

COUNCILS OF GOVERNMENTS: METROPOLITAN LABORATORIES

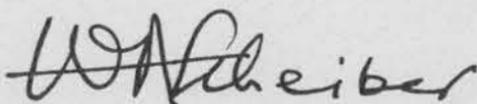
HUBERT H. HUMPHREY
Vice President of the United States

Excerpts of filmed remarks for the
National Conference of Councils of Governments
Washington, D. C.
April 3, 1967



The First National Conference of Councils of Governments was held in Washington, D. C., April 2-4, 1967. One of the highlights of the Conference was the keynote address by Vice President Hubert H. Humphrey. The Vice President delivered his remarks to more than five hundred delegates from forty-four states and fifty councils of governments who attended the Conference. He also served as official host for the meeting, which was sponsored by the Metropolitan Washington Council of Governments in cooperation with the National League of Cities, U. S. Conference of Mayors, National Association of Counties, American Institute of Planners, and Urban America, Inc. The Ford Foundation provided financial assistance.

The Vice President's address constitutes the most important statement yet made by an official of the National Administration on the urgent question of developing adequate political institutions to cope with the challenges of our burgeoning metropolitan areas. As such, it holds great meaning for officials at all levels of government, as well as for concerned citizens throughout the United States.



Walter A. Scheiber

Executive Director

Metropolitan Washington Council of Governments

Councils of Governments:

Metropolitan Laboratories

Remarks by

Vice President Hubert H. Humphrey

COUNCILS OF GOVERNMENTS: METROPOLITAN LABORATORIES

Working with the groups that have sponsored this conference has been a rewarding experience for me. It has brought me into close contact with the men and women who really make America what it is, who truly provide the governmental services which touch the lives of our almost two hundred million fellow citizens.

Beginning with my experience as Mayor of the City of Minneapolis, I have been deeply interested in upgrading the quality of local government to enable it to work as a full and effective partner with state and Federal government to solve our urban problems.

In all candor, I have never felt that the solutions to our urban problems were to be found in Washington. We can help here, and we should, but ultimately the solutions to any problem is with the people; and in this instance that means back home where you live. Backed--yes, supported--yes, by whatever assistance can come from your national government, but the solutions must be found within your own institutions and under your own leadership.

Today's conference is of an unprecedented nature and of great significance. There is clearly a trend towards regional councils of government in our country. Over fifty metropolitan areas of the Nation have already combined their resources and their talents by forming such councils. The states of Michigan, Minnesota, Texas, Maryland, and Connecticut, to mention a few, are considering the enactment of legislation to encourage the formation of councils of government. The Congressional mandate in this direction is clearly demonstrated in the Federal Aid Highway Act of 1962, the Housing and Urban Development Act of 1965, and the Model Cities Act of 1966. Such legislation encourages the formation of what we call councils of governments--the regional, the metropolitan approach.

A fine example of this concept is presented by one of your conference hosts, the Metropolitan Washington Council of Governments. I wish to commend those who have inspired this Association and have given it direction. It has been a pioneering organization and it has blazed a new path of governmental operation. Next week will mark the 10th anniversary of its founding. This Council has contributed greatly to progress in the field of public safety, environmental health, regional planning, and all other vital areas of municipal services. You will find, as you participate in the discussions and the meetings of this conference, how very important it is that we approach these areas of services on a regional or metropolitan basis.

You will be zeroing in on the basic problems that are confronting all of you, whether you have an on-going council or are seeking ideas on how to get started and how to avoid mistakes. You will be asking questions such as: "What can the councils do? How can they be set up? How can they develop community support?" In other words, "How can we overcome the old habits -- old forms of thinking and of municipal action--and move into an entirely new concept, that of a broadened, cooperative program--the council of governments?" And, "What is the role of the central city, of the suburbs?" All of these topics merit your serious thought and consideration. Some of the answers will come from this conference.

In the context of the unique conditions of your community, you will be trying to find what, if any, may be the best type of metropolitan council of governments for your area. You will discover, if you don't know it already, that there is no secret formula; there is no "pat" form that a council of governments should take. Councils of governments subscribe to that unique American concept: what works is what's best, and what you find you need is what you ought to adopt.

