

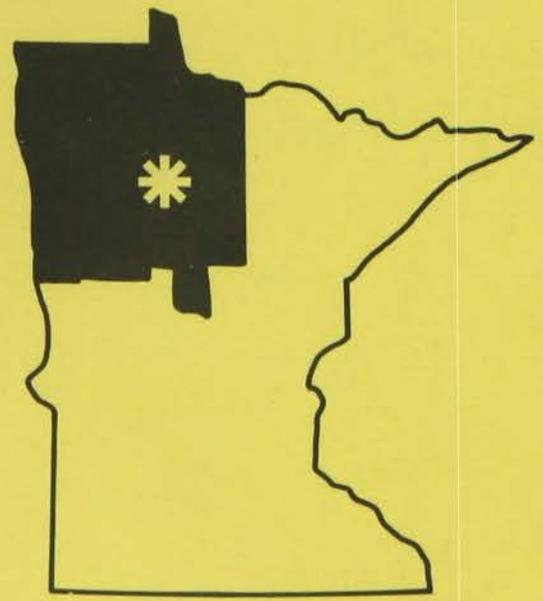
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# Proceedings of the Leadership Workshop on Community and Regional Development

Bemidji, Minnesota  
May 9, 1969



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AID Inc. (Agricultural and Industrial Development, Inc.):  
Minnkota Power Cooperative  
Ottertail Power Company  
Northern States Power Company

Bemidji State College, Bemidji

Minnesota Department of Economic Development

Minnesota Department of Agriculture

Minnesota State Planning Agency

Rainy River Jr. College, International Falls

Northland Jr. College, Thief River Falls

Thief River Falls Area Vocational-Technical School

Bemidji Area Vocational-Technical School

University of Minnesota Technical Institute, Crookston

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## YOUR INVOLVEMENT -- OUR COMMITMENT

John S. Glas  
Vice-President for Administrative Affairs  
Bemidji State College

Twelve or fourteen years ago we found it most difficult to get students in this area interested in attending college. Parents in the area refused to borrow money to educate their children. We were unable to get enough scholarship money from business firms to make it worthwhile. It wasn't until the government provided federal money to go out and influence the young people of this area through aids, grants and some scholarships that we received a response. Twelve years ago we had some 1,220 full time students on this campus. This past fall we had 4,128 students and expect 4,500 or more this fall.

Now we are educating our children. Today we at Bemidji State College, in cooperation with the University of Minnesota, feel an obligation to serve in a different capacity, to try to use the resources, the buildings that have been provided, and the people placed here to help solve other problems in addition to training the young. We are dedicated to this particular program.

When the federal government tried the regional concept with the initial OEO and CAP programs, people of the area were urged to think about something positive to do. We thought it was an excellent idea. This hasn't been as successful as originally anticipated, and it hasn't met up to all expectations. However, the concept of going back to the people and getting the people to do what they should do in their own area to help themselves instead of leaving everything to big business or big government, is we think, the answer. I think we have to go back to our founding days when we began and said, "We the people." I think that this is one of the keynotes of what we have been attempting.

I'm sure I speak for the University about today's program and what we are trying to do. We make available our resources and our faculty to you in order to help you with your planning and programming. Here at Bemidji State we have developed a cooperative service with the University of Minnesota Cooperative Extension Service and their area coordinator's office on the Bemidji State College Campus. We have a man designated to help in this area. Both the University and Bemidji State College are willing to put aside their resources in order to do this type of work. Today we want you to tell us what you would like to have us do. We are here to assist you in any way we can.

I know there will be many other agencies that you will call. But we want you to know that we are ready, willing, and able to assist you in whatever way we can. This is a new field for us, too, and many of our faculty are not used to getting out in the field. They're still used to talking to students, but they can learn and they will learn with your patience and your help. I'm sure that they have the know-how to assist you in the field.

We wish to thank AID, which is the Minnkota Power Cooperative, Ottertail Power, and Northern States Power, for assisting us in financing this particular program. We also wish to give recognition to other agencies cooperating on this program, including the Minnesota

Department of Economic Development, Minnesota Department of Agriculture, Minnesota State Planning Agency, Rainy River Junior College, Northland Junior College, Thief River Falls Area Vocational Technical School and Bemidji Area Vocational Technical School. Others, I'm sure, will join with us in trying to bring as much assistance to you as possible.

Again, welcome to this campus. We have some fine facilities which are always open to you. We built two meeting rooms downstairs which will always be available to you for conferences. This particular meeting facility will always be available to you for groups.

We would like to have you look to Bemidji State as a center for regional conferences. We lend you our support and I'm sure the University of Minnesota joins with us.

## THE CHALLENGE OF CHANGE

Honorable James B. Goetz  
Lt. Governor, State of Minnesota

It's good to be here and be on the platform with you again. I trust that you've had a most interesting day. I'm sorry that I was unable to be here this morning with you at the time scheduled, but there is such a thing as the legislature in session (which is something most of you have heard of, I suppose.) In 1866 the New York State Supreme Court was asked to pass judgment on what was going on when the legislature was in session. They witnessed performance of the New York State Legislature, listened to the testimony, and concluded in an opinion that no man's life, liberty or property is safe while the legislature is in session, and I'm sure that that's totally true. Indeed it is a very important period of time, so I was there this morning and participated in the session.

You're talking about a most innovative idea. We're talking about and challenging a system of governmental functions and structures in America, in Minnesota, and in your county, municipality or township as they probably haven't challenged for some time. At Penn State University during a seminar in which I was invited to participate, we had to address ourselves to merely one subject, and that was "What was the greatest challenge facing the people of America today?" Probably if we had to single out the one most important thing, it would be proving that we still have the ability and desire to govern ourselves in the most responsive, sensitive and efficient manner known to mankind. And that's really what it's all about. Perhaps it's good that this first meeting is in an academic atmosphere in one of our colleges, because on an intellectual level is really where we have to start. We want to discuss it with as little bias and parochialism and personal prejudices as possible. I'm sure that anyone in this room, if he were to begin anew to build a structure of government for Minnesota, would have many different echelons of government than now exist. The need to have esprit de corps, community pride, parochial prodding, is obvious. It is through this effort that Minnesota has become one of the greatest states in the nation. It is through this effort that Minnesota set a model example for the nation and the world in our metropolitan council in the Twin City area. It was a major step forward in America providing a council on a regional basis which could coordinate planning, which could make sure that the total development of the area was in the best interests of all of the people.

Probably the greatest transitional change necessary on the part of the people today is to recognize with whom we should be in competition and with whom we should cooperate for our best interests. Really, are the people of Minnesota. . . are the people of this particular area. . . are you really in competition for the overall good of yourselves, for the tourist dollar that may be dropped here. . . or twenty or thirty or forty miles from here? Or are we really in competition with the State of Wisconsin, or North Dakota, or Montana; or are we in competition with Washington, D. C. Are we in competition with Illinois, Missouri for the leisure time of the millions of people that live for example in the Chicago-Milwaukee complex. And too often, it seems to me that we've recognized the great esprit de corps of competition with the man next door so busy being concerned

about what the Jones' have, that we don't realize that it could be better for all of us. There is great concern on behalf of every local community that they grow bigger and better than they have ever been and that's an admirable trait. We have people who say, "well, we want no change. We'd like to really kind of keep everything the way it is." But we really don't mean that, do we? We don't want to maintain the status quo. For example, unemployment. We don't want to see a continual decline in the job opportunities in rural America or Minnesota. We don't want to see a constant decline in the number of young people that return to a community or stay in a community. We don't want to see a decline in the total facilities offered. We do want to make some changes.

Perhaps it goes deeper than our own personal desires. How many times have you heard someone in your community say, "I tried to get some answers from government, but I can't get any answers and the red tape from the bureaucracy is so great that by the time I get around to finding someone who can give me the answer I've forgotten the question. We just really don't know where to get the answers." This is a symptom of a part of our problem.

Our concern is more than the number of echelons of government that we have, which, perhaps, don't even know their counterparts, twenty, forty, or maybe fifty miles away. Our concern is coordination in programming efforts so that a proper allocation of the total resources serve our people better. . . at least guarantee the people that they are being served to the best possible ends. Today, I think we all must admit that we're possibly overstructured in government, and that we really don't have sufficient coordination among those structures.

We haven't as yet established an effective vehicle among the federal, state and local echelons of government so that we do have a truly coordinated effort...so that if you were planning the future of your people and your community you would know what your neighbor community is planning...so that we can offer some integrated program of planning on a broader basis than just a municipality or a county. And so this is why we have great concern.

John Hoyt, who is recognized around America as one of the experts in this field, is about the first one to do much research on this subject. You know, some of us say that an expert is one (I don't know, John, did you live up to it today) who gets more than fifteen miles from home with lots of slides to show. John is a real expert and it is meaningful to us to have his report.

Some of you may recall that some legislators and I were in Washington recently and contrary to what some people called it, it really was not a junket. We learned a great deal from those in the federal structure and I will report to you that the federal government is going to force the nation into re-evaluating her structures to provide a vehicle so that cooperation and coordination between municipalities and counties is possible. They are going to do it by making it mandatory to be eligible for federal programs or to even have certain programs funded...that a plan of development and growth be necessary before the communities can qualify for assistance. So it wasn't just John Hoyt smoking his pipe and getting delusions with wanting to do something. It has been coming for some time.

Let's talk for a moment if we could about young people. Part of our attention is the result of young people in an academic community being concerned about whether or not the government is sensitive to the total problem as it should be. There are many of us who were born and raised in out-state rural areas... (I come from a thriving metropolis of 6,600 people). Many are concerned for the fact that there are those communities which are having difficulty, concerned for the fact that on occasion the competition between two or three communities is so great that it has forced job opportunities to go elsewhere. Many communities are limited in their ability to produce a prospectus to attract people and business. Many have limited ideas of what their regional area is and what it has to offer. In the metropolitan area, people think nothing of driving 45 minutes to work. They think nothing of being a half an hour or 45 minutes away from a hospital. They think nothing of going an hour for entertainment purposes. I don't know if it's right, but we do know one thing, we do know that we are facing a situation where in less than two decades the population has increased in these areas that live in metropolitan and urban areas where we are wondering if 99% of the people can in fact live and exist on 5% or less of the land.

And so you see, it does challenge those of us who are concerned about the total picture in America and in Minnesota, who are concerned that everybody doesn't have to live under those circumstances and conditions. Probably, if we are ever going to stem the tide, if we're going to change the trend, we're going to have to be innovative in the manner in which we pursue the future for our young people in the out-state areas. It is good that frameworks should be challenged. Frameworks of government, frameworks within a business, framework within an educational institution, all must be constantly challenged to make sure that they meet the test. And that test is of its very existence and survival. You know, I happen to hold the office that some people have suggested isn't necessary in the state. Now I'm not sure that they are suggesting the abolition of the office or the man who holds it, but I don't believe that the office of Lieutenant Governor should exist without purpose. The Lieutenant Governor of this state has no more business surviving for the sake of survival than anything else does. All structures and echelons and offices of government are supposed to serve people and they have no trouble surviving when people believe and know that they are in fact serving them and serving them well. And so perhaps that's the challenge we face today, making sure that our constituents know that we are serving them and serving them well.

Today, we seem to have a taxpayers revolt on our hands, don't we? We're rather in this together then, you have a difficult time blaming it on the state legislature, because you constantly ask for a larger share for school board tax assistance. We have a difficult time blaming it on any echelon of government because the state constantly asks for federal revenue sharing. So you see all echelons of government share a responsibility for the taxation of our people. And so today we have the young people challenging us. We have middle aged people challenging us. We have older people challenging us. We have men challenging us... Women challenging us... Democrats challenging us, Republicans challenging us, local officials, state officials, federal officials. You've been talking today in my judgment about the only program that we have which tries to cause a vehicle to be developed that will provide an exchange between all of those people to make sure that in the future all echelons of government, whether it's in the municipal, county, township, state or federal level are working towards the same goal in an area.

There is no question in my mind that many of the answers are not forthcoming today. Someone stood up here and asked the question, and legitimately so, "How does this affect the legislators in this area?" Well, that's always the problem with an elected council of any sort, isn't it? We went through that when we established the Metropolitan Commission down in the seven county metropolitan area. All of a sudden there were senators in the senate saying, "There are going to be people running for that office that have twice the size of my legislative district. He'll be a bigger or stronger political entity than me!" So they were very concerned about it. We don't have that answer. The question was asked as to what does this mean to fringe communities? I can't answer that question either. As Dr. Hoyt indicated, we only know the course in which we're headed. We only know that if the trend continues, statistically, we are just in very serious trouble. So maybe the alternative isn't Utopia through doing absolutely nothing. Maybe what we do have to do is to make the first steps forward. We're going to be feeling our way. I must admit that the program's success rests with you people... Its success or its failure. The state government is in no position to run the program. The state government does not want to run the program.

May I say now in an academic sense, not as your Lieutenant Governor... The state has no business running your program. Some say we shouldn't even talk about regionalization because we're saying we don't want centralization of planning or authority in Washington, so the last thing we want to do is have any sort of centralization of planning in Minnesota. There is a great difference, isn't there? The federal government is a federation of the several states and the several states created the federal government to do certain things for it that they thought could be done better by the federation of the several states than themselves. But the states are not a creation of the several counties or municipalities or school boards, are they? They were created rather by the state. Historically, they were created because of a communication and transportation gap. So you see, it was never once designed to do anything other than have the people of the area who they felt knew the problems best to try and contribute to the solutions. And now when the mode of communication is telephone and the mode of travel is an automobile or an airplane, perhaps that base has expanded a bit and for all echelons of government to serve better, they must expand their horizons. I do have to admit that the first office I ever held as an elected official was on the city council in that thriving metropolis of 6,600 people. So I happen to have a rather close affinity towards municipal governments and county governments and the great roles that they have in this society. But that role will not last unless we are willing to broaden our scope, unless we are willing to cooperate and to coordinate with others in the area that we are serving. And so I did come, as you can gather, to put in a strong pitch, a strong urge, to at least give this a try, realizing that we don't come to you today with all the answers, that you're going to have to come up with many of these answers yourself but we try to impress upon you many serious problems that we face. I can't forget that January, I guess it was the 20th, we were in Washington watching as the President was being sworn in and Billy Graham outlined the challenges that face this nation to that elected official called the President of the United States and he said that he asked God that he grant that President as he viewed these problems two things: (1) a very cool head as he grappled with the sensitivity and parochialism of the many problems, and (2) a very warm heart as he listened to humans while he was dealing with them. So I would ask you governmental leaders and community leaders to view this program with a very cool head but with a warm heart toward the total problem we have proving in America and in Minnesota so that we can in fact govern ourselves sensitively, efficiently, and economically.

