jurisdiction coterminous with regions established by Executive Order. ESTABLISHMENT OF THE REGIONAL BOUNDARIES, WHICH I AM OBLIGATED TO DO BY STATE LAW, DOES NOT MEAN THAT REGIONAL DEVELOPMENT COMMISSIONS WILL BE ESTABLISHED IN YOUR AREA. The governing bodies of local units of government constituting a majority of the population within each region may petition for the formation of a Regional Development Commission. Commissions will only be created where there is a felt need clearly expressed by majority petition of our local governments.

Unquestionably, no regional delineation will be satisfactory to everyone. It is our objective, however, to delineate sound regions within which local governments are provided the opportunity to cooperate in solving our problems of urban-rural balance and building a better Minnesota.

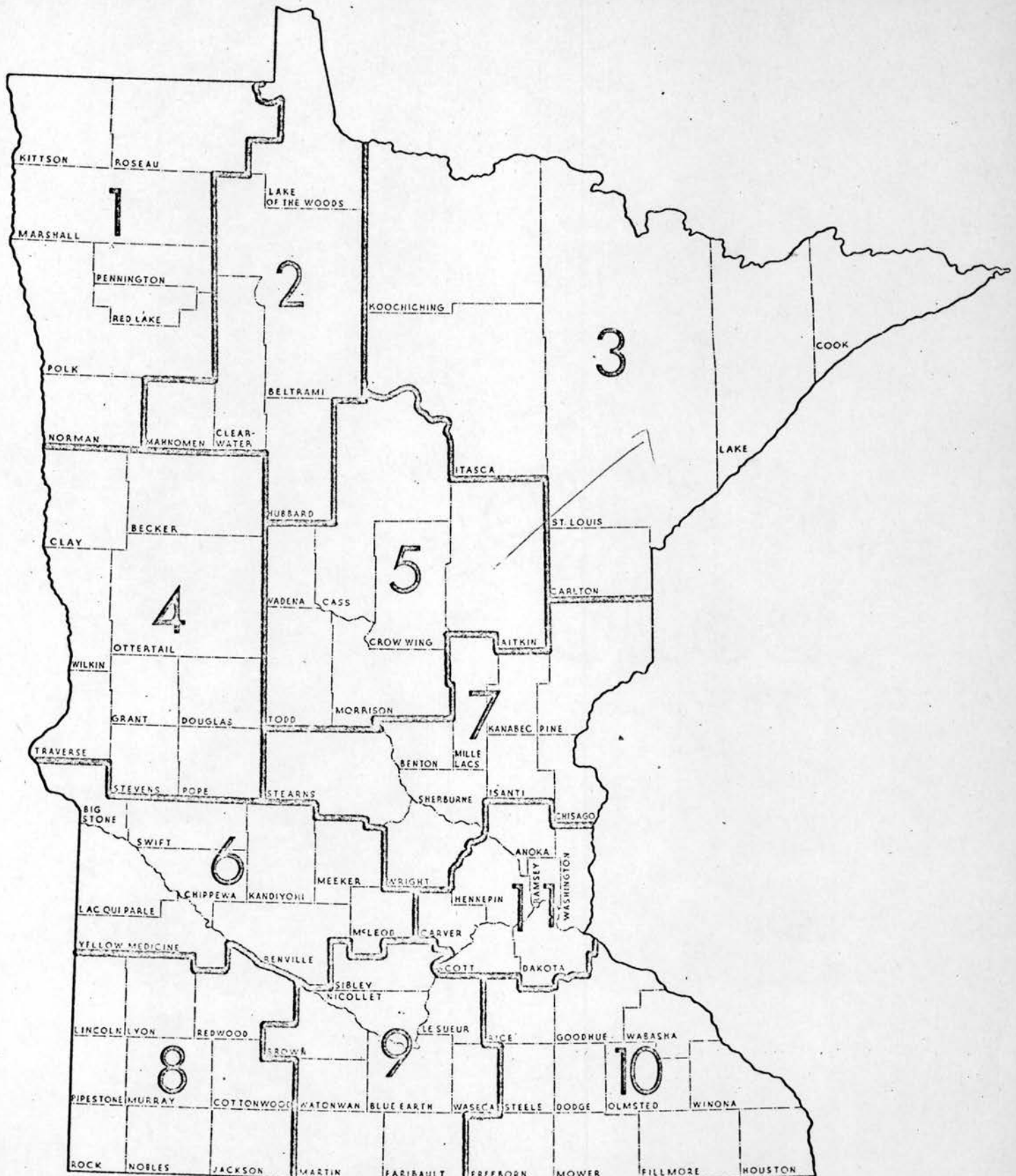
Sincerely,



Harold LeVander
G O V E R N O R

cc: County Auditor
Att.

REGIONS INDICATED BY
TRANSITIONAL COUNTIES' PREFERENCES
AS OF MARCH 16, 1970



—a non-profit, non-partisan
organization dedicated to
improving the quality of
life through regional
cooperation.

UPPER MIDWEST RESEARCH AND DEVELOPMENT COUNCIL
750 FEDERAL RESERVE BANK BUILDING
MINNEAPOLIS, MINNESOTA 55440

FILE COPY.

REGIONALISM

July 1970

THE CASE FOR INTER-
GOVERNMENTAL COOPER-
ATION IN MINNESOTA

REGIONALISM

INTERGOVERNMENTAL
COOPERATION AND PLANNING
IN GEOGRAPHIC AREAS WHERE
SPECIAL NEEDS EXIST....

-

COMBINED ATTACKS ON PROBLEMS
CROSSING COUNTY BOUNDARIES
WHICH CANNOT BE SOLVED BY
SINGLE COUNTY ACTION....

REGIONALISM...

may have a single objective such as the mobilization of water resources in the Missouri Basin

and/or wide objectives, such as the alleviation of poverty in the Appalachian region.

Regional cooperations most widely known are those crossing state lines:

The Appalachian Commission,
The Upper Great Lakes Commission,
Four Corners Commission,
TVA and the
Missouri Interagency Authority

which the national news media has made familiar to the public.