Many different views have been voiced concerning the formation and the administration of these councils. These differences are understandable and are very significant. We ought to understand what each of us is trying to do and ex-

change this information so that we can gain from it. Councils of governments are new institutions. They are experimental. They are a new development in the American scheme of government. It should be remembered that there is no country on the face of the earth that has as much experience in local government--or, I should say, as much "know how" in the field of local government--as our own. It is on this broad base of understanding and experience that we build to meet the problems of today and tomorrow, and remove from ourselves the prejudices, limitations, and inadequacies of the past.

The strength of the American federal system is the scope and the encouragement that it gives to experimentation and innovation-- experimentation and innovation in the fifty separate laboratories of our states. Now we have the opportunity, within the flexible framework of the council of governments, to try out new approaches in developing areawide governmental institutions in over 200 metropolitan areas, rather than in fifty states. We have a host of laboratories in which to experiment, and we have competent technicians in the field of government who know how to work in those laboratories. My plea to you is to be creative and imaginative, to be pragmatic and to experiment, to see what works--knowing full well that what we have now is not adequate for the problems and the needs of today.

You understand why there is a need for building new institutions in our metropolitan areas. You understand it because you live with the problems. President Johnson said in his 1966 State of the Union Message: "I think we must work together...and find ways in which the multitude of small jurisdictions can be brought together more efficiently." This is not merely a suggestion. We have to make progress in the art of self-government. This would be important if for no other reason than that the regional approach to the solution of metropolitan problems will bring economies of substantial proportions. If you really want to go to your fellow citizens and tell them that you have learned how to make the tax dollar do a better job, you must think in terms of the regional approach--

the council of governments concept. This, in turn, helps us maximize the use of our national resources to bring about sooner the achievement of our metropolitan goals.

Only 20 percent of all local governmental units in the country are located in metropolitan areas, but the average number of units within a metropolitan area is 87. Chicago has over 1,000 local units. In all of these governmental jurisdictions, the job of coordination, of bringing all units together to work for common purposes and metropolitan regional goals, is without question a very challenging one. It is in these densely populated centers that the need is the greatest for coordinating services and for establishing clear lines of responsibility. Frankly, we owe this to the taxpayer. The taxpayer cannot afford the luxury of a multiplicity of governmental jurisdictions that chew up his tax dollars while providing anything but adequate service.

Although the number of local governments throughout the country decreased in the five years ending in 1962, the number of local governments in metropolitan areas increased during that same period by over three percent. Why? Well, new cities, villages, towns, and special districts were created within metropolitan areas. Metropolitan areas contain not only two-thirds of the nation's population, but also the bulk of its productive resources.

I sometimes sympathize with our business leaders when they try to cope with the unbelievable number of rules and regulations that keep pouring out from the hundreds and thousands of local and state governmental jurisdictions. Don't you think that we have the ability and the capacity to do a better job in the organization of law, regulations, and administration? I know we do. Solving metropolitan problems will help us achieve our national objectives of promoting the general welfare and economic growth.

Of the better than \$17.5 billion of total Federal aid to state and local governments next year, about \$10.3 billion will be spent in urban areas to help close the growing gap between their needs and their resources. This is a substantial increase. It is an increase of almost \$6.5 billion for metropolitan areas,

or 165 percent over the amount of Federal aid provided to urban areas in 1961. So, the Federal government is at least sharing the resources in a more generous fashion. But the question is: what are we doing with these resources, how are we putting them to work?

The council of governments concept is winning great support as the most practical, yet politically acceptable, device for metropolitan development. The council of governments prevents an overlap of functions. Resources are pooled so that local governments can be full partners in local-state-Federal relationships, thereby lessening the load on the state and the Federal governments. Above all, local prerogative--that is your local standing and your local autonomy--is maintained in areas which have traditionally been under local jurisdiction. You don't lose your identity in a council of governments or in the regional approach. Rather, you give real meaning to that identity by making your part of the metropolitan area better able to serve the citizenry in a more modern and efficient manner. In short, it is through this concept that all forms of government can fully realize their potential. However, the framework must be changed since problems are no longer just citywide--they are metropolitan wide. You know it and I know it. It's about time that we come to grips with the facts rather than deluding ourselves with the fiction of the past.

The structure of government should be flexible enough to meet the demands and the opportunities that a developing society presents. The society of a vital, upwardly-mobile people changes and expands. For a government to keep pace, it must change, expand, and adapt itself to the needs of its people.