## THE APPARENT FUTURE OF NORTHWEST MINNESOTA

Dr. David M. Nelson  
Research Associate  
University of Minnesota

Since the beginning of World War 2, one of the major phenomena of the United States has been the rapid mushrooming growth of our major metropolitan areas. The growth of our metropolitan areas has far exceeded the natural increase (number of births over deaths) of the population, thus net migration of people into our cities and our migration from our farms and rural communities has taken place.

Northwest Minnesota was and is no exception to this pattern. Thus, between 1940 and 1967 the population of the 12 counties of Northwest Minnesota decreased from 181,548 to an estimated 152,039, a 3.3 percent decrease. But, Northwest Minnesota is not the only area of the state to have a decreasing population. In fact, during the decade of the 1950's the Twin Cities metropolitan area was the only large geographical area to show a positive in net migration.

This decline in population is paralleled by declining employment opportunities in many sectors of the economy and thousands of man-hours of productive energy are wasted each year through unemployment and underemployment.

So, what is the apparent future of Northwest Minnesota? I am not prepared to answer that question because I do not believe the future for this area has yet been determined. One thing is certain, there will be change, but the change can be directed. The typical small community, if it is to grow and be a viable center for the location of commercial and industrial establishment, will have to start being concerned not only with its own future, but with the future of neighboring villages and towns. The community must think of itself as part of a group of communities which working together will be in a better position than a single town to attract new industry, better transportation systems, have high quality schools and hospitals and libraries which are so necessary to provide a quality life style for its residents.

Studies clearly show that rural communities do have the resources to attract industry. A September 1968 issue of "Minnesota Progress" reported that "Rural areas are getting an increasingly large share of the nation's industry. According to government statistics, almost half of the million dollar plants opened last year were outside of the large metropolitan areas." But, what is it that attracts industry to the countryside area? A study undertaken in Minnesota to answer this question reached some of the following conclusions.<sup>1</sup> (1) Land availability for expansion and low cost of land. (2) Management and key personnel frequently were from small rural communities and were looking for the opportunity to move back. (3) The rural employee frequently needs to spend much less time in travel going to and from work than the city employee. (4) The work force is more stable and reliable than

1. Countryside Industry In the State of Minnesota, National Countryside Development Association, Racine, Wisconsin, 1968.

is generally found in the large city. This may be explained by a tendency for the employee to feel that the plant was an important part of their community. (5) There is definitely increased productivity and less bad work or scrap in the countryside plants. (6) Advantages of outdoor recreational activities available to the management and employees.

Plant managers also stated some disadvantages to locating industry outside a large metropolitan area. The disadvantages stated were not concerned with the actual operation or the efficiency of the plant but rather with the communities in which they had located or considered locating. The small community offers very little in the way of good rental housing which in turn makes very difficult the relocation of personnel. The almost complete lack of cultural opportunities was another complaint, and the fact that the stores or shops are unable to carry the stock that the relocating person has become accustomed to in the big city. But, these are problems that can be overcome by communities working together in developing those attributes for which they have a comparative advantage and working with neighboring communities to help them develop those activities which complement one another. To the extent that the regional communities can draw upon the entire regional population and work force for its economic and social activity, it compares favorably with the large metropolitan areas in both industrial and residential location advantages, especially when access to jobs and markets is measured in travel time rather than travel distance.

I feel that presently one of the major obstacles to communities working together in attracting industry and large shopping and business centers is our property tax system. The demand for more and higher quality services together with inflation have resulted in public service expenditure increasing faster than has the value of a community's property. Property tax revenue is a function of the tax rate applied to the tax base, which is measured by the assessed valuation of all eligible real and personal property located in the taxing jurisdiction of the local government unit. If tax revenues are to increase there must be an increase in the tax rate or the tax base, or both. For a region system to be most effective it must become increasingly one labor market and one economic unit. A person may live in a community with no shopping center. Consequently, he shops at stores in other communities such as the regional center. His purchases in part help those stores pay taxes to support services in these other communities, but not his own. He also may work outside his community, with taxes from his place of employment going to support services in a community other than his own. Therefore, a person often may work in one community, live in a different one, and partake of the recreational and cultural activities of still another. Within a region exist variations in incomes and wealth of the citizens which result in market differences in the levels of public services provided. The fluidity of our populace and the speed of transportation have caused many problems that transcend traditional political boundaries. But despite the integrated nature of so much of the regional economy the fact remains that the major share of local governmental revenue still comes from the property tax and each community must bid against its neighbor in attempting to build a strong property tax base. This does not go far toward encouraging community cooperation.

If the incentives are changed, through communities in a region sharing in all or part of a regional tax base, the impact on the region can be beneficial, not destructive. A community can work with a neighboring community in attracting new industry. Land which is best suited for parks or game reserves can remain open without a local governmental unit fearing loss of tax base. A person can work in a neighboring community and know that

the tax dollars from the plant in which he works are going toward paying the expenditures of the schools in which his children attend.

The communities can work together in developing programs to insure the reasonably full use and development of the regional resources and sustain economic growth both at a level that will support high levels of public and private demands and to distribute the regional productivity in a manner that poverty and social unrest are avoided. Then in order to achieve these objectives, community leaders must be provided with information on the region's population described by various characteristics such as age, occupation, ethnic composition, income, employment, labor force, government revenues and expenditures, consumer expenditures, income distribution, investment, and industrial output. The community leaders, working together, must have an idea of those instrumental variables and key relationships that can be an influence to bring about change in order to achieve the region's declared objectives.

The Agricultural Extension Service at the University of Minnesota through a project titled The Minnesota Analysis and Planning Systems, whose first letters are MAPS and spell MAPS and that's the way I will refer to it, The Minnesota Analysis and Planning Systems, has undertaken a project to make available the above types of information in a quick, low cost, usable form. The MAPS systems has been designed and developed over the past two years and is currently an operational system of the Control Data 6600 computer at the University Computer Center. The MAPS system has the facility of storing large quantities of data. For example, the data presently or soon to be implemented into the system include social and economic characteristics from the census of population, location of manufacturing plants, county business patterns, unemployment and labor force data, 1949 to 1964 census of agriculture data, Minnesota population by age and by sex for each year from 1961 projected to 1985, location of state and federal agency offices in Minnesota and this is only to mention a few. There are many more to go on.

The MAPS storage and retrieval system will operate on any data file that is in a machine readable form. The system will generate its own user's dictionary from the data file thus enabling other users to utilize any files that are available in the data bank. No program capability is needed to obtain data from the system. I think one of the outstanding features of this is that you do not have to have a degree in programming in order to read data. If any of you have worked before with computers and with programmers, you find that this can become very frustrating. First you have to spend a week finding a programmer, then you have to wait for another two weeks till he's free to work with you, then you have to give him the data and work until he gets it in a form to put it into the system, then after it is in the system you have to tell him how you want it back out and wait while he does this which usually takes a week or two to develop a program and so forth. Then when he brings the results to you you find out that you didn't communicate in the first place and he's got the wrong data. Now this can be very discouraging if you've gone through this before. But this system provides the capability where a person can write his own query to obtain data from the system. In fact, I spent yesterday teaching two classes in the use of this system and how they can retrieve data from it. After only an hour and a half of work and instruction these people, everyone in the class, men and women alike were able to write a query to obtain data from the system that was of interest to them. And this system

can accordingly be made available to any user regardless of his past experience in working with computers. The output can be obtained in any desired format and in a variety of forms. For example, you can have a print-out on a sheet, you can have data processing cards produced, you can have magnetic tape or microfilm. The system has a security key which permits the storage of confidential files in a data bank without the fear of unauthorized access. We presently have such a file in the system. MAPS can presently be queried indirectly for remote locations such as state colleges, state and local government offices and so forth throughout the state wherever there is a teletype terminal. Presently we have a teletype in our office. Anyone requesting information can send in the information on teletype and we can receive it there and process the query. Presently requests for data can be received by teletype during the working day, processed by the computer the same night and be in the mail to the person requesting the data the next morning. As the remote capabilities are expanded and refined during the next few years or so the turn around time will become a matter of hours or in many cases minutes. The cost of using the system varies with the type and amount of information requested but nearly all users are impressed with its low cost.

An objective of the MAPS program is to make available the storage, analysis and retrieval system, and the data base for support of local government policy planning and programming support. I hope that the MAPS system will also become a part of the apparent future of Northwest Minnesota.

#### MINNESOTA POPULATION BY COUNTY

County	1940	1967	Increase	Decrease
Beltrami	26,107	21,900		4,207
Clearwater	11,153	8,004		3,149
Hubbard	11,085	9,166		2,119
Kittson	10,717	7,950		2,767
Koochiching	16,930	17,723	793	
Lake of the Woods	5,975	3,207		2,768
Mahnomen	8,054	6,043		2,011
Marshall	18,364	13,541		4,823
Pennington	12,913	11,847		1,066
Polk	37,734	34,952		2,782
Red Lake	7,413	6,522		891
Roseau	15,103	11,184		3,919
<b>Total</b>	<b>181,548</b>	<b>152,039</b>	<b>793</b>	<b>30,502</b>

EMPLOYMENT AND EMPLOYMENT CHANGE, BY INDUSTRY SECTOR: 1940-1960

Counties of Beltrami, Clearwater, Hubbard, Kittson, Koochiching, Lake of the Woods, Mahnommen, Marshall, Pennington, Polk, Red Lake, and Roseau

Industry Sector	Employment in:				Employment Change: 1960 as % of 1940 (E)
	1940		1960		
	Number (A)	% of Total (B)	Number (C)	% of Total (D)	
1. Agriculture	30,457	54.09	16,859	31.94	55.35
2. Forestry and Fisheries	141	0.25	182	0.34	129.07
3. Mining	18	0.03	105	0.19	583.33
4. Contract Construction	1,473	2.61	2,735	5.18	135.16
5. Food & Kindred Products	708	1.25	1,238	2.34	174.85
6. Textile Mill Products	65	0.11	31	0.05	47.69
7. Apparel Manufacturing	2	0.00	69	0.13	3,450.00
8. Lumber Wood Products	1,458	2.58	1,372	2.59	94.10
9. Printing & Publishing	280	0.49	493	0.93	176.07
10. Chemical & Allied Products	13	0.02	79	0.14	607.69
11. Electrical & Other Machinery	71	0.12	199	0.37	280.28
12. Motor Vehicles & Equipment	1	0.00	21	0.03	2,100.00
13. Other Trans. Equipment Mfg.	8	0.01	63	0.11	787.50
14. Other & Miscellaneous Mfg.	1,341	2.38	2,213	4.19	165.02
15. Railroads & Railway Express	1,067	1.89	1,143	2.16	107.12
16. Trucking & Warehousing	577	1.02	736	1.39	127.55
17. Other Transportation	137	0.24	376	0.71	274.45
18. Communications	269	0.47	434	0.82	161.33
19. Utilities & Sanitary Serv.	211	0.37	549	1.04	260.18
20. Wholesale Trade	1,039	1.84	1,461	2.76	140.61
21. Food & Dairy Products Stores	1,268	2.25	1,188	2.25	93.69
22. Eating & Drinking Places	1,638	2.90	1,801	3.41	109.95
23. Other Retail Trade	3,428	6.08	4,871	9.23	142.09
24. Finance, Insurance & Real Estate	552	0.98	899	1.70	162.86
25. Hotels & Other Personal Services	1,495	2.65	1,234	2.33	82.54
26. Private Households	1,867	3.31	1,623	3.07	86.93
27. Business & Repair Services	989	1.75	1,008	1.91	101.92
28. Entertainment, Recreation Services	303	0.53	365	0.69	120.46
29. Medical, Other Professional Services	3,577	6.35	6,387	12.10	178.55
30. Public Administration	1,433	2.54	1,885	3.57	131.54
31. Armed Forces	0	0.00	221	0.41	00.00
32. Industry not Reported	420	0.74	930	1.76	274.04
<b>Total</b>	<b>56,306</b>	<b>100.00</b>	<b>52,770</b>	<b>100.00</b>	<b>93.72</b>



## The Rationale of Regionalism

Conference on Regional Development  
Bemidji State College, Bemidji, Minnesota  
9 May 1969

John S. Hoyt, Jr.\*

President Nelson, Dr. Nelson, and Conference Participants, I want to talk a little bit about regionalism; about what some of the concepts are and what some of the meaning of it is for you. Before I do I suppose I should follow the pattern of most speakers and tell a relevant joke or two. If you tell a joke with racial overtones these days, you get 90% of the audience to laugh and 10% are offended. If you do it on a religious basis you get somewhat the same reaction, about 90-10 and, if you do it on a sex basis, you may only run 80% - 20% or maybe you'll run 95% and 5%. I thought I might take a moment to tell three stories, one of each kind. I figure this way I can please about 270% of you and the other 30%, I really don't care.