Less publicized are local intergovernmental cooperations.

Within Minnesota, there are hundreds of identified agreements between local governments which cover common efforts in police and fire protection, shared facilities, libraries, parks, hospital and health services to mention only a few areas of cooperation.

we have also created many independent commissions or agencies to handle specific concerns which cross county boundaries such as watershed and conservation districts.

THESE JOINT VENTURES OF LOCAL GOVERNMENT HAVE BEEN SUCCESSFUL, BUT OFFICIALS OF LOCAL GOVERNMENT ARE THE FIRST TO CLAIM THAT *the method of such cooperations and the agreements which are drawn are inadequate to support truly efficient government services in many areas.*

In the last 30 years, national population growth and prosperity has not been uniform.

Economic factors have favored concentrated, highly industrialized, METROPOLITAN areas and will continue to do so...

Urban growth has been particularly at the expense of the great farm belt ...

where agricultural employment and opportunity is rapidly diminishing.

MINNESOTA -- a striking example

the population of the Twin City metropolitan area has soared, and in the next 30 years will gain over one million additional persons.

As of 1970: over 1/2 of our state citizens live in the 7-county metropolitan area, and rural areas show a declining population...

As of 1970: over 1/2 of our counties are losing population.

The foreseeable future indicates that this situation will continue and increase.

THE RURAL-URBAN IMBALANCE CREATES ENORMOUS POLITICAL PROBLEMS FOR BOTH AREAS :

THE METROPOLITAN AREA: 1.8 million citizens live within 300 governmental structures; *no one or dozen of which can provide:*

a comprehensive transit facility
a sewerage disposal operation
an international airport -or-
plan for recreation space and
health services.

THEREFORE, the 1967 Legislature created the Metropolitan Council - a broadly representative body charged with planning and providing essential regional services.

The need for comprehensive planning in rural areas is even more acute.

Unless strong steps are taken to fortify rural cities, towns and counties, their chance for today's - and tomorrow's - quality and services of life will all but disappear.

The 1969 Minnesota Regional Development Act gives rural areas of the state an opportunity to organize a confederation of local governments to plan for common goals --

Goals which are virtually *unobtainable* to a single local government.

Commonly called the "*rural counterpart to the Metropolitan Council*", the regional confederations can decisively act in areas heretofore reserved only for state or federal action.

It is local governments' chance for
- self development and
- self preservation

REGION FORMATION...

Legislature directed the Governor of Minnesota to divide the state into such planning regions as would

"facilitate intergovernmental cooperation and ... insure the orderly and harmonious coordination of state, federal, and local comprehensive planning and development..."

Regions should be: (1) large enough to accommodate a comprehensive development plan, but (2) small enough to reflect local interest and identifications.

On April 3, 1969, Governor LeVander issued Executive Order 37 designating 10 tentative rural regions. Fourteen months later, after each county and municipality had had an opportunity to evaluate its placement, the Governor issued Executive Order 60, on June 12, 1970.



*-Regional
Boundaries
Established by
Executive Order
60 -*

The Executive Order does not dictate final boundaries. Each county remains free to request reassignment to an adjoining region at any future time.

Other boundaries could have been drawn--some would make just as good sense ...

HOWEVER,

THE PURPOSE OF THE ACT IS NOT TO CREATE A NEW POLITICAL GOVERNMENTAL SYSTEM OR TO AFFECT ANY OF THE EXISTING GOVERNMENTAL STRUCTURES WITHIN THE SYSTEM.

Boundaries simply provide the area and population for comprehensive, area-wide planning (and boundaries were adjusted for identifiable regional interests)

THE IMPORTANT FEATURE OF REGIONAL AREAS IS SIZE - NOT THE SPECIFIC TOWNS, VILLAGES, OR COUNTIES WITHIN BOUNDARIES.

Boundaries needed to be relatively compact so that physical planning could be done with a maximum of efficiency.

NOTE THAT - THROUGH THE LEGISLATION AND EXECUTIVE ORDER, THE STATE OF MINNESOTA HAS ALREADY ENTERED INTO "REGIONAL PLANNING". THE ORDER ENABLING LEGISLATION DIRECTS THAT ALL STATE PLANNING ACTIVITY SHALL BE BY DESIGNATED REGION AND BY VIRTUE OF FEDERAL POLICY, FEDERAL GRANTS AND PLANNING WILL ADJUST TO THE STATE SELECTED AREAS.

THE DECISION IS NOT... whether or not to HAVE REGIONAL PLANNING, *but rather*, whether or not communities within each region will decide in favor of a commission to CONTROL the planning process WITHIN their area.

FORMING A COMMISSION...

Under the bill, regional commissions may be formed either by the Governor's appointment of a regional chairman

OR,

by local initiative.

Under the local initiative procedure, the majority of the population of any region must formally petition the Governor for establishment of a commission and he, in return, initiates the commission by appointment of a chairman.

TO PETITION...a county commission votes the county census population less the population of incorporated municipalities. For the latter, the city or village council votes its own population. WHEN PETITIONS ARE RECURRENT REPRESENTING A MAJORITY OF THE POPULATION WITHIN A REGION, AND PRESENTED TO THE GOVERNOR, HE WILL THEN APPOINT A TEMPORARY CHAIRMAN AND SET INTO MOTION THE FORMATION OF A COMMISSION.

POST - PETITION...

The appointed chairman, who must be a resident of the region, will serve for two years and is responsible for constituting the commission from the statutory classifications.

He must call these representatives together within 60 days of his appointment.

Regional Commission Membership is set forth by statute, consisting of:

- 1) One member of each county board - chosen by resolution of each individual county board.
- 2) One additional member of the county board

of every county over 100,000.

- 3) One township supervisor chosen by a caucus of all township supervisors.
- 4) One mayor or councilman of any municipality under 10,000 population from each county, selected by a caucus of mayors of such cities.
- 5) One mayor or councilman from each municipality of over 10,000.
- 6) Two school board members chosen by a caucus of all school boards.
- 7) One member from each council of governments which may exist within the region.