Thomas Jefferson said: "The only legitimate objective of government is the health, the happiness, and the well-being of the people." I ask you today: Are you fulfilling the objectives laid down by Thomas Jefferson? Jeffersonian democracy has a modern meaning as well as a historical meaning. It means that institutions of government must be relevant and they must pertain to the needs and the challenges of the times in which the people live.

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FOR RELEASE:
P. M. Papers
Monday, April 3, 1967

FILMED REMARKS
BY
VICE PRESIDENT HUBERT HUMPHREY
FOR
THE NATIONAL CONFERENCE OF COUNCILS OF GOVERNMENTS
APRIL 3, 1967
THE SHOREHAM HOTEL, WASHINGTON, D. C.

Mr. Chairman, I deeply regret that I cannot be with you today as I had originally planned, but as you know the President has asked me to visit several of the Western European countries to discuss with their leaders matters of mutual importance to the United States and our Allies. Therefore, I come to you through the media of film in the hope that at least I might extend a cordial welcome and thank each and everyone for their participation. Your response to my invitation has been most gratifying, and if it seems a lack of good manners not to be here to receive my guests, once again I apologize.

Working with the Metropolitan Washington Council of Governments, the National League of Cities, the U. S. Conference of Mayors, the National Association of Counties, the American Institute of Planners, and Urban America on this Conference has been a rewarding experience for me. Once again, it brings me into close contact with the men and women who really make America what it is, those who truly provide the governmental services which touch the lives of almost two hundred million of our fellow citizens.

Since my experience as Mayor of the City of Minneapolis, I have been deeply interested in upgrading the quality of local government to enable it to work as a full and effective partner with state and Federal government to solve our urban problems.

I must tell you in all candor that I have never felt that the solutions to our urban problems were to be found in Washington. We can help here, and we should, but ultimately the solutions to any problem is with the people; and in this instance that means back home where you live. Backed--yes, supported--yes, by whatever assistance can come from your national government, but the solutions must be found within your own institutions and under your own leadership.

I had looked forward to meeting with you today because of what I believe to be the great significance and the unprecedented nature of this Conference. There is clearly a trend towards regional councils of government in our country. Over fifty metropolitan areas of the Nation have already combined their resources and their talents by forming such councils.

The states of Michigan, Minnesota, Texas, Maryland and Connecticut, just to mention a few, are considering the enactment of legislation to encourage the formation of councils of government. The Congressional mandate in this direction is clearly demonstrated in the Federal Aid Highway Act of 1962, the Housing and Urban Development Act of 1965, and the Model Cities Act of 1966. Such legislation encourages the formation of what we call Councils of Government--the regional, the metropolitan approach.

A fine example of this concept is presented by one of your Conference hosts, the Metropolitan Washington Council of Governments. I wish to commend those who have inspired this Organization and given it direction. It has been a pilot program and it has blazed a new path of governmental operation. Next week will mark the 10th anniversary of its founding. This Council has contributed greatly to progress in the field of public safety, environmental health, regional planning and all other vital areas of municipal services. I'm sure that as you participate in the discussions and the meetings of this Conference, you will find how very important it is that we approach these areas of services on a regional or metropolitan basis.

Scanning through the program, I see that you will be zeroing in on the basic problems that are confronting all of you, whether you have an on-going council or are merely seeking ideas on how to get started and how to avoid mistakes. You will be asking questions such as: what can the councils do, how can they be set up, how can they develop community support. In other words, how can we overcome the old habits--old forms of thinking and of municipal action--and move into an entirely new concept, that of a broadened, cooperative program--the Council of Governments. What is the role of the central city, the suburbs--all of these topics merit your serious thought and consideration. I am sure some of the answers will come from this conference.

In the context of the unique conditions of your community you will be trying to find what, if any, may be the best type of metropolitan council of government for your area. I think you will discover over the next two days, if you don't know it already, that there just isn't any secret formula; there is no "pat" form that a council of government should take. As a matter of fact, this is a very unique American concept: what works is what's best, and what you find you need is what you ought to adopt.

Many differences have been voiced as to the formation and the administration of these councils. These differences are understandable, and I think they are very significant. We ought to understand what each of us is trying to do and exchange this information so that we can gain from it. Councils of government are a new institution. They are experimental. They are a new development in the American scheme of Government. I think it should be remembered that there is no country on the face of the earth that has as much experience in local government--or should I say as much "know how" in the field of local government--as our own America. It is on this broad base of understanding and experience that we build for the problems of today and tomorrow; and we remove ourselves from the prejudices and limitations and the inadequacies of the past.