It is a way, I think, to illustrate some of the problems of communication about regionalism and about many other subjects that I think we all have. It seems that a number of years ago there was to be a large interfaith convention in Miami. Members of the Catholic, Protestant and Jewish faiths were converging upon Miami from all over the country. There was obviously a large group coming out of New York City; large enough so that each of the three groups rented their own pullman car. They left Penn Station in the late afternoon, proceeded towards Miami. That evening after dinner the three colored porters got together in one of the men's rooms and started to exchange notes. The first one said, "Well, the gentlemen in my car, the priests, are very nice gentlemen, sociable, pleasant and they are tipping me well. It's going to be a worthwhile trip." And the porter from the ministers' car said, "I have much the same situation, they're nice gentlemen, they tip well and it's going to be a worthwhile trip for me too." And the porter from the rabbi's car spoke up and said, "Well, I never met a finer group of gentlemen," he said, "but not a nickel of tips. I'm going to lose my shirt on this trip." They pulled into Miami the following morning and as the men were leaving, the pullman cars the porters

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\*Professor and Program Leader for Special Project Development, Department of Agricultural Economics and Agricultural Extension Service, University of Minnesota.

were standing down at the foot of the stairs and the porter of the priests' car said, "Good morning, gentlemen. Hope you had a nice trip." "Thank you very much." The porter from the minister's car had much the same conversation; "Thank you very much, sir." The porter of the rabbi's car was doing his best. His face was pretty long but he was being faithful to his profession, "Hope you had a nice trip, sir. Glad you could come." No "thank you." Nothing pecuniary was happening. Finally the last rabbi stepped off the car and he said, "Porter, we realize we haven't tipped you all the way down. We've done this on purpose. We thought it would be a nice gesture if we collected the money and gave it to you all at once. Here's \$100 for your services." The porter looked at him and he said, "Boss, they-all think you folks crucified Christ. You didn't crucify him, you worried him to death."

There's another one about communications that I like. I hope it doesn't offend too many of you.

Two Jewish lads were discussing religion and both admitted they knew nothing about the Catholic religion. Of course it was not appropriate for them to attend the services, at least not openly, but they finally decided to toss a coin to choose the one of them that would go and tell the second one what it was all about. Izzie lost the toss and went to the services. Ike waited outside for a while. Finally Izzie came out and Ike ran up to him and said, "Izzie, what's it all about? Tell me about it." And Izzie said, "Well, they're nothing but a bunch of gamblers. Ike said, "What do you mean?" Izzie said, "Well the priest stands up there and says in a monotone, "Oh, I-can-play-dominoes-better-than-you-can." Then the congregation, they stand up and say, "Oh-we-can-play-dominoes-better-than-you-can." Then six men run up the isle and take bets!"

Let me save the third one for a little while later.

You know, when you come up to a meeting like this you run several risks. One is that you won't have much of an audience. That's one that we avoided today. This is a tremendous group and I'm delighted. The second one is that the facilities won't be adequate. We didn't have that problem today. The third one is that sometimes your equipment won't work or it won't work properly or something will go wrong. I think you noticed with Dr. Nelson that he had a problem which we did not anticipate, the fact that there are no shades on the windows. We did pray for an eclipse but it didn't come. The result was you couldn't see his slides too well. I have 87 of them there in the projector and if you will bear with me I'll skip them and just talk from my notes. I have a leg up on Dave. All of the slides that I was going to show are in the volume that was "foisted" off on you when you came in.\* I hope you will take some time to look at it. I do think that there are some things that are meaningful to you in there. Even if

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\*Regional Development Systems in Minnesota, J. S. Hoyt, Jr., January 1969.

you don't agree with the text there is enough statistical information that I think you will find it useful for that purpose. For instance much of the data that Dave was talking about you will find in the regional profiles that start on page 110. I hope you won't peruse it too carefully while I'm talking but you may find it useful at a later date.

As I said, I've been asked to speak about the rationale of regionalism. Let me say first of all that I speak to you in terms of my personal and professional judgments and conclusions. What I have to say reflects both my research and Extension responsibilities at the University and my consultant relationships with the State Planning Agency. But I suspect I should emphasize that the University's role is to educate and not to advocate. And I'm going to do a little bit of personal advocacy. The State Planning Agency's role is to conduct and review research and recommend policy--not to make policy. I'm not in a position to make policy. However, I will as an individual recommend some policy which I believe is relevant to this and to other areas of the state.

I've given the paper a subtitle, I've called it "The Case for an Incremental Evolution." And I've done so for a purpose because I think that policies and the adjustments that I advocate will cause significant changes in the pattern; in form and organization of state government and in the form and pattern of state and federal and local government cooperation and coordination. And as at least a part time student of government and as an individual who has had many conversations with people in government, it is my opinion that this kind of effective change can come only over time. That is, it cannot be legislated overnight. It's got to come not only with the guidance of higher levels of government, but it's also got to come from participation on the part of local levels of government and on the part of individuals such as you. It seems to me that we're talking about three inter-related subjects: regional delineation, regional organization, and regional provision of state services. I'm going to talk largely about the first because I don't think you can talk about the other two without some comments about delineation. My comments are based almost wholly upon the material you have in the book so that as I said I will refer not to figures on the screen or to specific page numbers in the text but will describe verbally what I'm talking about and hope that you will take the time later to look at the pictures.

The study was done for the State Planning Agency and a part of that study was a survey of all state agencies. It was a survey with respect to the need for a delineation of the state into sub-regions and a survey with respect to the possible usefulness of a particular 11 region delineation. (Figure 1). Some of the issues that were raised and some of the questions which were articulated within that survey and within our interviews with public officials were as follows:

First of all, should the prime criteria for regional delineation be acceptability for area-wide local government cooperation, or acceptability to state and federal agencies and programs? If you stop and think a minute, you'll realize the two are not necessarily consistent.

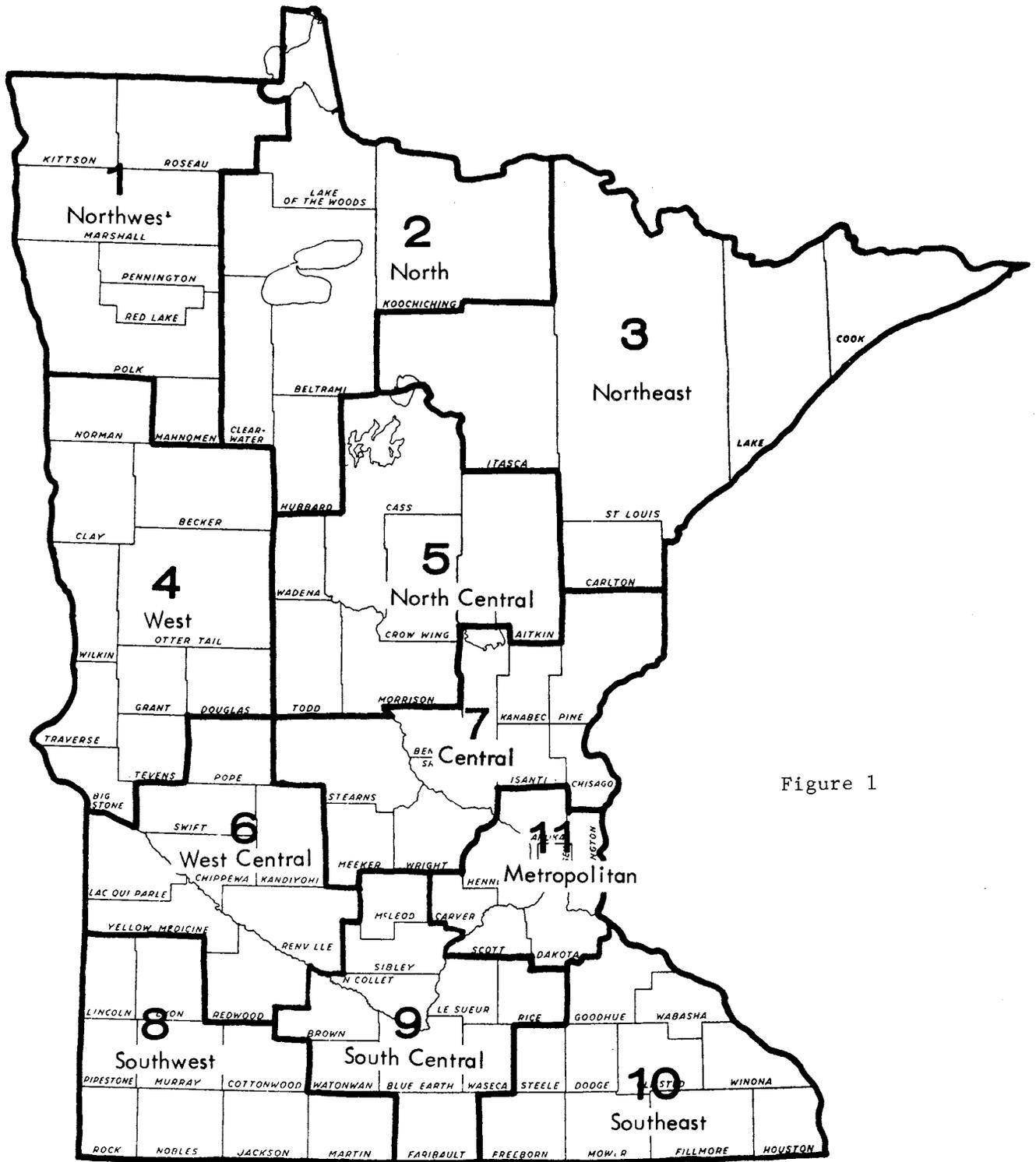


Figure 1

# Minnesota Economic Regions

Should the regions be center or municipal boundary oriented? In other words, should we begin, in delineating or describing a region, about an urban center or should we worry first about the boundaries and not worry where the urban centers are?

Can one set of regions serve most or all federal agency programs? Should counties be afforded to affiliate in different groupings for different purposes? What's a reasonable size for a region?

Another related issue is, is it reasonable to expect state agencies to coordinate efforts within a region? Can state agencies (we might read in here federal and local as well) which deal with people; health, education, welfare, be expected to utilize the same set of reasons as those agencies that deal with natural resources or with local government? Will state service to Minnesota be improved if all state departments used a common set of regions and headquarter regionally in the same building?

I'm speaking from notes made from an earlier talk and my notes say that I don't know what the current position of the State Planning Agency is vis-a-vis these matters. I think I can amend that. I do, in the sense that there is before the legislature now a bill to enable the creation of regional planning councils. There are also plans within the State Planning Agency for some pilot programs in the provision of state services on the regional level.

At this point I usually move to the slides and I have as I said 87 of them. About 40 of them come in rapid succession. I have been accused of pulling a Rowen and Martin Laugh-In with them because my purpose is to simply have you rapidly see the outlines and not pay much attention to the detail. The slides vividly and visually project some some 160 different regional delineations of Minnesota. First of all federal programs appear to be increasingly multi-county oriented. I suspect you're familiar with CAP programs EDA programs, RC and D programs. We also have ASCS, USDA development areas, Soil Conservation Service, Soil Conservation Service Broad Program Areas, Crop and Livestock Reporting areas, Census Economic areas, OBE regions, FHA regions, Land Bank regions, zip codes, Small Business Administration regions, Upper Great Lakes Regions and a host of other regions at the federal level. That's not too bad, we also have political delineations (or political regions) within the state, those aren't too bad. We have counties, legislative, judicial districts, federal legislative districts. Then we have some Economic Regions that have been developed by a number of economists from different areas with different interests. I call them economic regions only because they have been developed by economists. You know what they say about economists. "If you took all the economists in the world and laid them end to end you still wouldn't reach a conclusion!" There may be some validity in that. We have state agency regions and I'm not going to try to go through them. I urge you to look at the list even if you don't look at the maps. We have situations in the state of Minnesota where one state agency may have as many as fourteen different regional delineations within a single agency. And how in the world anyone can expect the internal activities of that agency to be coordinated is beyond me. And how with 160 different delineations in the state can be utilized in any efficient and coordinated way; to coordinate state and local programs, is also beyond me. There is a federal executive order known as Bureau of the

Budget Circular A-80 which was issued in January of 1967 which in its intent, attempted to get federal programs coordinated. I would like to look a little bit at that order and some of its highlights because I think its relevant again to state and local governments. It said that "...state and local planning agencies should be encouraged to work together when using common or consistent planning bases and in sharing facilities and resources." Mind you this executive order applies to federal programs that come to the states. "Boundaries for planning and development districts assisted by the federal government should be the same as and should be consistent with the established state planning districts or regions." "Exceptions should be made only where there is clear justification." Specifically, the Presidential Memorandum covering that order calls for procedures which would encourage state and local planning agencies to work together in using these common or consistent planning bases. Its purpose was to encourage state and local government initiative in coordinating comprehensive functional planning activities and to discourage overlap and duplication and competition in state and local planning agencies. One of the procedures established states that prior to the designation or approval of the designation of any federally aided planning and development district, agency procedures will require a period of thirty days for the governor of the state in which the district or region will be located to review the boundaries thereof and comment on its consistency with established state regions. Again, exceptions will be allowed only where there is clear justification.

It seems to me that the intent and the content of that order is one documentation for the need for this sort of a common approach. In addition, the need for area-wide (in this case I'm talking about a sub-state regional focus on efforts (you might substitute planning or programs or action)) is well documented. The Lieutenant Governor who may refer to this this afternoon when he arrives has frequently spoken about the problem of each of the county sheriffs' office having its own radio facilities, each on a different frequency, and the difficulty of communication between these facilities in terms of radio dispatching, etc. He has suggested, and I think his suggestion makes sense, that a common regional radio law enforcement facility could effectively serve a multi-county area and still not reduce or dilute the prerogatives of the county sheriff. This is partly a political problem I'm sure.

Attorney General Head has suggested that we have regional detention centers. There are regional medical and hospital centers. Regional research and education centers, I think, are coming into being. We've been talking to the State College Board and the Junior College Board in terms of their interest in the state college and junior college system cooperating with the University four-year facilities in terms of providing education, research and service centers, not only to support the population in the area but in support of some of the technical assistance that local government may need. I suggest that we need some rather careful and detailed fiscal studies to indicate just what the cost of such an approach might be and, more importantly I think, what the benefits might be.