(This would include such bodies as the Little Falls Council of Grants, the Duluth-Superior Council, the Fargo-Moorhead Council, and the St. Cloud Metropolitan Council.)
- 8) One member representing special districts to be chosen by a caucus of special districts such as the watershed and conservation districts.

These selected representatives then meet to draw the bylaws of the regional commission and adopt its own rules of procedure.

The commission is authorized under the statute to add to its numbers:

"citizen members" representing "public interests...including...members of minority groups".

There is no limit to the number of "citizen" members who may be added.

The statute further provides that the commission SHALL ELECT AN 11-MAN "BOARD OF DIRECTORS" who need not be members of the commission. This board is under the direction of the commission and in most instances, would probably operate as an executive-advisory body for the commission.

Commission officers are chosen by vote of the commission with the exception that for the first two-year term, the chairman is appointed by the Governor.

The number of offices and their terms

are set by the commission bylaws. The commission may hire staff under usual public employee provisions.

DUTIES AND POWERS...

A commission is given an opportunity to prepare and adopt a "comprehensive development plan for the region".

The statute specifically outlines the areas for commission consideration, areas which concern almost every facet of physical, social, and economic planning

(which heretofore have been done by the state or the federal government.)

Once formed, the commission becomes the agency to receive state and federal funds for specified major existing programs.

The commission also is the recipient agency for any state and federal programs providing funds for multi-county planning coordination and development purposes.

ONCE FORMED, EACH GOVERNMENTAL UNIT IN THE REGION MUST SUBMIT TO THE COMMISSION ALL "LONG-TERM COMPREHENSIVE PLANS" WHICH MAY

HAVE A SUBSTANTIAL AFFECT ON REGIONAL DEVELOPMENT.

A Commission has the authority to indefinitely suspend any plans of independent commissions which are in conflict with the regional plan.

If the Commission should determine that a project of local government conflicts with the regional plan, provision is made for mediation and adjustment.

The Commission is further directed to under-

take any studies -- INCLUDING urban-rural balance studies, government consolidation, taxation, and a host of concerns, all of which would provide a solid basis for cooperative action within the region.

IT IS IMPORTANT TO NOTE THAT THE DUTIES AND POWERS OF THE REGIONAL COMMISSION DO NOT AFFECT THE EXISTING POWERS OF LOCAL GOVERNMENT - MUNICIPALITIES, COUNTIES, AND TOWNSHIPS.

THE REGIONAL COMMISSION HAS RESPONSIBILITIES ONLY AS TO THOSE AREAS WHICH REQUIRE MULTI-GOVERNMENT ACTION.

AREAS WHICH FORMERLY WERE HANDLED BY STATE AND FEDERAL AGENCIES.

The Regional Commission has the responsibility to renew and comment upon LOCAL APPLICATION FOR STATE AND FEDERAL GRANTS. Support of local projects by a representative regional commission would lend great weight to approval.

IF THE COMMISSION IS FORMED AND ACTIVELY ENGAGES IN SOCIAL AND ECONOMIC DEVELOPMENT PROJECTS - THE LOCAL GOVERNMENTS WITHIN EACH REGION MAY FORM THEIR OWN PLAN FOR PROGRESS AND REDEVELOPMENT.

PURPOSE: TO PLACE THE PLANNING POWER IN THE HANDS OF LOCAL AREAS

TO THE EXTENT THAT THE CONFEDERATION OF COUNTY, MUNICIPAL, AND OTHER GOVERNMENTAL UNITS CREATES A SOLID PLAN FOR REGIONAL PROGRESS

to that extent the local governments will be strengthened.

FINANCING...

ANY COMMISSION IN EXISTENCE DURING 1970-71 MAY RECEIVE at the discretion of the Governor A SUM NOT TO EXCEED \$25,000 FOR EACH OF THOSE TWO YEARS.

By October 1, 1971, and annually thereafter, the commission shall prepare a budget. The secretary of the commission shall certify the sum to the county auditor within the region and a mill levy, amounting to a proportionate one-half mill maximum shall be levied and paid to the commission by the county auditors of each county within the region.

The sum raised by one-half mill levy will be very small. However, the agency as the recipient planning agency for state and federal grants will receive considerable financial assistance for its local staff.

POTENTIAL OPPORTUNITIES...

AS INDICATED, MINNESOTA ALREADY HAS REGIONAL PLANNING...in the sense that all state and federal departments are adjusting their planning and projects to the regions designated by the Governor.

The choice now up to the citizens of rural Minnesota is whether they wish to --

CONTROL THIS PLANNING PROCESS BY FORMATION OF A REGIONAL COMMISSION

OR

HAVE PLANNING ACCOMPLISHED BY STATE AND FEDERAL PLANNING.

The Council does not argue with past performance of state and federal planning.

It has been necessary and has produced many good and necessary projects.

HOWEVER, the federal government, and even the State of Minnesota does not have and cannot have the same knowledge, insight, and understanding of the peculiar desires and aspirations of each region for its development. As Do The Citizens Of That Region.

If the local governments of a region assume the opportunity and responsibility for comprehensive planning within their region, the plans will undoubtedly have great attraction to state and federal officials in terms of their local acceptance and participation.

SO - in terms of federal and state assistance...*a comprehensive rational plan for health care delivery, nursing-rehabilitation homes, recreational development, water and air pollution controls, transportation designs, special education needs, law enforcement and criminal justice standards*...each of these would have a strong appeal to state and federal assistance, if carefully done and reflect the desires of the affected populations.

MORE IMPORTANTLY, THE ABILITY OF LOCAL COMMUNITIES TO ORGANIZE THEMSELVES SO AS TO PRODUCE PLANS FOR THEIR OWN PROGRESS WOULD IMMEASURABLY ENHANCE THE QUALITY OF LIFE AVAILABLE TO EACH CITIZEN WITHIN THE REGION.

AS MATTERS NOW STAND...IT IS ABUNDANTLY
CLEAR THAT...no one rural Minnesota com-
munity can offer...