The beauty of the American Federal system is the scope and the encouragement that it gives to experimentation and innovation--experimentation and innovation in the fifty separate laboratories of our states.

But now, it seems to me that we have the opportunity within the flexible framework of the councils of government to try out new approaches to develop areawide governmental institutions in over 200 different metropolitan areas, rather than in fifty states. In other words, we have a host of laboratories in which to experiment and, may I add, we have competent technicians in the field of government who know how to work in those laboratories. My plea to you is to be creative and imaginative, to be pragmatic and to experiment to see what works, knowing full well that what we have is not adequate for the problems and the needs of today.

I think I hardly need to point out to this audience why there is a need for building new institutions in our metropolitan areas. You understand it because you live with the problems. President Johnson said in his 1966 State of the Union Message: "I think we must work together" . . . "and find ways in which the multitude of small jurisdictions can be brought together more efficiently." This is not merely a suggestion. I think it lays down what is a fact, namely that we have to make progress in the art of self-government. This would be important if for no other reason than the fact that the regional approach to the solution of metropolitan problems will bring great economies--economies of substantial proportions. If you really want to go to your fellow citizens and say that you have learned how to make the tax dollar do a better job, you have to be thinking in terms of the regional approach--the councils of governments concept. This in turn helps us maximize the use of our national resources to bring about sooner the achievement of our metropolitan goals.

Only 20 percent of all local governments in the country are located in metropolitan areas, but the average number for a metropolitan area is 87. One area, Chicago, has over one thousand local units, and I need not tell you the City of New York has substantially more. In all of these governmental jurisdictions, the job of coordination, of bringing all units together to work for common purposes and metropolitan regional goals is, without question, a very challenging one. It is in these densely populated centers that the need is the greatest for coordinating services and for establishing clear lines of responsibility. Frankly, we owe this to the tax payer. The tax payer cannot afford the luxury of a multiplicity of governmental jurisdictions that chew up his tax dollars and provide anything but adequate service.

Although the number of local governments throughout the country decreased in the five years ending in 1962, here is an important fact: the number of local governments in metropolitan areas went up during that same period by over 3 percent. Why? Well, by virtue of the fact that new cities, villages, towns, and special districts were created within metropolitan areas. Metropolitan areas contain not only two-thirds of the nation's population, but also the bulk of its productive resources. Solving metropolitan problems, therefore, will help us achieve our national objectives of promoting the general welfare and economic growth.

I sometimes sympathize with our business leaders when they are trying to cope with the unbelievable number of rules and regulations that keep pouring out from the hundreds and thousands of local and state governmental

jurisdictions. Don't you think that we have the ability and the capacity to do a better job in the organization of law, regulations, and administration? I think we do; in fact, I know we do.

About ten billion three hundred million dollars of the better than seventeen and one-half billion dollars of total Federal aid to state and local governments will be spent in urban areas next year to help close the growing gap between their needs and their resources. Now this is a substantial increase. It's an increase of almost six and one-half billion dollars for metropolitan areas, or one hundred sixty-five percent over the amount of Federal aid provided to urban areas in 1961. So, the Federal government is at least sharing the resources in a more generous fashion. But the question is what are we doing with these resources, how are we putting them to work?

The Council of Governments concept is winning great support as the most practical, yet politically acceptable device for metropolitan development, and I'll tell you why. Because the overlap of functions is prevented. Your resources are pooled so that local governments can be full partners in local-state-Federal relationships, thereby lessening the load on the state and the Federal governments. Above all, local prerogative--that is your local standing and your local autonomy--is maintained in areas which have traditionally been under local jurisdiction. You don't lose your identity in the council of governments concept or in the regional approach. Rather, what you do is to give real meaning to that identity by making your part of the metropolitan area better able to serve the citizenry in a more modern and efficient manner. In short, it is through this concept that all forms of government can really realize their potential. However, the framework must be changed, problems are

no longer just citywide--they are metropolitan wide. You know it and I know it. I think it's about time that we come to grips with the facts rather than deluding ourselves with the fiction of the past.