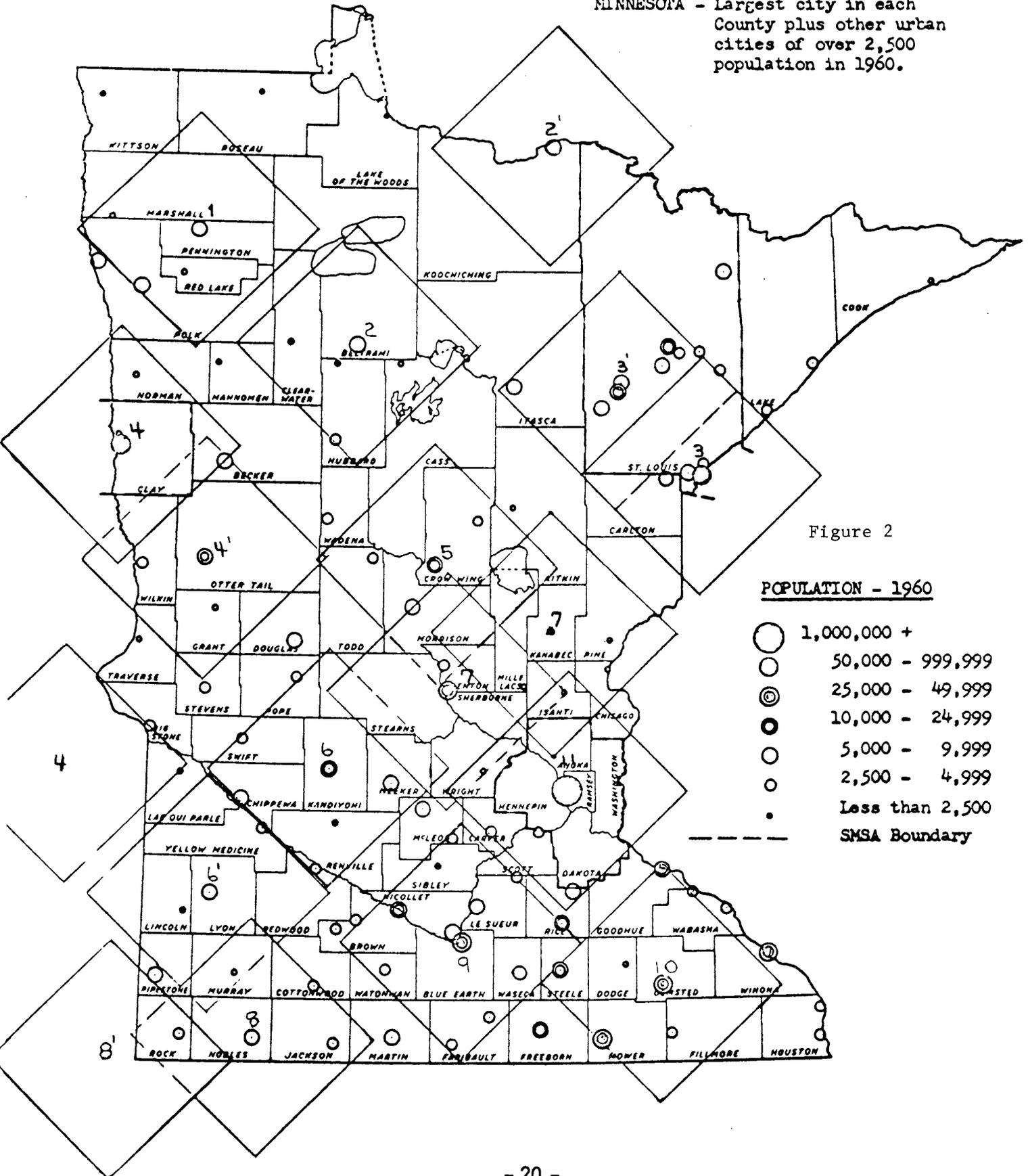
It's my own judgment that the benefits will far outweigh the cost but I don't think that judgment alone is enough. I think we need detailed studies. Back in November of 1967 Governor LeVander issued an executive order which delineated the eleven regions of the state of Minnesota to be used for state-wide comprehensive planning purposes. Part of that executive order said that they should be reviewed over the ensuing twelve months; not only in terms of their usefulness for planning, but also their potential for state agency administration, or local government cooperation, or statistical reporting, and so on. Briefly, the eleven were delineated on the basis of a concept known as Functional Economic Areas developed by Professor Karl Fox at Iowa State in which he used a distance of fifty miles (or a travel time of approximately one hour) as a criteria for determining the outer size of a region moving from a known center or major urban center in Iowa. Professor Fox was lucky he was in Iowa, in a sense, because in Iowa the counties are all roughly the same size and the road pattern runs north-south and east and west so that one can drive fifty miles in any one of those four cardinal directions and be there in an hour. If you connect the four points fifty miles out with lines, you would end up with a diamond pattern and if you want to go to the midpoint on one of the diagonals you drive say, 25 miles north and then 25 miles west and you're still within the fifty miles. It means an area within reasonable commuting distance within an urban center. We have adopted or adapted, I'm not sure which is the correct word, that concept for Minnesota (Figure 2). We had to adapt it or adopt it because we don't have quite the same consistency in geographic features, in distribution of roads, topographic features and so on.

We used a number of criteria to establish the original delineations and included things like road patterns, population distribution, accessibility to centers, farm, manufacturing, retail trade patterns, growth and change and so on. (Figures 3 and 4). And the result was the 11 region delineation that you see in Figure 1.

As a part of the review process, in addition to a fairly extensive survey of the state and federal agencies concerned, we actually took that group of maps you have in the center of your document, the 160 delineations and we identified each discrete interval of county boundaries, in other words, from a point of one intersection of the line to the next intersection. We counted the number of times that each county boundary was used as a regional boundary on each of those 160 maps. The result was a delineation which comes exceedingly close to the original eleven regions. There were about four counties that seemed to be somewhat indeterminate on that basis.

In addition as a result of the survey, we got another positive conclusion. Seventeen agencies, state agency departments or components of state agency departments and ten non-state government organizations have already adopted the eleven regions for planning and/or administrative purposes, and about 25 more have indicated a willingness to do so. The survey showed us one other thing, however, and that was the fact that two things need to be

FUNCTIONAL ECONOMIC REGIONS - a la Fox  
 (50 mile North-South and East-West  
 perimeters about cities of descending size)  
 MINNESOTA - Largest city in each  
 County plus other urban  
 cities of over 2,500  
 population in 1960.





# Figure THE 1960 POPULATION OF MINNESOTA

## REFERENCE

- 50 Rural inhabitants
- — Town of 200 — 500
- — 500 — 1,100
- — 1,100 — 2,000
- — 2,000 — 3,000
- — 3,000 — 4,000

### CITIES

- — 5,000
- — 10,000
- — 25,000

### Urbanized Centers

- — 50,000
- — 100,000
- — 300,000
- — 500,000

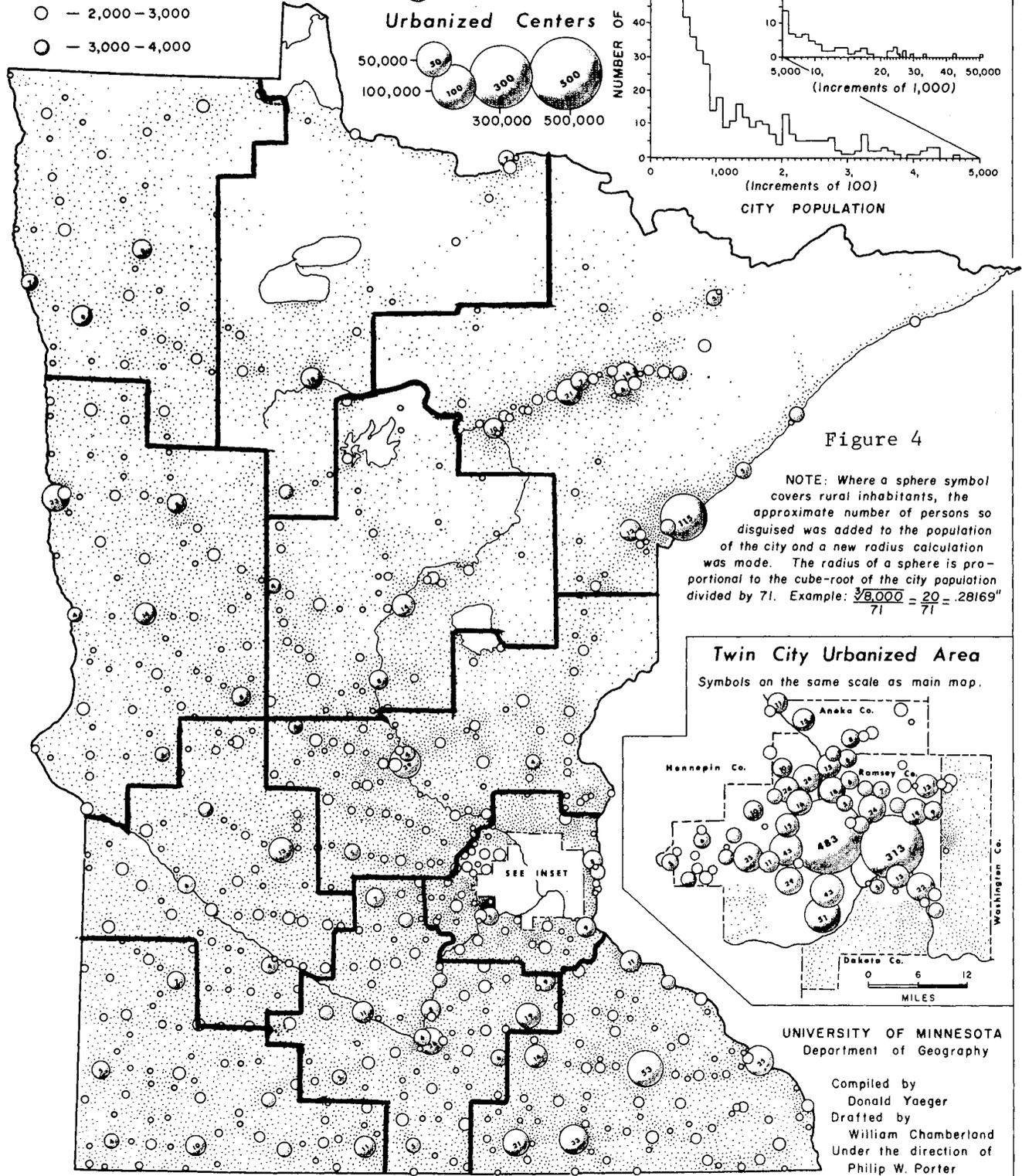
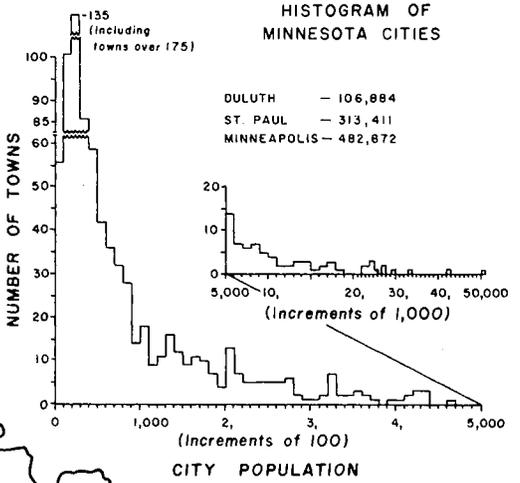
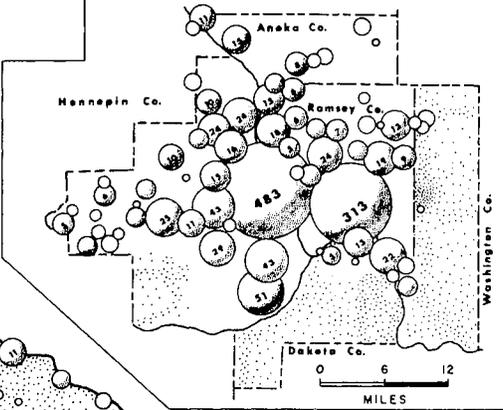


Figure 4

NOTE: Where a sphere symbol covers rural inhabitants, the approximate number of persons so disguised was added to the population of the city and a new radius calculation was made. The radius of a sphere is proportional to the cube-root of the city population divided by 71. Example:  $\sqrt[3]{\frac{48,000}{71}} = \frac{20}{71} = .28169$ "

### Twin City Urbanized Area

Symbols on the same scale as main map.