A COMPREHENSIVE MEDICAL CARE PROGRAM

*THE ESSENTIAL VARIETY OF NURSING HOMES
FOR CARE OF THE AGED*

*AN OPEN SPACE RECREATIONAL PROGRAM
COMPETATIVE WITH THE METROPOLITAN
CENTERS*

SPECIALIZED EDUCATION CENTERS

The opportunities for cooperation are
limitless.

Through this effort to improve the quality
of life available to our citizens in each
of the regions of rural Minnesota, we will
not only make our own life more meaningful,
but
we will be able to offer our young and our
aged, our ambitious and our students,

a chance for a real choice-- to stay
and prosper in rural America, or
to go to the larger centers.

AS THINGS NOW STAND, THAT CHOICE IS NOT
READILY AVAILABLE.

EXCERPT:

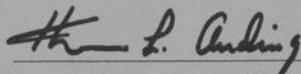
-RESOLUTION-

.....

"THE COUNCIL HAS SUPPORTED THE CONCEPT OF THE MINNESOTA REGIONAL BILL SINCE ITS INTRODUCTION IN THE LAST LEGISLATIVE SESSION. ITS PASSAGE GIVES EACH REGION IN MINNESOTA A UNIQUE AND POWERFUL TOOL TO EXPLOIT THE ADVANTAGES AND POTENTIALS OF OUR STATE AREAS. WITHOUT SUCH COOPERATION, OUR RURAL AREAS WILL EXPERIENCE INCREASING FISCAL AND SOCIAL CHAOS AS A RESULT OF POPULATION MIGRATION AND DRAMATIC SHIFTS IN EMPLOYMENT AND TRANSPORTATION PATTERNS."

.....

"OUR INTEREST IN THIS BILL, AND IN EACH REGION, IS SOLELY TO PROMOTE THE ASPIRATIONS OF THE OFFICIALS AND CITIZENS IN EACH REGION
.....OUR EFFORT SHOULD BE TO ASSIST AND SUPPORT LOCAL OFFICIALS IN IMPLEMENTING THEIR OWN INITIATIVES UNDER THE BILL." (9-23-69)



THOMAS L. ANDING, EXECUTIVE DIRECTOR
UPPER MIDWEST RESEARCH & DEVELOPMENT
COUNCIL

SIGNED....

*Dwayne O. Andreas, Chairman of the Board
First Intercoastal Corporation*

*Dr. H.M. Briggs, President
South Dakota State University*

*Earl Ewald, Chairman of the Board
Northern States Power Company*

*Louis W. Menk, President
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*Hon. Demetrius Jelatis, Mayor
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*Roger G. Kennedy, Vice President
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*William R. Pearce, Vice President
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*Ernest Ronn, Representative
United Steelworkers of America*

*W.A. Strauss, Chairman of the Board and
President
Northern Natural Gas Company*

*Joyce A. Swan, President and Publisher
Rapid City Journal*

*Cyrus G. Wright, Director
Otter Tail Power Company*

"THE MINNESOTA REGIONAL BILL IS OUR
No. 1 DEVELOPMENT PRIORITY."

- THE MINNESOTA STATE
EXECUTIVE COMMITTEE -

CHAIRMAN - Hon. Demetrius Jelatis
Mayor
Red Wing, Minnesota

PAST CHAIRMAN - Thomas M. Crosby
President
Northwest Growth Fund, Inc.
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College of St. Thomas, St. Paul, Minn.

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College of Education, University of Minn.
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Fred Marshall
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Dr. James F. Nickerson, President
Mankato State College, Mankato, Minnesota

Duane M. Peterson
Attorney-at-Law, Winona, Minnesota

Douglas Sillers
Moorhead, Minnesota

QUESTIONS FREQUENTLY ASKED ABOUT THE
MINNESOTA REGIONAL BILL

Q- ISN'T A REGIONAL COMMISSION JUST
"ANOTHER LAYER OF GOVERNMENT"?

A- NO. The regional commission is
not a governmental body. It does
not create any new structure of
government. It is a CONFEDERATION
OF EXISTING local governmental units.

Q- DOES THE REGIONAL COMMISSION THREATEN
EXISTING POWERS OF COUNTY OR LOCAL
GOVERNMENT?

A- NO. The duties and powers of the
regional commission have nothing to
do with the existing powers of local
governments. These local governments
will continue to operate with the powers
that they had before without interfer-
ence.

The bill does give to local
governments an opportunity, through
cooperation, to exercise the powers
heretofore exercised by state and
federal authorities.

Q- THE BILL PROVIDES FOR A BOARD OF DIREC-
TORS WHO NEED NOT BE MEMBERS OF THE
COMMISSION. WOULD THIS BOARD OF
DIRECTORS HAVE CONTROL OVER THE ACTIONS
OF THE COMMISSION?

A- NO. The board of directors are
chosen by members of the commission --
that is - by representatives of
your local governments. The
board would act under direct super-
vision of the commission.

Q- HAS THERE BEEN DISSATISFACTION EXPRESSED
WITH THE GOVERNOR'S REGIONAL BOUNDARIES?

A- YES. In some areas of the state,
particularly where there are already
several competing cities, a feeling has
grown that "regionalism" would favor
one city over another.....

Some have felt that the bill will promote the growth of the larger cities, and some of the larger cities fear that a regional commission will, in effect, dilute their own growth.

These anxieties are unfounded.

The Only Powers Granted To The Commission Are Those Which Affect Agreements Between Units Of Government On Matters Which None Of Them Could Do Alone.

ANY ACTION WOULD HAVE TO BE AGREED TO BY A MAJORITY OF THE COMMISSION. THE BILL IS NOT DESIGNED TO ASSIST ANY ONE CITY OR VILLAGE.

It is designed to assist THE ENTIRE REGION in the development of an agreed upon plan for progress.

Q- WILL ANY ONE INTEREST DOMINATE?

A- The members of the commission -- representatives of local governments -- are selected in order to form a fairly representative group of all interests -- economic, social and governmental. It is certain that no one sector could possibly dominate the deliberations of the commission, that is, any rural or urban interest. The commission can add citizen members to reflect any additional balance that they wish to have represented.