The structure of government should be flexible enough to meet the demands and the opportunities that a developing society presents and requires. The society of a vital, upwardly-mobile people changes and expands. For a government to keep pace, it must change, expand, and adapt itself to the needs of the people.

I conclude by reminding you what Thomas Jefferson said was the only legitimate objective of government, and he was talking about all government--your government, local government. He said: "the only legitimate objective of government is the health, the happiness and the well-being of the people." I ask you today: Are you fulfilling the objectives laid down by Thomas Jefferson? Jeffersonian democracy has a modern meaning as well as a historical meaning. It means that institutions of government must be relevant and they must pertain to the needs and the challenges of the times in which the people live.

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Transcript of the Tape on The Conference of the Councils of Government
The Vice President, March 24th - aw

Mr. Chairman, I ^{deeply} regret that I cannot be with you today as I had originally planned, but as you know the President has asked me to visit several of the Western European countries to discuss with the leadership of ^{those} ~~these~~ countries matters of mutual importance to the United States and our Allies. Therefore, I come to you through this ^{media} ~~medium~~ of film in the hopes that I might at least extend a cordial welcome to you and to thank each and everyone of the participants for your presence. ^{PP} ~~Now~~ your response ~~to my~~ invitation has been most gratifying and if it seems a lack of good manners not to be here to receive my guests, ^{PP} once again I apologize. Working with the metropolitan Washington Council of Governments, ~~and~~ the National League of Cities, the U. S. Conference of Mayors, The National Association of Counties, ~~and~~ the American Institute of Planners, and Urban America, on this Conference, has been a rewarding experience for me. Once again, it brings ~~me~~ into close contact with the men and the women that really make America what it is. ^{These} ~~That~~ Truly provide the governmental services that touch the lives of the almost two hundred million of our fellow citizens. ^{PP} Since my experience as a Mayor of the City of Minneapolis, I have been interested and deeply ~~and~~ interested in up-grading the quality of local government so as to enable it to work as a full and effective partner with state and federal government, to solve our urban problems. ^{PP} I must tell you ⁱⁿ ~~with~~ all candor that I have never felt that the solutions to our urban problems were to be found in Washington. We can help ~~you~~ here and we should but ultimately

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Page two - Taping - The Vice President - March 24th - aw

the solution to ~~any~~ any problem is with the people, and that means in this instance. ~~back~~ back home where you live, the solution to the problem must be found with your own institutions and with your own leadership, ~~back~~ backed yes - supported yes - by whatever assistance can come from your national or federal government. ~~Now~~ ^R I had looked forward to meeting with you today because of what I believe to be the great significance and the unprecedented nature of this conference. There is clearly a trend ~~now~~ towards regional councils of governments in our country. Over fifty metropolitan areas of the Nation have already combined their resources and their talents by forming such councils.

^R In the states of Michigan, Texas, ~~and~~ Maryland ~~and~~ Connecticut, just to mention a few, ~~they are~~ ^{they are} considering the enactment of legislation to encourage the formation of councils of governments. The Congressional mandate in this direction is clearly demonstrated in the Federal Aid Highway Act of 1962, ~~and~~ ^{the} the Housing and Urban Development Act of 1965 and the Model Cities Act of 1966. All of these ~~legislations~~ legislative proposals encourage the formation of what we call - these ~~Councils~~ ^{they are} Councils of Government, ~~the~~ ^{the} regional-metropolitan approach. Of course, a fine example of this concept is presented by one of your Conference Hosts, the Metropolitan Washington Council of Governments, and I wish to commend those who have inspired this organization and given it direction. It has been a pilot program

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in a sense and ~~it~~ has blazed a new path of governmental operation.

CP Next week will mark the ~~tenth~~ Anniversary of its ~~founding~~. This Council has contributed greatly to progress in the fields of public safety, environmental health, regional ~~planning~~ and all other vital areas of municipal services, ~~and~~ I'm sure that as you participate in the discussions ~~and~~ the meetings of your conference here, you will find how very important it is that we ~~approach~~ ^{for} these functions of public safety and environmental health and regional ~~planning~~ on the regional, or the larger basis. ~~Scanning through~~ the program, I see that you will be zeroing in on the basic problems that are confronting all of you - whether you have an on - ~~going~~ council or are merely seeking ideas on how to get started and how to avoid mistakes. And you will be asking these questions, ~~what~~ can the Councils do, and then how ~~can~~ can they be set up - how can they develop community support, ~~In~~ ^I order words, how can we overcome old habits and old forms of thinking and of municipal action and move into an entirely ^{new} concept of a broadened cooperative program of the Council of Governments. ~~What~~ What is the role of the central city - the suburbs - all of these topics merit your serious thought and consideration, and out of this Conference I am sure will come some answers. ~~Now~~ ^I in the context of the unique conditions of your community you will be trying to find what, if any, may be the best ~~type~~ ^m of metropolitan Council of *more*