UNIVERSITY OF MINNESOTA  
Department of Geography

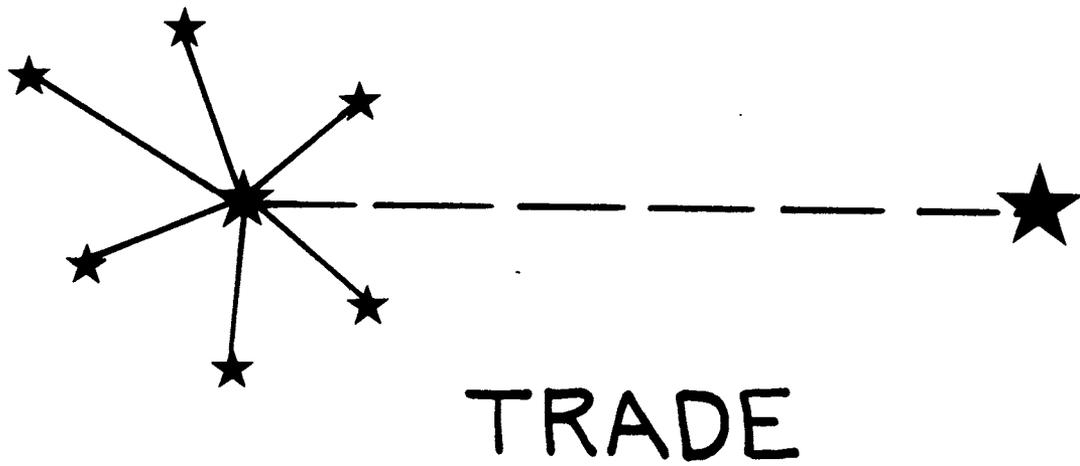
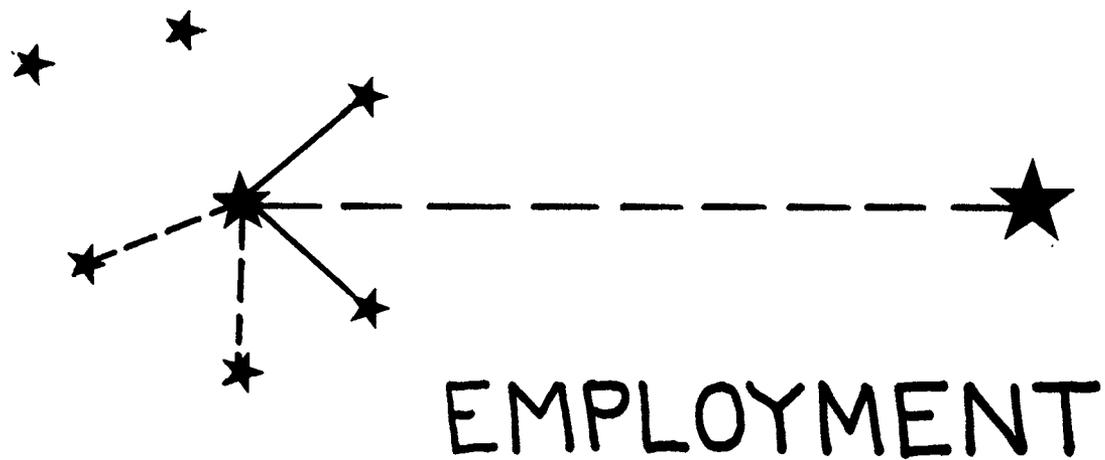
Compiled by  
Donald Yaeger  
Drafted by  
William Chamberland  
Under the direction of  
Philip W. Porter



emphasized: one, there is a need for a degree of flexibility, that the precise delineation of the eleven is not yet well enough established and well enough accepted that it could be imposed for these other programs. And secondly, an indication expressed by a great many people that there is a strong need for a central focus in the delineation of regions, that is the need for the identification with an urban center. The result of that, and an analysis of the kinds of changes that have been occurring socially and demographically in Minnesota led us to what we call "Regional Development Systems." If we look at what happened over the last several decades we know that back in the 1920's, and earlier, people tended to live where they worked. A great many people in this state were farmers. In the twenties I expect the proportion was up around 80 or 85 percent. They lived on their farms and worked on their farms. This was their place of employment. There was a minimal commuting to employment or travel from employment to regional centers and such regional centers as there were in fact county seat towns, small, providing some service facilities. Trade was much the same. There was some commuting to the county seat towns for personal retail trade but much of consumption was consumption in kind, that is, consumption of farm products, so that there was not this interrelationship between communities and among communities which we've seen develop in the sixties and which can be predicted for the 1980's and the 21st Century. (Figures 5-8). We find an increasing ability to identify regional centers (Figure 9). Bemidji is a case in point. Others, Mankato, St. Cloud, Rochester--I get trouble when I name these. I suggested Thief River Falls. I had several nasty letters. I shouldn't say nasty letters--I had several inquisitive letters--from Crookston suggesting that they in fact are the regional center. They may be. The point is, from the point of view of accessibility within the Northwest Region and and evidence that we have available in terms of population, trade, etc., we picked Thief River Falls. We picked Fergus Falls in region 4 rather than Moorhead, not because of the size of Fergus Falls, obviously, but because of the fact that there was a heavy concentration of state agency offices in Fergus Falls and practically none in Moorhead.

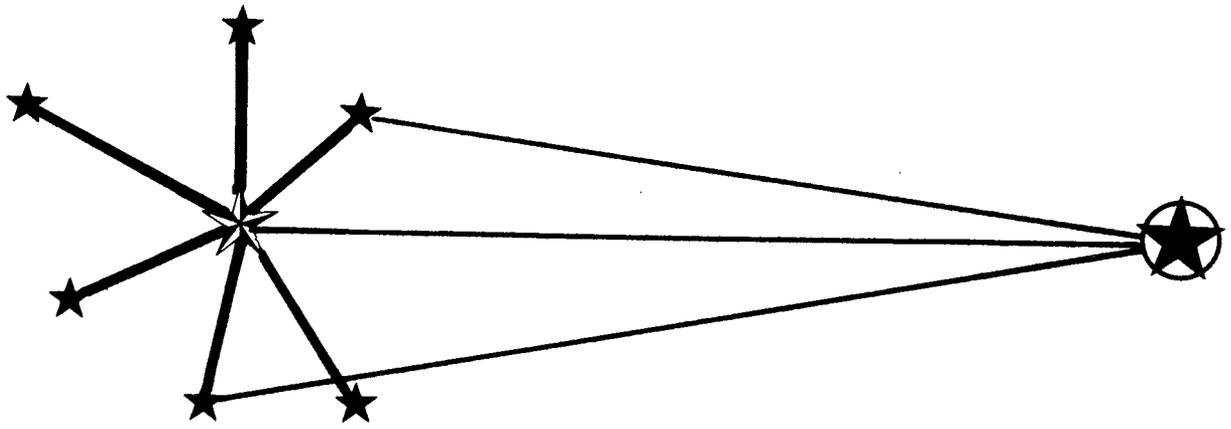
You are all aware of the out-migration problem. I'm not so sure it's always a problem. Let's say the out-migration pattern, the movement to rural centers, the movement to larger metropolitan centers. It seems to me there is a distinct possibility of planned and careful action on the part of the state--with the cooperation of state and local government and the citizens in the region--to do some of the things which will serve to produce a regional identity within Minnesota and provide the kinds of public service, educational and cultural amenities which the rural residents of the state deserve and have a right to.

At the same time I think that in deserving these and having a right to them they also have an obligation to see to it that they are provided in a manner which does not impose any exceedingly heavy burden in terms of taxes for the provision of local services. There are economies to be realized by having one hospital at a regional center--provided they have adequate transportation facilities to that hospital. There are other economies to be realized in state government by centralizing state government locations. I don't think, and I should make this clear, that by any means they all need