Most frequently, this has been spoken of as a ONE-MAN...ONE-VOTE reflecting the rural-urban mix on the commission.

Q- WILL THERE BE A "REGIONAL CAPITAL"?

A- This question reflects the concern of many smaller units of government that they will be over-run by major cities within the region. The bill does not affect any one city or any one village. THERE IS NO REGIONAL CAPITAL. The commission meets wherever it chooses and the staff would undoubtedly be located throughout the region. The decisions of the

commission (being a body representative of the area) will undoubtedly reflect a desire for prosperity in the entire region, not that of any single city.

Q- WILL A REGIONAL COMMISSION BE ABLE TO STEM THE POPULATION FLOW TO THE BIG CITIES?

A- In the opinion of the Upper Midwest Research and Development Council, a vigorous program by a regional commission would be the best way of creating a favorable environment to attract and hold populations of all ages. A region which has taken solid action in transportation, health delivery services, nursing home care, water and air pollution, sewerage disposition, recreation development and housing ... this would be the region most attractive to industry and to young people who wish to remain in rural America but cannot do so because of lack of job opportunity or an unfavorable decision on the quality of life available in rural Minnesota.

Q- ARE THERE ANY COMMISSIONS FUNCTIONING?

A- A number of other states have commissions somewhat similar to that contemplated by the Minnesota statute. They have operated successfully in Georgia for a number of years. Others have already implemented a regional state government administration plan. IN MINNESOTA

the Arrowhead Economic Development Region had been in operation for a number of years. It has come under the provisions of the Regional Development Act of 1969 and is the first regional development commission under that legislation. Past successes of the Arrowhead region indicate a favorable future for that commission.

In other regions of the state, local governments are still in the petitioning process. Several regions appear very close to obtaining the necessary majority.

The cumbersome process of petition, presently being used, has slowed the formation of commissions, as well as a lack of information on the actual

provisions of the bill.

Q- WHY SHOULDN'T COMMISSION MEMBERS
BE ELECTED DIRECTLY? ISN'T THIS
"TAXATION WITHOUT REPRESENTATION"?

A- In its present form, the regional
commission is a PLANNING AND DEVEL-
OPMENT cooperation of local govern-
ments. Its 1/2 mill levy is a
negligible "tax".

If a commission acquires actual
operating powers over plans and
programs...the legislature will
undoubtedly provide for direct
elections. This, however, is
unlikely.

FOR FURTHER INFORMATION OR ASSISTANCE

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750 FEDERAL RESERVE BANK BUILDING
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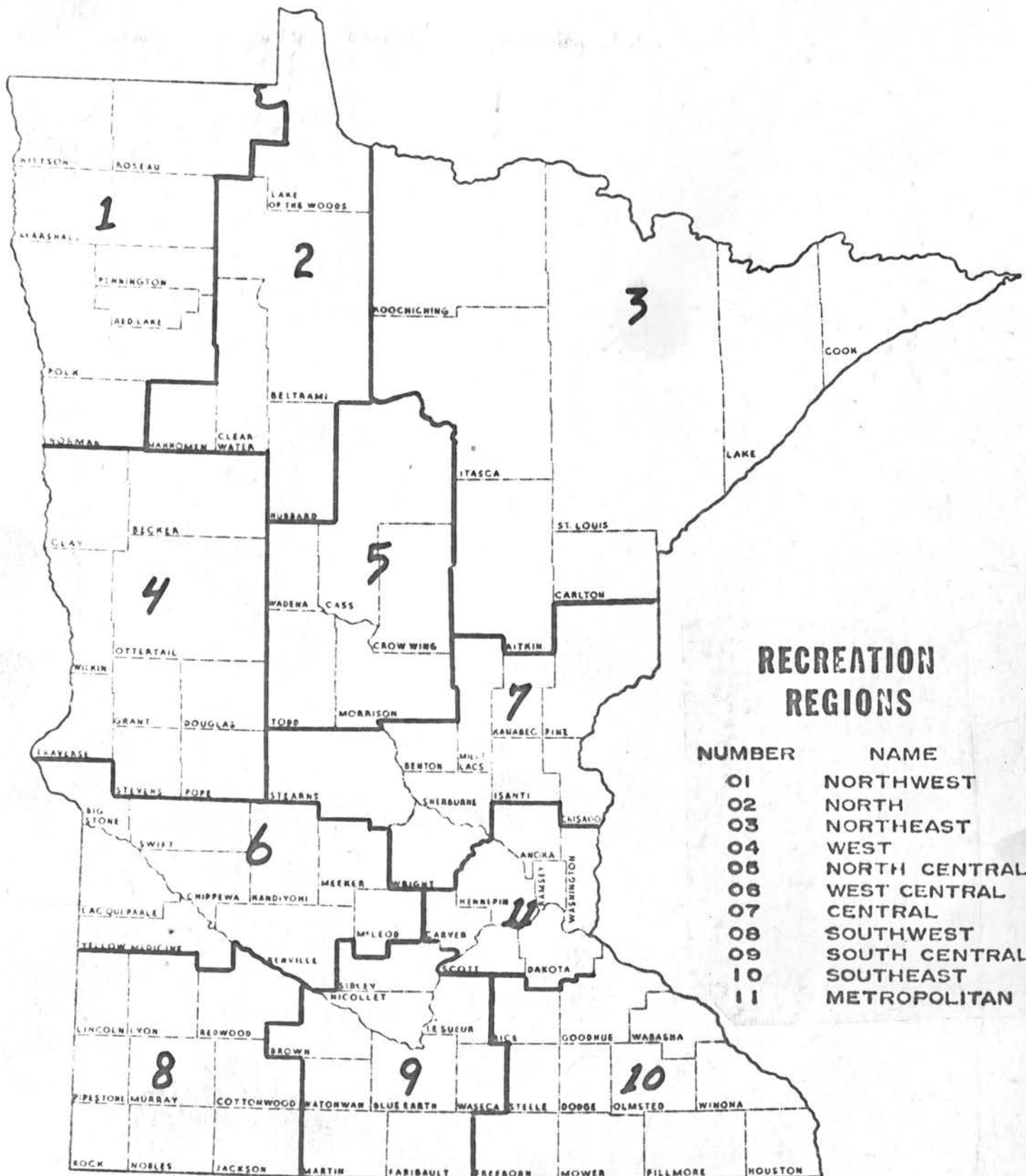
OR-

STATE PLANNING AGENCY

603 CAPITOL SQUARE BUILDING
ST. PAUL, MINNESOTA 55101

phone: (612) 221-3091

FILE COPY



GORDON ROSENMEIER
CHAIRMAN—COMMITTEE ON JUDICIARY



State of Minnesota
SENATE

3 July 1970

This is an answer, as best I can answer, to your letter of the 26th.