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Councils, ~~and~~ these differences are understandable and, I think

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so that we can build ~~xx~~ on it and grow from it. ~~Metropolitan~~

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~~the~~ they are a new development - ~~and~~ in the American ^{stream} ~~stream~~ stream of

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of substantial proportions, ~~so~~ ^{that} if you really want to go to your fellow citizens and say that you have learned how to make the tax dollar do a better job - I think you have to be thinking in terms of the regional approach = the Councils of Governments Concept. ~~this~~ ^{that} in term helps us maximize the use of our national resources to bring ~~about~~ ^{about} sooner, the achievement of our metropolitan goals. Only 20% of all local governments in the country are located in metropolitan areas - but the average number for a metropolitan area is 87. ~~One area - Chicago - has over 100~~ ^{One} One thousand local units and, I need not tell you ~~that~~ the City of New York has ~~a~~ substantially more. ^{So} All of these governmental jurisdictions, the job of coordination, of making them or bringing them together, working together, for common purpose and metropolitan regional goals, is without question - a very-very-challenging one.

^{IP} It is densely populated centers that the need is the greatest, ^{for} coordinating services and for establishing clear lines of responsibility, - ~~Frankly~~ ^{Frankly} we owe that to the ~~people~~ ^{taxpayer} Tax payers. We do not owe to the Taxpayer the luxury of the multiplicity of the units of governmental jurisdiction that chew up the taxpayers dollar, and provide ~~anything~~ ^{nothing} but adequate service. ^{IP} Although all the number of local governments throughout the country ~~has~~ decreased in the ⁵ ~~five~~ years ~~ending~~ ending 1962 - ~~but~~ here is the important fact, ~~the~~ the number of local governments in metropolitan areas went up during that

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same period by over 3%. ^{Why?} well by virtue of the creation of new cities - villages and towns, and special districts ~~nowhere~~ ~~already~~ within already what we call metropolitan areas.

Metropolitan areas contain not only two thirds of the nations population - but also the bulk of the productive resources.

Solving the metropolitan problems, therefore, will help us achieve our national objective of promoting the general welfare ^{to} and the economic growth. ^P I sometimes sympathize, in fact, I often sympathy with our business leaders when they are ^{trying} to cope with the unbelievable number ^{of} rules and regulations that keep pouring out from the hundreds and thousands of local governmental state and local governmental jurisdictions. Don't you think that we have the ability and the capacity to do a better job of organization of law and of regulation and of administration? I think we do, in fact, I know we must. ^P About ten billion three hundred million dollars of the better than 17½ billions of total Federal aids to state and local governments will be spent in the urban areas next year. To help close the growing gap between their needs and their resources. Now this is ^a substantial increase - its an increase of almost 6½ billion dollars for metropolitan areas or one hundred and sixty five % over the amount of federal aid provided to urban areas in 1961 - so the Federal government is at least sharing the resources in a more generous fashion. ^P But the

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You don't loose your identity in the Councils of Governments concept, or in the regional approach, *rather* what you do is to give ~~real~~ meaning to that identity, by having your part of the metropolitan areas ~~able to be better served than to service~~ *and* the citizenry in a more modern and efficient manner - in

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He said, "the only legitimate objective of government is the

~~health and the well-being~~ health - the happiness and the well-being of the people."

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I ask you today - Are you fulfilling the objective laid down by Thomas Jefferson?

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Jeffersonian democracy has a modern meaning as ~~well~~ ^{well} as

a historical meaning, and Jeffersonian democracy means

that the institutions of government must be relevant - *well*

they must pertain to - ~~they must be relevant to~~ the needs

time that the people live. and the challenges of the ~~time that the people live~~

He

Institutions of government should not be historic - institutions

of government should be realistic - realistic to the needs of

today and the promises and the problems of tomoooreow. Thank YOU.



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