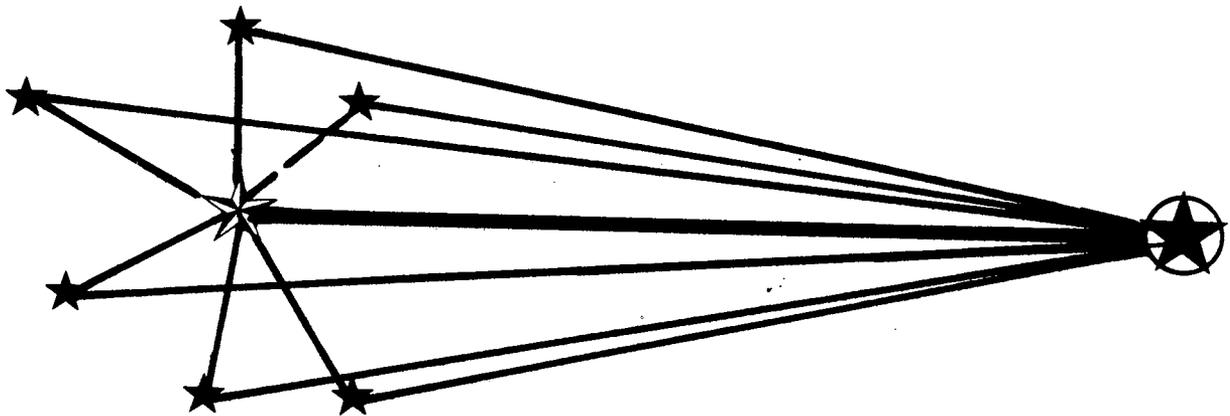


1920's

Figure 5



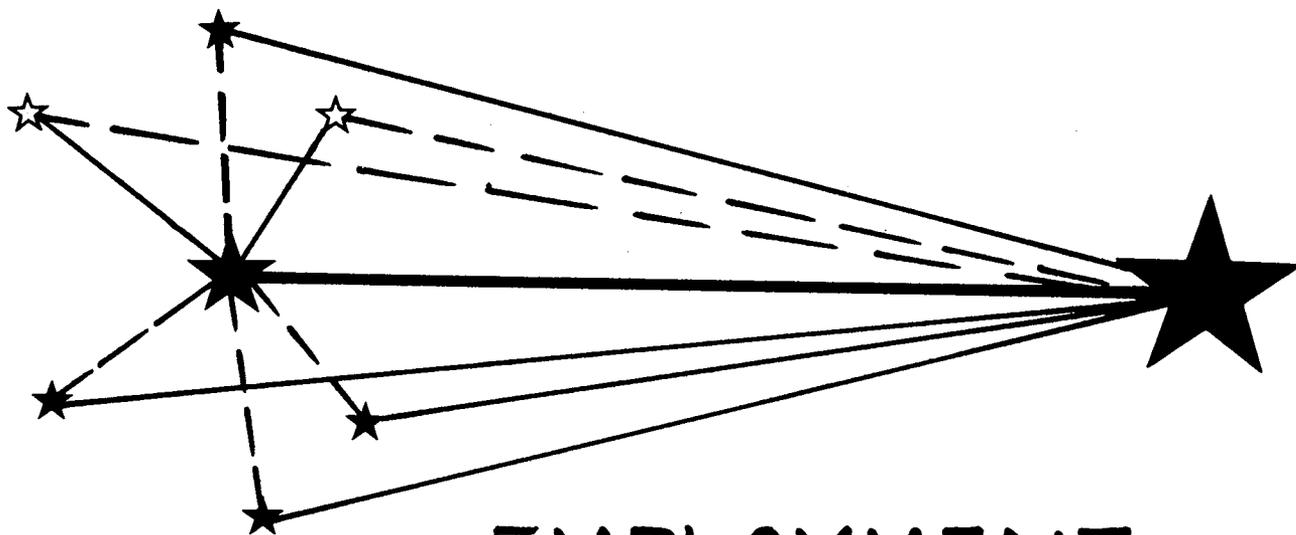
EMPLOYMENT



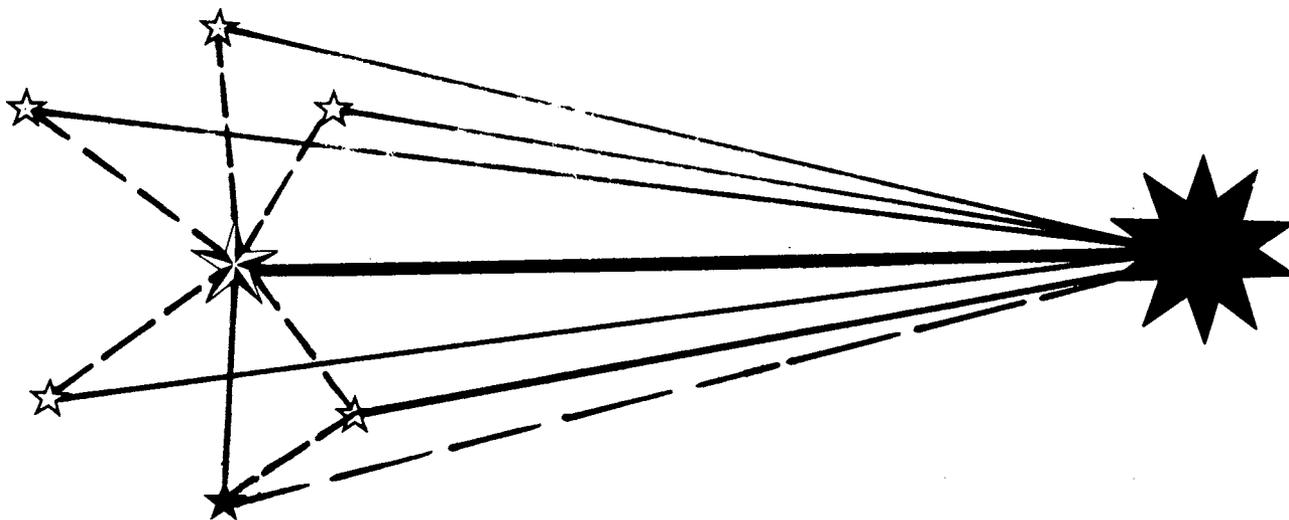
TRADE

1960's

Figure 6



EMPLOYMENT



TRADE

1980's

Figure 7

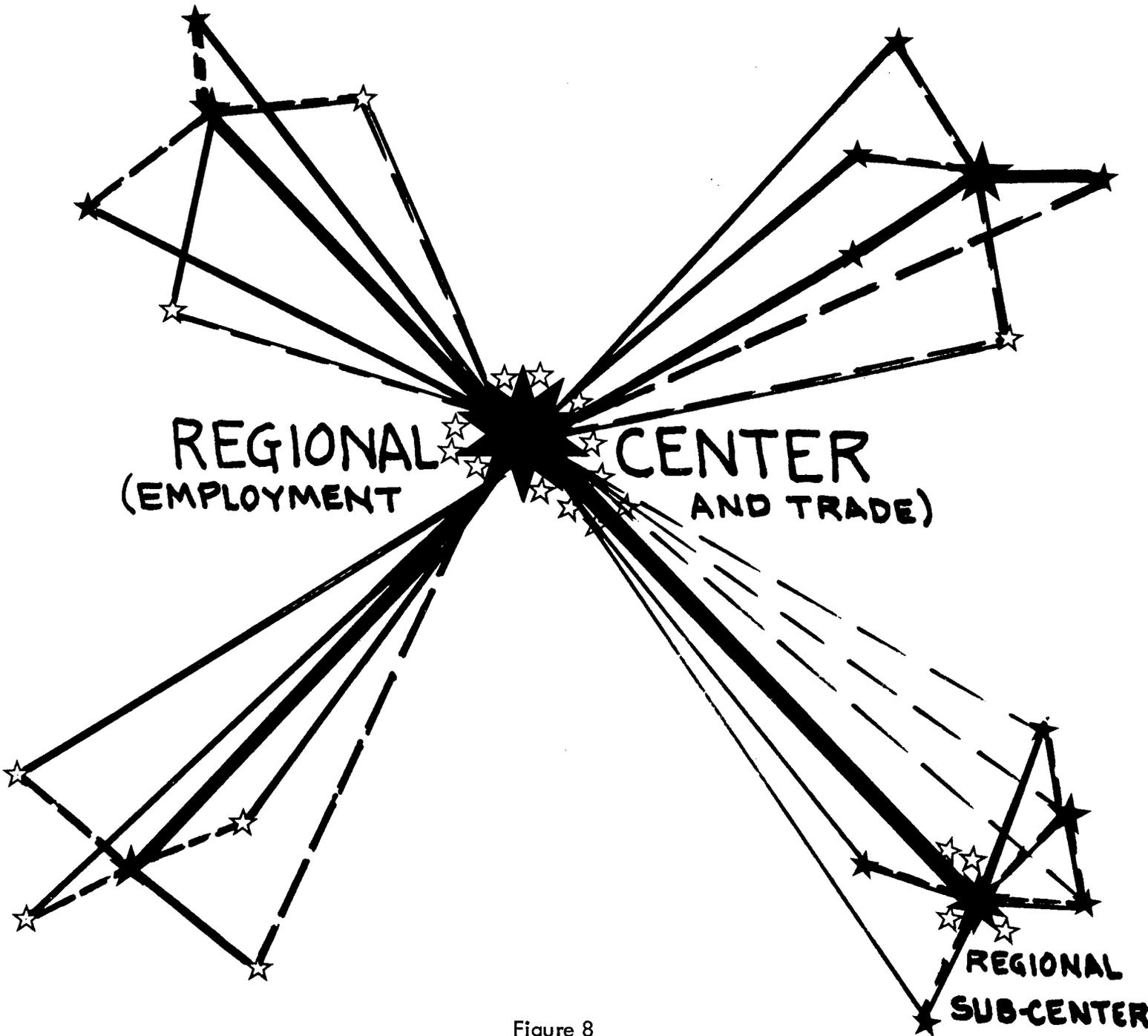


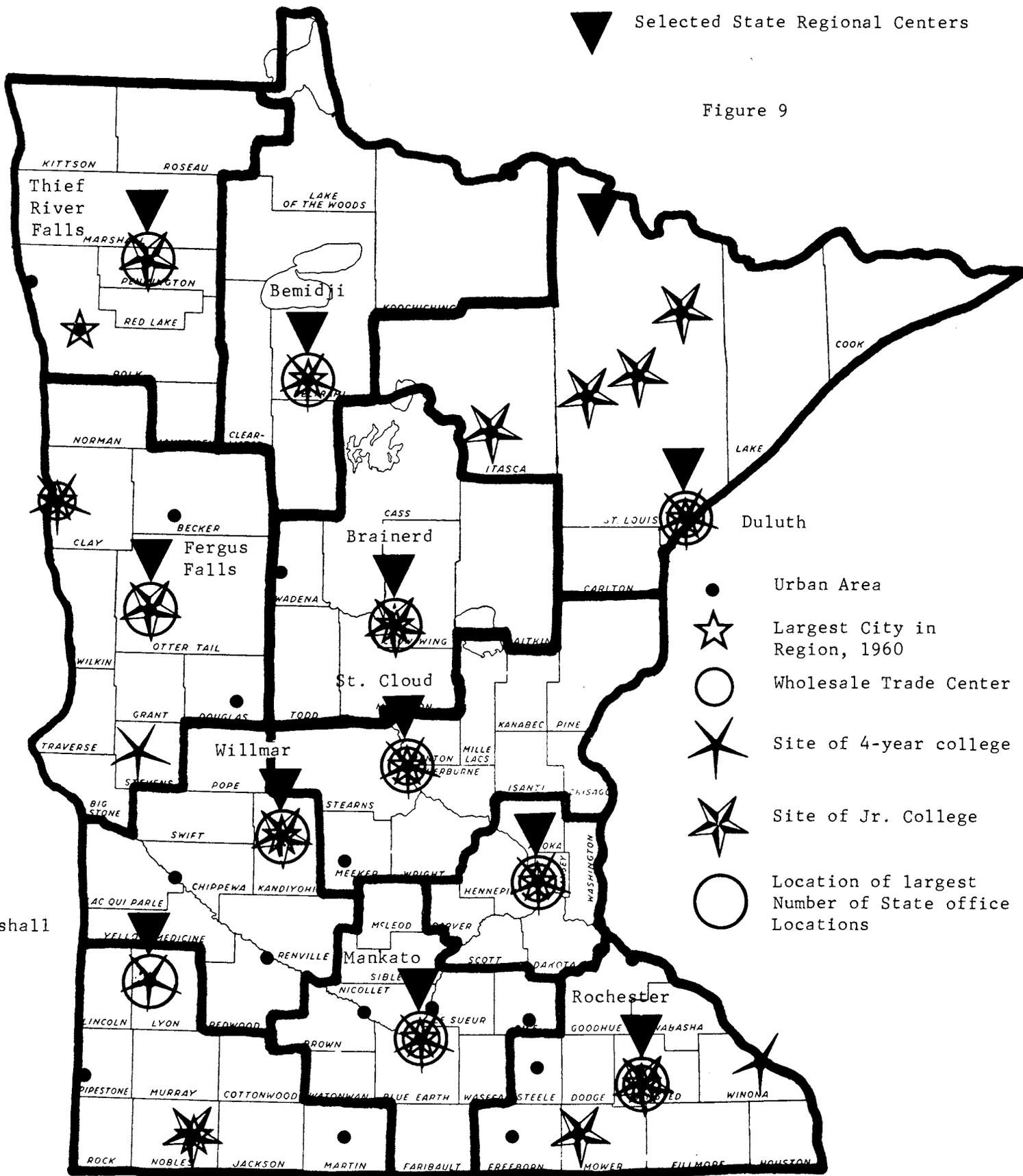
Figure 8

1980-2000

Overlay maps showing determinants of State Regional Centers

Selected State Regional Centers

Figure 9



Marshall

to be in one regional center. I have been rather careful to label the centers I've identified as state regional centers, not as regional growth centers because it is quite clear that there are a number of growth centers and a number of trade centers within each region. The number varies depending upon the particular economic situation of the region and the number of towns in that region at the present time. But it seems to me the conclusion we came up with is valid. A demonstration of some agreement at least is the fact that on April 3 the Governor did issue an executive order. He has reidentified the eleven regions for planning purposes. He specified in the executive order the identification of regional core counties. The state has done so and has also transitional counties, that is, counties peripheral to this core about which there is not enough certainty as to which region they belong in for all general purposes (Figure 10). The executive order gives the local transitional counties a year to hold public meetings and to decide to recommend to the Governor toward which regional center they wish to relate in terms of state agency activities and hopefully in terms of some regional planning activities. As I mentioned, there is a bill before the legislature now which would fund regional planning agencies and which would make it possible for federal grants and aids to be applied throughout the region through such an agency so that they can begin to be coordinated. In conclusion, I think there is a strong case for a set of common regions. I think there is also a case that occasionally there will be exceptions for one reason or another. Obviously, if you are going to deal with a watershed you are not going to stop at a regional boundary because topographic features don't stop there. But there are a great many things that can be done at this level. I suggest that it's groups like this one, people like you, who need to become informed, who need to reach judgments and conclusions based upon information not based upon emotions. I recognize that the gains to be made may in fact outway some of the losses you envisage. At least give it a fair shake and try to come to a conclusion based upon the available information.

Sometimes those of us are introduced and classified as experts. I have heard a couple of comments about experts. One is you can tell an expert because he's the one who's got the slides. I did away with the slides so I've lost out on that count. And the comment about experts that I know is a story about a gentleman who had recently become widowed. He was quite lonely and didn't know quite what to do about it. He talked to his friends and one of them suggested, "Well, what you really need is a pet. If you had a pet it would keep you company, take away some of the loneliness and you would enjoy it." So the gentleman went to the pet shop, explained his plight to the owner and asked him what kind of a pet he would recommend. The pet shop owner said, "Well, you work and therefore you're not home all day. I suggest a pair of canaries. A male and a female canary will sing for you when you're home, they require no care when you're away and if you don't happen to want to listen to them sing or want to get a good sound night's sleep, put a cover over them and they'll be quiet. I think this is an ideal pet for you." So the gentleman said, "Fine, I'll take a pair of canaries." The pet shop owner went over to the wall to one huge cage filled with several hundred canaries and he opened a small door and reached inside and he took out one canary and put it in a small cage. He reached inside and took out a second canary and put it in the small cage and said, "Here's your pair

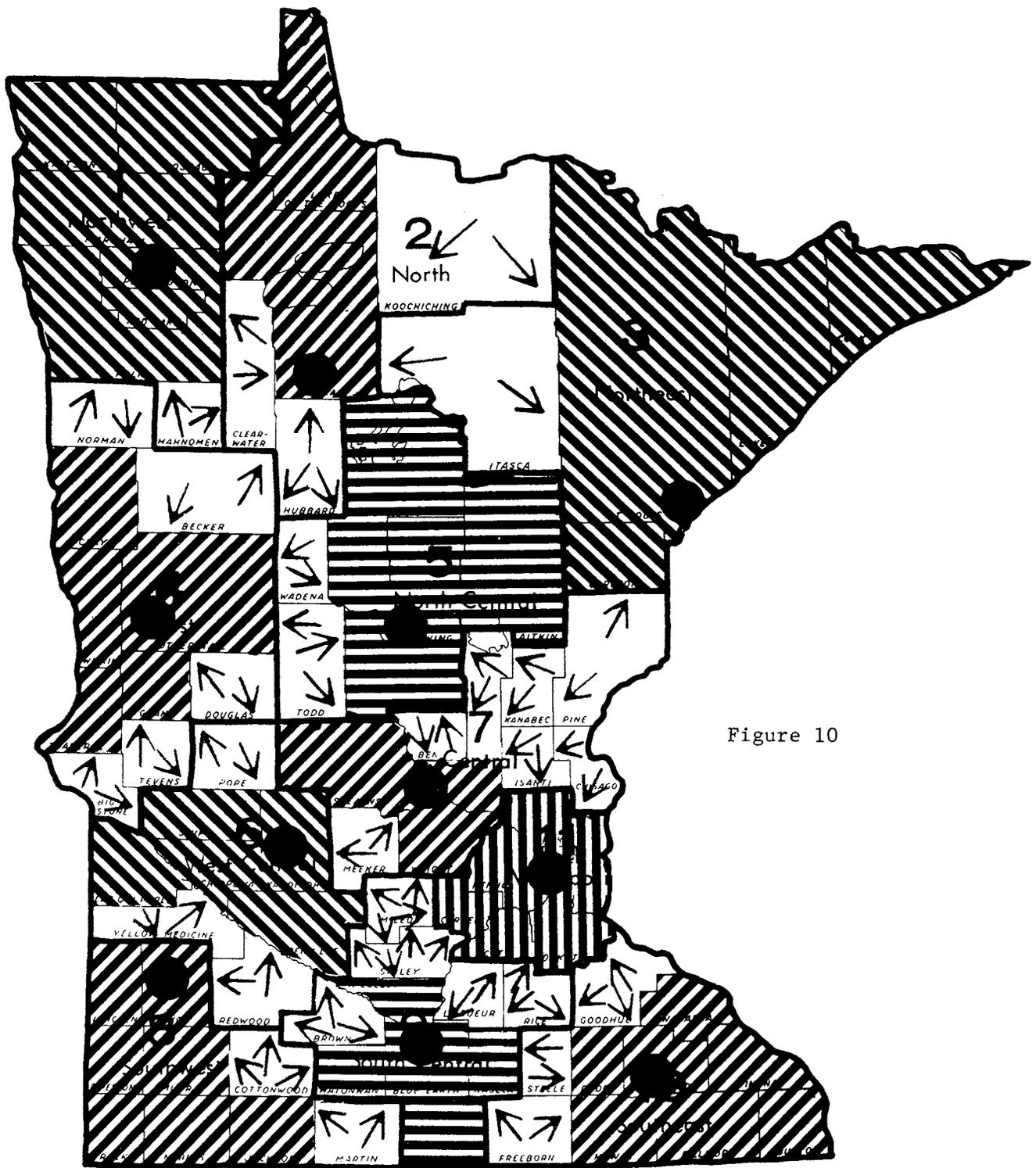


Figure 10

**Minnesota Regional Systems  
"Core" and "Transitional" Counties**

● - Regional Centers

of canaries." The gentleman was impressed. "By the way," he said, "I can't tell by looking at the birds which is male and which is female. How can you tell?" And the pet shop owner said, "Well, I'm a canary expert." The widower said, "How do you as a canary expert tell the difference between the male birds and the female birds?" The response was, "It's quite simple. You take a small dish of worms and put it in the bottom of the cage. The male bird will eat the male worms and the female bird will eat the female worms." The widower said, "Well that's very interesting, but how do you tell the difference between a male worm and a female worm?" And the owner replied, "Look I'm a canary expert, not a worm expert."

I leave it to your judgment as to whether you're listening to a canary expert or a worm expert.



## EFFECTIVE CHANGE—THE POWER STRUCTURE

Gene Ramsey  
Professor of Sociology  
University of Minnesota

Power is the ability to make others do something, even if it is against their own wishes. I have never before talked about this to a group which I assume are the power figures in their own communities. I assume you know much more about how power operates in your community than I do.