The Regional Development Act of 1969 started as S. F. 2231 and H. F. 2622, both introduced on April 18, 1969. What follows is taken from the Journals of the 1969 session, page references being to either Senate Journal or House Journal.

The charge, which I understand is made by irresponsible people, that the bills were not publicized, is contrary to the record. The Twin City papers, for example, and the wire services carried much about them, especially when they were being discussed with the congressional and departmental staffs in Washington before introduction. After introduction they followed an ordinary, orderly course. I was guiding the Senate file. Mr. Renner, the chairman of Government Operations Committee of the House, managed the companion House file. In both houses the bills were referred to committee, in the House to Mr. Renner's committee, in the Senate to Sen. Harren's Civil Administration Committee. These references were appropriate. The Senate file went to Civil Administration's subcommittee on State Departments. Hearings on the bill were noted on the bulletin boards, in the Secretary of the Senate's office, to the press, and on members' cards, in advance of hearing. This was usual practice. In addition anyone who had an interest and asked for notice ahead of hearing received it. The bills were carried on the committee calendar for hearing.

In the subcommittee on the Senate side there was full public hearing on April 30th, during which amendments were proposed and recommended in the subcommittee's report to the full committee. In due course the full committee

3 July 1970

page 2.

called up the bill for hearing after public notice and it was heard on May 3. The subcommittee's amendments were adopted and several others accepted. These amendments, subcommittee and full committee, went with the committee's recommendation to the floor of the Senate on May 3 (S.p.1604), where the bill was routinely rereferred to the Committee on Finance for approval of the appropriation.

Finance heard the bill and reported it back favorably on May 10 (S.p.1868). It had its second reading on that day (S.p.1910) and on May 23 it was called up for final by Sen. Sinclair under direction from his Finance Committee which had approved the appropriation. It was passed on that day after the usual floor discussion by a vote of 60 to 0 (S.p.2849).

In the House, H. F. 2622 followed a parallel course. It came out of Government Operations Committee favorably recommended after hearing on May 7 (H.p.2354). The next day it was printed and put in the members' files (H.p.2400). It was rereferred to House Appropriation Committee and came back to the floor favorably approved by that committee on May 17 (H.p.3391), when it received its second reading. (H.p.3402) After the second reading it went to the House General Orders calendar, as the Senate file had. On May 23 the Senate file came to the House on the usual message and Mr. Renner, following normal parliamentary procedure, moved that the rules be suspended so that the Senate file could have its second and third reading and be substituted for the identical House file. The Senate file then was passed in the House 103 to 20 (H.p.3907).

As you can see from the journals, the legislative treatment of the bills was quite routine. No step was secretive, all moves were public, and customary notice of hearing was given. The fact is the bills were thoroughly understood by the members, the legislation was generally considered salutary, and there was no opposition or question which called for extended debate. The vote in both houses amply demonstrates this.

You ask about "emergency procedures" and ask why it was necessary to use "emergency procedures" for this act.

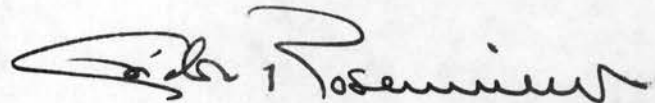
3 July 1970

page 3.

~~I~~ do not know what an emergency procedure is. Perhaps you refer to the formality of a declaration of urgency when a bill from one body is sent to the other at the moment that the latter's bill is ready for a vote--but this in no sense imports anything extraordinary; rather it was a simple way for Mr. Renner to substitute the Senate file for the House file. It should be remembered, too, that these bills were under legislative consideration from April 18th to May 23rd, more than a month. They were printed and carried on General Orders calendars in both bodies.

If I can give you more information I shall be glad to do so but interested people can find the record plainly enough written in the journals. To suggest, as some do, that there was deviousness in the passage of the measure is wholly unfounded and contrary to plainly recorded fact.

Yours truly,

A handwritten signature in dark ink, appearing to read "Edith Rosenbaum". The signature is fluid and cursive, with a large initial "E" and "R".

GR/lma

League of Women Voters of Minnesota, 555 Wabasha St. St. Paul, Minnesota 55102
August 1970

P L E A S E N O T E

On the attached insty-printed enclosure on "Recent State Actions To Support Regional Approaches" the first three mentioned states are not legible - they are:

MASSACHUSETTS
VERMONT
WEST VIRGINIA

Recent State Actions To Support Regional Approaches

In the past two issues of the "Regional Review Quarterly," we have included a synopsis of state actions to boost regionalism. The following summaries are based on the most recent reports we have received. The states are grouped by regions from east to west.

MASSACHUSETTS: The State of Massachusetts recently enacted several bills related to housing. One of these bills, as adopted, establishes a state board to review local government zoning that is unfairly restrictive to low income housing. The five-man state board will include a selectman, a city councilor and a representative from the state's Department of Community Affairs. The state board will hear and decide on challenges to local zoning. The board has the power to override local zoning decisions. The law does not include a percentage limit on the amount of land in a community which can be used for low and moderate income housing.

VERMONT: For more than five years, the State of Vermont has been developing a regional approach to planning, which combines the planning and economic development thrusts.

The state provides direct financial support to regional councils. This year the support amounted to approximately \$200,000.

Vermont has been divided into 14 regions, and local communities may create a regional council by voting approval. Nine councils have already been organized and have a professional staff on board.

VIRGINIA: After five months of testimony and study, the governor's task force on Local and Regional Planning and Development has published its recommendations.

The 19-member task force represented a variety of public and private groups interested in planning.

The major recommendations of the task force are:

(1) The governor should establish regions in the state and consider any necessary realignment of existing regional districts.

(2) In each region as defined by the governor, an intragovernmental relations council should be created. A majority of this *regional council's* members should be local government elected officials.

(3) Existing state legislation should be revised or clarified concerning the authority of local governments to make expenditures for regional planning and development. Legislation should also be adopted to authorize and provide financial support for regional councils.

(4) A state planning commission should be established in the governor's office. The commission and planning staff should help the governor set statewide goals and priorities, coordinate state agencies, standardize and coordinate information gathering and continuously review legislative proposals for planning.

(5) A state office of federal-state relations should be established for legislation. This office should provide aid and information to regional councils and local governments concerning federal programs, assure communications between regional councils and state agencies, coordinate federal programs in the state, and keep the governor and legislature informed of planning and development needs.

(6) The state should establish minimum standards for building codes, subdivision development and other future developments in such facility areas as recreation, water and sewer, and education.

In the body of the task force report, several observations were made which are of interest to regional organizations.

The term "planning" is defined as the "systematic process by which goals are established, facts are gathered and analyzed, alternative proposals and programs are considered and compared, resources are measured, priorities are established and recommendations are made for the deployment of resources designed to achieve the established goals." The term "development" refers to the "implementation of plans and the increased capacity to perform functions effectively."

According to the report, planning is a process designed to meet the needs of people. Citizens have a right to participate in decision making with regard to their communities. Planning is not an isolated discipline, but rather a part of the political process that promotes orderly community growth and development. The planning process should not dictate how an individual uses his life and resources but should develop the plan to insure that the tools are available so that he can have an adequate selection of opportunities.

Citizens need to be made aware that action without planning leads to waste. However, there is another side of the coin: Planning without action is an equal waste. The balance of planning and action is a concern for us all.

The task force suggests that an effective planning and development program on a regional level would be possible under the following conditions:

(1) When executed by a competent staff that is aware of the needs and priorities of the area.

(2) When ample technical assistance and advisory services are made available from the state level.

(3) When financial support is adequate, including state funds to match local contributions.

(4) When the local units consider themselves a unit and are willing to work together.

In discussing regional councils, the report recommends these functions:

- Review and comment on local proposals for federal aid.
- Serve as liaison between local government and the state.

(Continued)

REGIONAL REVIEW

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Jacques Avent, Field Representative

Vol. III January, 1970 No. 1

(Continued)

- Provide clearinghouse and coordination of planning and development activities.
- Foster pooling of local technical resources.
- Perform necessary planning and development activities.

This task force report is a significant proposal for the State of West Virginia, which for several years has been searching for a sound approach to regionalism. Reactions to the task force report for the most part are favorable. It seems probable that the governor will have proposed legislation for consideration by the legislature in 1970.

TENNESSEE: Since 1967, Tennessee has been developing an extensive regional program utilizing state districts. The State Office of Urban and Federal Affairs has provided the leadership in these developments.

In October, 1968, the governor defined eight regional districts. Working with local governments, the state has organized regional councils in five of the eight districts. Their purposes are to develop areawide plans, increase economic growth, encourage governmental cooperation and relate common local interests to state-federal programs and agencies.

In most cases, the majority of the district governing body is composed of local government elected officials. The state has developed a strong policy to encourage the use of these regional districts for handling various federal programs such as economic development, water and sewer planning, health planning, and law enforcement planning. The districts will also serve as regional clearinghouses under Bureau of the Budget Circular A-95.

The regional districts are created under state enabling legislation. The state provides financial support to the districts on a matching basis with a maximum limit of \$25,000 per region.

ILLINOIS: The governor has issued a memo to state agencies urging their utilization of common planning regions. The state legislature has created a new Department of Local Government Affairs which becomes operational January 1, 1970. The new department will assist local governments

in problem-solving, provide a central clearinghouse, develop technical assistance activities and be lead agency for regional councils. The state legislature also adopted enabling legislation authorizing two or more local governments to enter into an agreement establishing a regional council of public officials.

KANSAS: The Kansas State Legislature has approved the creation of an advisory council on intergovernmental relations.

The council would "engage in continuous study of the services provided by the various types and levels of government within the state, the division of responsibility for providing and financing governmental services, possibilities for improving the organizational structure and operational efficiency of the various governmental limits...and the state and local tax structure, and the revenue requirements and fiscal policies of the state and its local units of government."

The advisory council will be composed of 18 members—six appointed by the governor, six appointed by the president pro-tem of the senate, and six by the speaker of the house.

KENTUCKY: The State of Kentucky, through the Governor's Program Development Office, is developing an extensive regional districting program.

Under executive orders issued by the governor in 1967, the state was divided into 15 area development districts. The state has actively encouraged the organization of a regional council in each district.

Guidelines for organizing the councils suggest a governing body representing all community interests, with a majority of local government elected officials. They also suggest that each council's purpose be comprehensive planning and development. This would include discussing related public and private programs; coordinating public and private efforts; organizing activities in health, education, human resources, physical resources, transportation and urban services; and promoting implementation of these programs.

As in the past, the State of Kentucky is promoting these multicounty districts based on a deep commitment to coordinated total development efforts and a full-faith partnership between state and local governments. The district organizations provide the means to accomplish these goals.

To date 12 of the 15 districts have been organized and are functioning. In September the governor designated the districts as comprehensive planning and development agencies for these areas and as the nonmetro-

(SEE STATES — Page 4)

politan regional clearinghouses to handle project notification and review functions as established under Bureau of the Budget Circular A-95. This BOB circular implements the federal grant coordination provisions of the Intergovernmental Cooperation Act of 1968.