Therefore, if there is any justification for my being here, it is that power may operate differently in another community--in one with which you will have to cooperate in any effort toward regional planning or implementation of programs. If you will work with another community, you must at least gain some tacit approval of the power figures in that community--provided of course that community has an operating power structure.

This problem is of paramount importance in regional planning because there is no suggestion which causes more emotional impact on local power figures than the suggestion that the local community give up part of its autonomy. And isn't that the critical decision in regional planning? To give up part of your local autonomy in exchange for certain advantages that might accrue to concerted and collective effort is central to regional decision-making. I predict this obsession with autonomy will be one of the biggest barriers to regional development.

Now, power works in a variety of ways. I hope in the following half hour or so to tell you the different ways in which power, at the community level, can be organized or structured.

### THE DOMINATED STRUCTURE

The traditional view of power is that of a structure, like a pyramid, in which a few people call the shots at the top, and their informal orders (or desires, or assumed desires) are carried out by second level and third level people. The persons who are most powerful are those who control financial and employment resources in the community. For example, bankers and the manager or owner of the largest manufacturing plant in town are often found to be top power figures.

If the community power structure is dominated, then any community-wide board, such as the school board or planning committees for economic growth must be dominated. The top power figures come into play only on "big policy" such as taxes, welfare, economic development, labor relations, and in some communities, race relations.

Domination can occur only when the professionals in the community play the role of the servant--and this they do if they are to keep their jobs. Their main characteristic is resignation.

## THE FACTIONAL COMMUNITY

Other citizens may organize to combat the domination, e.g., labor unions, "citizens for better schools," or similar organizations. Thus you may find the development of two or three pyramids of power, each about equal in strength. Out of this develops conflict, or the factional structure.

Community-wide boards are focuses of attention for each faction, since these boards are often legally responsible for decision-making. Thus you are likely to get factional boards.

But the professional is in a spot--he must work with the majority to get anything done, but do it in such a way that he is not identified as "the majority's boy." This is because this year's minority may be next year's majority, and he could lose his job--and often does.

The professional in a factional community and factional board must play the role of the political manipulator--he pounds his fist on the rostrum and comes out strong for motherhood, freedom, and says nothing specific about any controversial issue.

## THE PLURALISTIC COMMUNITY

Some communities have many small groups, each of which is active and exercises some influence, but none of which can be powerful. These interest groups align themselves with other interest groups to become temporary factions to exercise power. The key difference with this group and the factional community is the realignment on different issues.

The community-wide boards must take cognisance of these groups, and therefore they carefully consider each issue--debate actually influences votes. Persons on the board get their status from their knowledge and ability to influence votes--in other words, their status is congruent with their competence as members--we call this the status congruent board.

The professional in this type of situation gets the "textbook" role--that of professional adviser.

## THE INERT COMMUNITY

There are many communities in which the professional (e.g., superintendent, county agent, welfare director) actually makes decisions. He is a decision-maker. He can do this because the power in the community is inert--either non-functional or interested solely in another institution than the one in question in any issue. Since the community is not exercising power, the community-wide board is likely to merely rubber-stamp the decisions of the superintendent.

In regional planning, the nature of the power structure of the individual communities must be understood, and if there is active power, the plans must be legitimized with the power figures.

Remarks by Dr. Stanley Wagner  
Assistant Chancellor of the State College System of Minnesota

I'd like to convey the attitude of Chancellor Mitau and the State College Board in regard to this undertaking, the bringing together of regional unity and regional uniqueness, and to encourage you in this purpose.

An experience I had this morning relates to something fundamental to this entire operation. I came here via the University of Minnesota air travel system. A wonderful twin engine plane brought us here from the Twin City area in a little over an hour. I reflected that last night I saw a television program many of you may have seen, a fascinating program about the history of flight in this country. The first flight of the Wright Brothers was in 1903. On the program were people who could still talk about seeing the Wright Brothers fly the first airplane and are still alive today, contrasted with the tremendous importance that air travel now has and will have to areas like this in bringing us closer together. It has only been sixty-six years, then, since the beginning of flight.

But something in that program was fundamental to me and fundamental, I think, to the operation of this regional program. As some of you may recall, the government airplane came about to some extent because the war began in 1914. Prior to that time no use was seen for airplanes. A few people got in, rode around very fast, crashed, and it was a lot of fun. It was a circus operation. But World War I showed that planes could be used for fighting. We built a great number of planes in this country and used them for fighting. When the war was over no use could be found for many of these planes, so they were burned. It's hard to imagine that we could have given so little thought to air communication and air transportation after WWI.

No use for airplanes was found until it was decided they would be useful for the transportation of letters. In the 1920's and early 1930's airmail transport was the only real reason for the growth of air transportation.

The point here is that such a wonderful innovation in our country as air transportation couldn't get going until it had a purpose. Something of this present nature, I think, also could not get going until it had a purpose. And I think that bears analysis.

Transportation is a purpose for the airlines, and the educational institution is increasingly becoming a purpose, a center, a nucleus in which groups like this may gather. In most early civilizations the market place was considered a center in which people got together to exchange goods. In the 19th century the older agricultural civilization became an industrial civilization.

Now, in the 20th century, we are finding increasingly that the centers are becoming places in which educational institutions are located. What we are discovering, of course, is that communication, organization, the good life, leisure, and other factors are increasingly related to centers of education. Even a city like Rochester, Minnesota, which got its start on a wonderful basis, with excellent leaders like the Mayo Brothers, feels now that unless

it can get a medical school and an undergraduate school it can't really continue to grow and be important in the developing world.

This group, 150 people, represents some 150,000 persons. You're representatives of this area. We found, I think, what is important in the 20th century, a nucleus from which you can obtain information, services, and resources, if you can get these 150,000 people together in common areas.

Bemidji and Bemidji College represent a very small segment of the population. The population in Bemidji is just over 9,000. You won't have many airplanes moving back and forth. You won't have much automobile, bus, or truck transportation. You'll have no leisure and a minimum of energy unless you can learn to channel this energy through a nucleus like educational centers. Whether we like it or not they are becoming data banks--almost like being plugged into electricity.

In this respect, we of the State College Board, and Chancellor Mitau, feel very strongly that the six state colleges are going to be outlets for the regions that surround them. They need to provide physical facilities, places for meeting groups, libraries, laboratories, recreation and leisure. They will serve as centers in which the people of each area can obtain information, have recreation and enjoy leisure, and will, in a sense, serve as a basis for ongoing life in the last part of the 20th century. The State College Board, and its Chancellor, are anxious that Bemidji State College go on to serve you in this way as representatives of the 150,000 from this region.

I'd like to conclude, then, with regard to the attitude of the Chancellor and my personal observations. Mr. Ramsey spent quite a bit of time talking about leadership. Unless the people who are in this audience, a good number of you bankers, superintendents, county commissioners and other leaders, are behind this kind of operation it has very little chance of succeeding.

## PROGRAM SUMMARY

LaVern A. Freeh, Assistant Director  
Agricultural Extension Service and  
Head, Office of Special Programs

During the course of the day we've been talked at - talked with - and talked about. We've been exposed to many facts, figures and projections--to the point that it's almost overwhelming in a one day sitting. In analyzing the purpose of our workshop and our ability to achieve that purpose today, I'm reminded of the lady who applied for a job at the employment agency. The directions on the application said fill out the form. Somehow she misunderstood and just wrote across it in large figures--52-32-42. Later in going through the file, the head of the employment agency asked the man who interviewed the lady, "this is very interesting, but what can she do?" And he replied, "with a little help she can sit up!"

The primary purpose of our workshop has been to make us pause from our daily activities--sit up (with a little help) and take a good, hard, and structured look at the area in which we live. Rather than repeat what the speakers today have said, I'd like to focus my comments on the objectives of this workshop--and your role in its success. Objectives:

1. Bring together leadership of this area.
2. Develop understanding.
3. Motivate and cause to act.

It's obvious that we have accomplished the first objective. I hope we have accomplished the second objective, and only time will tell whether we have any success in the latter.

Yours is the role and responsibility for determining the success of this workshop and the future of this area of our state. Our role at the University, at Bemidji State, in the other sponsoring institutions and agencies, is to provide you with resources and assistance so that you can most effectively and efficiently carry out your role and responsibilities. As leaders, you have an opportunity and an obligation to make things happen--to get things done--to direct and capitalize on the forces of change for the good of this area, and in concert with other areas.

Those of us who sponsored this workshop likewise have an opportunity and an obligation. Ours is an opportunity to work with you--through you and for you as you carry out your role and meet your responsibilities. Ours is an obligation to provide you with resources in terms of information, staff and time, so that this area of the state can most effectively analyze its problems and potentials and capitalize on its opportunities.

As we move from this workshop today and return to the problems and opportunities of our home communities, we would ask you to remember that there are many institutions, agencies and individuals that stand ready to assist--and there will be more--but the key is you and:

1. Your understanding of problems and opportunities for you and your communities.
2. Your attitude for wanting to do something to deal with the problems and to

capitalize on the opportunities.

3. Your ability to develop understanding in others, to generate a plan of study and action, and to solicit and effectively motivate and utilize the necessary leadership, cooperation and assistance.
4. The key to the success of the workshop is you and your willingness to accept the responsibility for revitalizing and re-energizing rural Minnesota.

It's a big job, it's a challenging job, it can be a rewarding job--and if it's any consolation, it's a universal job. In the days and months ahead, we will be offering similar workshops in other parts of the state, and we will be returning to this part of the state to work with you.

Today we talked. In the days and months ahead we must continue to talk--and we must act. Together!

Thank you.

## QUESTIONS FOR DISCUSSION GROUPS

1. The Regional Approach
  - a. Strengths
  - b. Weaknesses
2. Do you have to know the power structure of communities other than your own to make inter-community cooperation decisions?
3. The County and Regionalism
  - a. Advantages and disadvantages of all county-wide activities being subject to a regional framework.
  - b. Should some county-wide programs be excluded from a regional coordinating effort?
    - 1) Why?
    - 2) What programs might best be excluded?
4. Suggestions for sub-regional follow-up efforts to this program.

### Discussion Group Reports

#### Discussion Group I

Ray Boyer, Bemidji, Leader  
Victor Charles, Thief River Falls, Reporter

We discussed the present and potential regionalization in education, in county government, state government, and industrial and economic development. Our consensus was that activity on a federal level would indicate that economic regions should be developed; that it will take legislative action at the state level to get regionalism; and that at the local level it will take some economic necessity: good planning and local leadership will be most needed. This was a stimulating group discussion and I had the same feeling that I think our swimming coach had when he was giving out letters at the award banquet when he said, "It wasn't too bad a swimming season. We didn't win any meets but nobody drowned."

#### Discussion Group II

Francis Brun, Red Lake, Leader  
Ronald Ebner, Crookston, Reporter

Group Number Two, consisting of fifteen people started off quite slowly. If by the end of the allotted time I could have pitted Thief River Falls against Crookston once more, we

would probably still be there. But before we got started I asked for the size of the community from which our group came, and we had eight members from communities of 4,000 people or less; three from 6,000 to 8,000; and four from 8,000 and over, all of which is significant when I make a summary and tell about our vote. First of all, when we talked about the regional approach, the pros and cons, I heard words in favor of regionalization, like: "simplify," "clean house," "eliminate duplication," "efficiency," "eliminate costs." On regionalization's weaknesses I've heard this would cause unemployment and loss of identity. This is the big hang-up or will be the big hang-up of any progress that's made here--loss of control. The designated communities within a region would get bigger; the smaller communities would get smaller. Concerning this identity, I'll move into the next question, No. 3, which has to do with the counties. The significant point was brought out that we are meeting here because of the counties, primarily the county agents. Now to the panel: do you see a loss of identity or of communication in performing today's services on a regional basis?

Reply: John S. Hoyt, Professor and Program Leader, Agricultural Economics and Agricultural Extension Service, University of Minnesota.

My own feeling is that the identity or loss of identity is going to occur in a great many small communities if there isn't a regional identity established. In other words, you may not want to call it going along with regionalization, but unless you get actively involved in supporting such a concept, I think the result is a great many small communities are going to die. The Governor got in a great deal of trouble last May at Mankato when he made this statement. I don't think it was meant the way he said it, but I do think that he was speaking the truth. You cannot survive with an identity, in my opinion, when you start running down to a population of 150 or 100 or 75. Not only can you not retain an identity that's meaningful, but you can't provide any services to those people who are left, unless there is some cooperation at the regional level. After all, we've got 847 incorporated areas in the state: over half of them have less than 400 population. That's a lot of very small communities. And it's my judgment, right or wrong, that many of these communities will survive only in the sense of a regional identity. I made the suggestion in Marshall in December that the role for a great many of these communities would be as "bedroom communities"--places of residential excellence, places where people live and from which they would commute to shopping areas, commute to their jobs. And in this way, many of these communities could survive. If you live in the Twin Cities and live in a bedroom community, that's good. The connotation is good because it means you live in a center of residential excellence. It seems to me that same connotation could be applied and effected in many of Minnesota's smaller communities. It's not always easy to communicate this thought with the meaning that I want. I did have a lady come up to me at Marshall after I'd made this statement and say, "Now look, your suggestion that small communities in Minnesota should become 'bedroom communities' is obscene." So it does depend on how you use the word and what the semantics are. But it's my view that you won't lose identity, in fact, you may gain it in this approach.

Ronald Ebner, Crookston, Reporter

The next question on the agenda is, "Do you need to know the power structure of adjoining communities to be able to interrelate with them?"

We have a unanimous "yes." We found out several other things from this discussion: that there are power structures and that each of these representatives was involved in power structure at some level and in some way. We have a question about this and it is, "can an individual community determine its own power structure objectively because those people doing it are part of it and perceive themselves in all levels of the structure and maybe not as at the top, as somebody objectively might? And secondly, if a community did identify its power structure and the way it happens to operate, would this destroy it by identifying it?"