The Kentucky Program Development Office provides limited financial support to the district organizations. The state does provide extensive technical assistance, however. A bill will be submitted to the state legislature in 1970 to provide further statutory authorization to these district regional councils.

NEBRASKA: The state legislature has passed a new regional planning act. Through executive order, the governor is seeking state agency conformance to common planning districts. The state is also providing financial support to regional councils. These funds are used to match 50 per cent of staff salaries.

SOUTH DAKOTA: The state of South Dakota is encouraging the development of multicounty regional councils for planning and coordination. However, at present no direct state funds are available to support these efforts. Some opposition to regional councils has been voiced by county officials in sections of the state.

WISCONSIN: In an effort to strengthen local government and deal more effectively with multi-jurisdictional problems, the Wisconsin Department of Local Affairs and Development is promoting the establishment of multicounty regional planning commissions in all areas of the state. Less than one-half of the state's 72 counties are presently served by a regional planning commission.

The state is also working to broaden program considerations and low-income group participation in regional planning efforts.

A joint grant from the Department of Housing and Urban Development and the Office of Economic Opportunity is providing financial aid to the program.

On a recommendation from the governor, the state legislature has approved a \$200,000 assistance program for the Bureau of Local and Regional Planning. The funds will be used to

support regional planning, with emphasis on newly organized commissions.

TEXAS: The state legislature has adopted an interlocal cooperation enabling law. Basically, the law gives

local governments the power to jointly acquire property for public purposes. This legislation opens the door for COG's to purchase land for regional projects such as landfills and recreational facilities. ■

LWV of Minnesota, 555 Wabasha, St. Paul, Minnesota 55102

November 1970

TO: All Board Members

FROM: Marlene Roth

RE: Results of Return of Questionnaires on Regionalism

As of November 10, four days past the stated return deadline, 19 questionnaires had been returned by local Leagues. The breakdown of responses to question #5 ("...desire to reach consensus. . .") is as follows:

3 METRO AREA LEAGUES - NO

* (New Brighton (45), Chaska (36), St. Anthony (49) - Total-130)

4 OUTSTATE LEAGUES - YES

(Albert Lea (40), Red Wing (54), Mid-Misaba (62), Willmar (33) - Total-189)

12 OUTSTATE LEAGUES - NO

(Winona (75), Worthington (45), Duluth (218), Bemidji (82), Hibbing (64), Buffalo (27), Rock County (31), Greater Mankato (76), Northfield (81), Rochester (119), Owatonna (42), St. Cloud Area (84) - Total-944)

In the metro area - FYI

St. Anthony reports majority of village council against regionalism and Metro Council. Chaska and St. Anthony seemed to slip back and forth with ease between regionalism and the Metro Council as they reported opinions. New Brighton, however, draws a clear distinction and says, "We do not agree that support of the Metro Council is the same as supporting regionalism throughout the state."

Outstate - FYI

Responses to questions #1 and #2 by the four YES Leagues indicate communication with local government and the community has taken place in varying degrees. In describing community reaction to the concept and the act, Leagues reported the following: "Apathy so far - no action by anyone."

"County Board applied for admission to Region 10. Organization of local property tax payers to fight and lobby against all planning on any level over township."

"September 23, 1969. Favorable comments were made at a regional planning meeting attended by local officials. Subsequently, the Kandiyohi County Commissioners petitioned to establish a commission in Region 6."

"February 11, 1970. The County Board was urged to rescind its petition by approximately 150 persons representing"

"February 16, 1970. The Kandiyohi County Board of Commissioners rescinded its petition. Our League members feel the public needs to be better informed."

While three out of four Leagues had one or more meetings of members on regionalism, one "introduced it in discussion of welfare. . . ." This League proposed a next meeting and consensus for January and points out it "left out most of the details of organization at the first presentation".

Outstate among the NOs.

Ten Leagues of 12 have had contact with local officials or candidates for office on the subject of regionalism. The amount and quality varies, of course. Two Leagues undertook questionnaire surveys with poor return results.

Again, 10 of 12 Leagues have done at least a minimal job of communicating with the public on the issue.

Almost all of the Leagues express a mixed bag of support and resistance to the notion of regionalism. Worthington describes emphatic resistance while a couple of Leagues mention community disinterest and unawareness.

With the exception of one League, the other 11 did an active job of presenting topic information to members through bulletin, unit meetings, general meetings and some open to the public.

Among the 12 NO answers, the following reasons appeared:

In Duluth members are interested more in how their commission is working and thought it would be difficult to reach consensus.

Hibbing says it is not ready and is interested in watching the Region 3 Commission.

Bemidji does not feel prepared.

Worthington, too, says its members do not feel they or the rest of the state have had enough study.

Buffalo - "NO, not consensus, but further information."

Rock County - "No, however I believe they are reaching it faster than they realize. . ."

In Mankato only the Madelia unit wished to continue study.

In Northfield regionalism is "not a burning issue", and their League calendar is booked.

In Rochester no members thought consensus necessary, but more information to the public is.

Owatonna thinks if a consensus is to be reached it should not be until after the '71 legislative session.

St. Cloud decided in July it could not cope with a consensus at this time.

My Recommendation:

I think it would be best not to seek consensus on regionalism. Certainly we would not want to seek a consensus on the Regional Development Act of 1969 since we try to avoid consensus on specific pieces of legislation. Critics in the state aim at both the Act and the concept, and the concept is what we could address ourselves to. The Leagues reporting show a lack of confidence over whether they are prepared to express opinions even if only as citizens (which is all we want). You are aware, I'm sure; of my personal reluctance to seek a consensus on this issue. Based purely on speculation, I don't anticipate much activity during the legislative session which would leave us in a "what do I do with this now?" position. Maybe the whole thing is better dropped. Perhaps we can observe what happens at the Capitol and report to local Leagues. Perhaps the greatest value of the whole business since Council has been tuning in a few more citizens (in and out of League) to a governmental issue. Maybe, given the nature of this animal, that ~~was~~ the best thing we could have hoped for.

Please be prepared to express your opinion on how we should proceed.

* Membership figures as of November 1, 1970