Gene Ramsey, Professor of Sociology, University of Minnesota

It's entirely possible that asking questions changes the answer. It's entirely possible that if you study power in the community that as a matter of fact you can produce one that's not there or you can eliminate one that is there, so I wouldn't say that the study of power itself is just going to discover things. It may invent things. There is a technique. If any of you are interested, I can describe it for you, but I think it might be better if I sent you a bulletin. If you write to me at the University, I'll send you a bulletin describing how to do it. This particular bulletin describes the technique known as the reputational technique where you start at the bottom and ask people whose opinions they respect, who calls the shots and all this stuff. Then those names you get, you ask them whom they listen to and you get up to a batch of names of people who are power figures, and then you talk to those people to find out the structure. That is how control is exercised, how people relate to each other, what success they've had and so on. In other words, identifying power figures is not to describe the power structure. But this reputational technique is beautifully laid out by a guy (I'm ashamed to admit it) from Iowa. His name is Ron Powers so it will be easy to remember. If you will just write me, Gene Ramsey, Sociology, St. Paul Campus it would be better: that's where I have this batch of bulletins. I won't be glad, but I'm willing to send you a copy. The difference between what we'll find by that procedure and what I've offered here is that that was written at a time when all the experts on power, all the guys who were studying power, assumed this dominated model, and this will identify a dominated model beautifully. But it's very easy to move from that into the others. Because if you get two groups of names, you know pretty much what's going on anyway. If you get two groups of names, you've got factions if there's a lot of action. If you get lots of leaders of organizations, people say well, what issue? Then you've got pluralistic. You get a scattering of names with no top one, then you've got inert and that would be the way to use this. So if you write me, these guys will tell you I'm very quick about answering my mail, answering the phone, and so on. About December I'll wrap it in Christmas paper and send it to you.

Ronald Ebner, Crookston, Reporter

Our discussion moved into the county and regionalism and here again we talked about those things that would benefit our community on a regional basis and I heard words like: "county fair," "law enforcement," "more economical," "tourism," "recreation," "water sheds," and this type of comment in favor of regionalizing and how it might affect the counties. We had a particular issue against this which led to a good discussion on roads and loss of identity again, loss of contact with our present setup of county commissioners where we can put the heat on a guy within a couple of miles of us rather than going fifty miles to be concerned about roads and this sort of thing. Would either of you like to comment on your perceptions as how this might affect us?

David M. Nelson, Research Associate, University of Minnesota

Well, I don't claim to be an expert on these things. The two gentlemen here with me I'm sure are. I'll just make a few comments at least to the first part of this question. In those groups that I sat in on, most of the comments seemed to be directed toward the advantages of regionalization from an economic standpoint. I think these are very well recognized by most people in the sense that, if you're trying to attract industry, it's easier if you can say employment and work force base is on a regional basis rather than a community or even a county basis, or in the sense of economies of skill based on a regional concept. But also I think there are certain advantages that come from regionalization through taking advantage of cultural activities. In other words we can draw the Minnesota Orchestra up here for performances if they're coming for a regional group. Or we can have a touring theater come through on a regional basis where they may be reluctant to do this in an individual county. And so I think we should take advantage of regionalization not only for economic advantages but also for cultural advantages. And as I pointed out, or at least referred to this morning, this is one of the factors that seem to attract people strongly to the metropolitan community--the cultural advantages that are there. Not only are wages barely comparable in rural and metropolitan communities, but I think there are other advantages also.

Ronald Ebner, Crookston, Reporter

I'd like to just sum up our meeting and to explain what happened, as I think there is a key here to what should be looked at concerning any future action. We started off by naming the pros and cons of regionalization and we listed benefits as I mentioned to you (simplify, clean house, duplication, etc.) and then we voted at the end of the session--a 7-1/2 to 7 vote in favor of regionalism. The half comes from a fellow who said he would be in favor of it in certain areas. But the point is the communities represented in our discussion group would probably not be the regional headquarters if this should happen. And this is very threatening. And it would be to me, it is to me already as my community has not been designated for the proposed region. So if this thing is going to move in any positive direction, whatever that might be, there's going to have to be a lot of explaining, defining, educating, and understanding on the part of the people represented here to carry

on in our communities.

To the other fourteen members of my group: is there anything that we talked about or questions that were discussed that I can bring up now, or that you would like to bring up? If not, I'm sure I've gone over my five minutes. We thank you for the opportunity to share our feelings with you.

### Discussion Group III

Fred Luebke, Park Rapids, Leader  
Victor Aalbu, Gonvick, Reporter

I am going to go through these notes just about the way the discussion evolved since I didn't have time to write the conclusion as it should be. I hesitate to put words in other people's mouths so I hope those in the group will forgive me if I opinionize a little bit here. On the regional approach--it was the conclusion I believe of our group that this already serves a good function for us as a people in many areas. For instance, it was brought up that the Northwest Educational Council is a regional approach to education. The federal government works on a regional basis in soil conservation, for example. But it was pointed out that in any regional establishment there is danger of attention going to the area, the location of the regional office, for example. One person made the point that it is always the county commissioner who has the best road in front of his place. This probably would apply in regional forms of government too. The regional approach to the area of tourism has shown many benefits, and here again the point was brought out that there may be some dangers in the size of regions. For example, the present regions set up under the Minnesota Department of Tourism and Development may be too large. There need to be smaller combinations to work within the groups, such as the Heartland and the Viking tourist groups. However, these groups can very well spend money wisely, and in areas probably too expansive for the local groups to handle. This seemed to be the recurring theme of our discussion: that regions can be too large and become a little bit unmanageable. Politically, my notes would indicate that regionalism moves representation a little bit further away from the local government, and a politician in this position may tend to avoid local controversies which would limit his effectiveness because he would want to take a position of noninvolvement for fear of alienating communities or towns or localities.

Under the general heading of weaknesses, this could be designated as one of them, that is the weakness of the regional approach. A specified area would not be feasible for all functions. For example, school regions would not necessarily be good regions for land management. Lack of cooperation or communication because of the size of the region might be one of the weaknesses. We cannot necessarily set up regions on a county basis. In fact it was the expressed view of our group that county lines cut no ice. There was general accord that some county programs should be excluded. I would like to make a particular point with this. There was general accord that some county programs could be excluded: however, there were no suggestions as to which programs might be excluded from county lines. I think the strong point made was that we need to find a common denominator for a regional set-up to justify a region. An arbitrary set of lines will never work to encompass

all situations, but this common denominator that was suggested might mean efficiency, pointing out that some areas of government functions, such as government agents of the federal, state, and local serving the Indian people and several others could be combined for efficiency.

I think that our group generally agrees that regionalism is going to lead us to reorganization of county lines to take a look at the bigger areas of government to serve our communities rather than the county. The point was made on subregional meetings, however, that in the present stage we need communications. And the suggestion was made that speakers be made available to go out and discuss regionalism with local groups. And this point, I think, should be made. If regional leaders met and discussed the similarity rather than the difference, regionalization might be accomplished. On the power structure, I just want to say one thing. This wasn't a part of our group discussion, but I happen to be in the newspaper business and I was a little bit disappointed; in fact, I had my ego crushed quite a bit when I found I was in the lower echelon. I had rather hoped I was in the top echelon.

Reply: Dr. Hoyt

I have just one quick point of information about the executive order which is the last appendix in that book I passed out earlier. If you look at it, you will note that the Governor directs the State Planning Agency to conduct public meetings during the course of the next 12 months on the subject of regionalization within each of the 32 counties identified as transitional and within each of the ten sets of core regions. So that, in part, your request for further meetings is going to be responded to as a result of that executive order.

#### Discussion Group IV

Tom Tolman, Bemidji, Leader  
Ermen Ueland, Fertile, Reporter

I think I have a question for Dr. Ramsey. How do you put a banker in the top echelon who has been in the predicament of bumming cigarettes all day all over the audience? I just had to get even with him. After listening to all of the speeches that have been given here today, I'm reminded of the two Indians who were sitting in the hills of Utah and observing and they had been making some smoke signals and they had been practicing their art. And, of course, this was the day that they were testing the atomic bomb. Finally they set off the atomic bomb in the desert and a great mushroom cloud went up and the one Indian said to the other, "Gee, I wish I'd said that!" And I kind of feel the same way at this point after listening to these reports that have been given concerning regionalization to various aspects of our government and agencies and so forth. We didn't take any votes in our group. However, I think the concensus of opinion was that the strength of regionalizing various activities far outweigh the weaknesses. We saw such things as elimination of waste (the duplication of services that is now going on) as an advantage. We saw the fact that we

might unite our efforts to promote for the common good of all people rather than try to do it alone and take second rate service. We talked about the services, for example, that might be offered. We might have better hospital facilities and medical facilities if we could coordinate all these services together. Water pollution was brought up. We need to get our heads together and think about this if we are to preserve that which should be left for future generations. We got off on a tangent on industry and the role that industry should play in this. And, of course, there might be some mixed feelings here too. You know we talked about bringing population back into the rural area and I couldn't help but raise the question--when we want to bring people back, we want to bring industry in so we can have all this employment and then we are going to stimulate the economy on the local level. Sometimes I wonder whether we want to bring all these people back into the rural areas because we have it pretty good right now. We have wide open spaces; why congest the rural areas the way the cities are congested? Well, anyway, other things we might get from better service are better educational opportunities, libraries, cultural activities, and so forth. What are some of the weaknesses we saw? Of course, the thing that was pointed out was that the autonomy of the local community can be lost. And this is going to be the biggest stumbling block in the regionalizing activities. Petty jealousies are going to come into being. Someone brought out the fact that as you expand the area, as you expand the size of the region, communications become a little more difficult. The distances increase. Someone pointed out, for example, that he drove 120 miles one way to attend this meeting. This is frequent in the area where he is now working. And actually that is about as far as we really got. We really didn't get into the other questions. Now if any of the members of the group that I represented have anything further to say maybe you would like to make some comments at this time.

#### Discussion Group V

Norman Haugen, Roseau, Leader  
Merle Smith, Thief River Falls, Reporter

Well, our group under the leadership of Norm Haugen of Roseau was a lively one. We had some individualists, but fortunately we didn't get into any personality conflicts. We discussed everything that has been discussed here before. We summed it up by a few strengths that we found: more efficiency in all state agencies in regional development, coordination of educational programs by the region which would bring more economic efficiency, better alignment of school districts, and the better use of tax dollars. We spent a little time on the integration of law enforcement agencies under the regional set-up, and we determined that a regional set-up would mean a more democratic alignment of power structures. We discussed that regionalism might eliminate the county commissioners in county government. One thing we were concerned about was the different type of economics in the regions, such as some regions with resorts in one end, agriculture in the other, industrial here. We didn't know whether the program would work out very well with that. As far as the answer to the question about the power structure in the community other than your own, we were all unanimous on that. It was necessary to know this, but we felt that if we went back and talked to our own power structure, we didn't have to know who the other power structure was, that our own power structure

would know who the leaders were in the other communities. There were one or two questions raised. One question was: if the regions are approved, will this be bad for state legislative districts or can they also be the same as the regional set-up? And we felt that before we could effectively present this program we need more information. Have you any information on the advantages of the regional set-up? We felt that something should be done to acquaint the private sector of our community with the advantages of the regional set-up. After all, most of us here are either connected or paid by, or have some connection with government, and not the private sector of the economy. And it was suggested that each one of us go back and talk to our community leaders and get them in back of this whole program.

#### Discussion Group VI

Leslie Mattfield, Grand Rapids, Leader  
Terry Courneya, Thief River Falls, Reporter

I can see why Gene Ramsey looked a little air sick when he stepped up here this morning because of the height of this thing, and I suppose Gene could really realize the humor in this particular remark.

I see no point in delineating a number of things that were very well expressed that came up in our group and have been expressed in previous comments. I would like to mention, though, a couple of things that I drew from at least my opinion of the feelings expressed. The response to today's meeting indicates that regionalism is an important thing on the minds of a number of people. I've been to similar meetings which have had far less response.

The next item is one we got hung up on pretty badly so we did not get through the number of questions that were asked. This is fear on the part of those communities that don't happen to have a star over them in the regional picture as to just what the advantage of regionalism is as far as they are concerned. We talked about the economies of size within reason. Some of these things can be provided. But if you live on the periphery of this area, what specifically will this do to my town in terms of a hospital, a theater, a school, or an industry. I would like to address this question to the members of the panel: can you suggest something in positive terms as to what very likely could come in these peripheral communities, not that all 20 within a region would have something, but say the five that emerge as having some potential that they might get?

Anything further I wouldn't care to express here unless there's someone from the group who would like to ask a specific question. But can someone from the panel perhaps give some observations from a positive standpoint? For example, I happen to be in an area which is starred. What does this mean for Hallock in the same region?

Reply: Dr. Hoyt

I'm not sure I can answer the question to your complete satisfaction. I have mentioned my own view that a great many very small communities have much more to lose by not moving to this approach in the sense that they will die, if you want to use that word. They will cease to remain viable. Maybe that's a better way to put it. What would it mean to Hallock or what would it mean to other small communities? It seems to me that a logical and rational approach might well mean that some of the substandard will become the sites of regional hospitals or perhaps will be specializing in certain types of manufacturing activities. I certainly have not meant to convey, and I think if you'll read the document you'll see it, that the state regional centers and subcenters are the only growth areas or will be the only growth areas with any potential. There are a number. I think the problem we face is that while there may be a number--five, ten, maybe more in some regions--there are also a very large proportion of these communities, as I say half of them under 500 in population, which would like to survive with a community identification, that will lose that identification simply by virtue of the fact that the people who live there will either move out or as they age and die, there will be no replacement. And the community will in fact lose all its identity. So I don't offer every community in the state an opportunity to grow and become a regional center. But I think if they become part of a regional system they can become places in which to live and in which services, amenities, and cultural advantages on a regional basis will be available to all the inhabitants rather than just a few. I'm sure that's not a completely adequate answer. It's going to take time; it's going to take action. I would suspect that the communities that will do the best will be the ones whose leadership works the hardest.

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