

zation of their unmanageable workloads, must accept the local authorities as partners-progress, and enlist them development. Above all they must overcome their traditional fears and suspicions of strong and efficient local governments.

Local authorities on the other hand must change their habitual viewpoints. They must look beyond their attachments which are today largely obsolete to forms of government suitable only for the tiny rural pueblo and they must not continue to assume that able national agencies, devoted to the cause of municipal development will inevitably impinge upon, rather than strengthen, their independence and authority. Furthermore by joining and supporting vigorous national municipal associations they can help insure that the movement follows the right lines.

An indispensable first step is to achieve an awareness that in the modern world there is a growing interdependence of all units of government, local, state, national, and even international. Intergovernmental cooperation is increasingly needed to accomplish large programs of economic and social development. There is a growing of this inter-

dependence in the so-called "developed" countries, in North America and in Western Europe. Local authorities, in many countries, have not only accepted national, and in federal countries, state assistance but often through their municipal associations have petitioned national governments to provide new forms of financial and technical aid (3).

The late Professor Grodzins graphically described the intergovernmental relations in the U.S.A. as no longer being a hierarchical vertical relationship as in a "layer cake", but being more in the nature of an intertwining of relationships, as in the case of a "marble cake" (4).

Both new institutions, and new viewpoints, I conclude, are needed for the achievement of great national aspirations and goals, for raising the standards of human dignity, for the rendering, justly and equitably, of adequate services to the citizens by the strengthening of local government throughout the Americas, and, for that matter, throughout the world.

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Intermunicipal Cooperation in the United States of America

A description of intermunicipal cooperation in the United States of America must be considered in the light of the unique structure of government in this country. Unlike most other countries of the world, this is a federation of autonomous, independent states, bound together by mutual consent under a constitution which delegates certain powers to the national government and reserves all other powers to the individual states. Because of the federation aspect the national government is referred to as the «federal» government. The states, in turn, create the local government within their borders and delegate such powers, responsibilities, and authority as they see fit, either as specified by the constitution of each state or by laws enacted by the state legislature matters which were *not* delegated to the national government.

Coincident with the rapid growth of population and industrialization that took place

following the Civil War of the 1860's, cities grew in size and number. However, state governments were slow to respond to the needs of their cities, and, in fact, imposed severe limitations on the ability of cities to govern themselves, both in matters of structure and functions as well as in the matter of granting them financial aids or power to finance themselves. The government of some of the big cities became notoriously inefficient and corrupt.

However, the beginning of an awakening to civic duty on the part of the citizens took place during the last decade of the 19th Century, and with it came the movement for the selection of city officials who could and would serve

(3) Humes Samuel and Martin, Eileen M.; *The Structure of Local Governments throughout the World*; International Union of Local Authorities; Martinus Nijhoff, The Hague, 1961.

(4) Grodzins, Morton: *The American System: A New View of Government in the United States*; Rand, McNally & Company, Chicago, 1966.

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the people. It is a coincidence of importance that the first state leagues of municipalities were organized at that time. They represented the efforts of certain city officials to secure the best ideas, methods and experiences of other officials in other cities. Just as the men and women of the technical professions have the best ideas, methods and experiences of professional magazines, and their annual or quarterly meetings for the exchange of ideas and experiences and to hear progress reports on new methods of service, so these officials sought to increase their knowledge of municipal government and administration in the same manner. They therefore began to cooperate in an organized manner. The movement for intermunicipal cooperation started in the late 1890's with the establishment of leagues of municipalities in four states. By 1924, 20 states had professionally staffed, well-organized state-wide league of municipalities. In that year they banded together to form the American Municipal Association, the name of which was changed 40 years later to the National League of Cities. By 1968 the cities in 48 states had organized such leagues.

Another basic reason why cities have developed these state leagues is that they found that in a rurally dominated and rural minded legislature they were not able to make their views prevail, and so they banded together to form a cooperative effort and a concerted push to get legislation that would be beneficial to cities and towns. It soon became apparent, however, that in order to become effective as a lobbying or pressure group, the league would have to obtain some stature with members of the legislature as an impartial, fast-finding service organization. And so they undertook continuing action-oriented research and developed services on a year-round basis to help responsible local officials do a better job for their constituents in the administration of their municipal governments.

These services take a variety of forms, but nearly every league basically has the same type of activities. They include, for example, training programs for special functional groups such as public works officials or finance officers or water plant operators, and so forth, usually carried on in conjunction with the state university in short institutes. They represent municipal interest before the state legislatures. They study the long-range needs of government in the state and undertake research municipal into those needs, and publish reports and documents of various kinds, and they attempt to develop municipal leadership by such means as holding annual conventions and regional meetings.

The budget of the leagues now in existence total nearly \$ 5,000,000 annually. On their staffs are some 265 employees, and their com-

bined membership is 14,300 cities, towns and villages in 48 states. The leagues review a total of some 65,000 pieces of legislation, and they sponsor over 700 bills, 70 per cent of which are actually passed. Over 50,000 municipal officials attend the annual state municipal league conventions. About 23,000 attend some 150 training sessions, and another 37,000 attend regional league meetings in at least 19 of the states. Perhaps the most useful, and certainly the most basic function of the league, is to serve as a clearinghouse of information. Over 70,000 inquiries from municipal officials were handled by the leagues last year on every conceivable subject, most of them on a how-to-do-it basis. Thirty of the leagues publish magazines serving 40 states, and as already mentioned, most leagues undertake research and publish research and survey reports.

One of the objectives of state municipal leagues is stimulation of greater interest and more active civic consciousness about municipal government and administration. In some states, such as Mississippi and Louisiana, local governments in cooperation with local chambers of commerce, the state chamber, and state departments, attempt to establish a measuring device whereby they can scientifically grade themselves in order to measure the community's needs to find out in which category it may be deficient. The categories are: beautification, education, fire protection, health and sanitation, housing and construction, long range planning, municipal finance, police and traffic, recreation, and streets. There are many other examples in other states of municipal league leadership.

The National League of Cities structures its entire activity around the basic function of formulating and implementing the *National Municipal Policy*. This is a statement of nation-wide goals for municipal government, which is prepared by municipal officials themselves working through the committees and thought debates at the annual Congress of Cities. It deals with a variety of subjects, not merely those calling for action by the United States Congress or federal agencies, but also on such subjects as good traffic administration, policies regarding off-street parking, local tax policy, personnel administration, and many others through the whole gamut of municipal activity, some of which call for action by the state legislatures and some by local city councils.

In 1963, the organization established a national magazine for municipal officials, entitled, «NATION'S CITIES». It goes to 60,000 municipal officials in more than 14,000 communities.

The latest milestone was the program of expanded activities adopted in 1964 coincident with the change of name. This included an enlarged staff and the inauguration in 1965 of

an annual Congressional-City Conference as one more device in the structure for policy implementation.

And so, the cities and towns and villages of the United States now have working for them, at both the state and national levels, some very active organizations which are owned and controlled by the cities and towns themselves.

There are two weaknesses, however, in the services which are being rendered to municipal government. First is in the field of training. I mentioned the fact that a large number of local officials and employees attend training institutes or seminars. However, it is felt that there is a definite need for a more formalized type of training that would make possible the upgrading of existing personnel to assume positions of greater responsibility. The National League of Cities in cooperation with a number of other national organizations, such as the International City Managers' Association, the Municipal Finance Officers Association, American Public Works Association, etc., have drawn up a proposal for the establishment of a Joint National Training Council, which would prepare course materials and suggested curricula for the holding of training programs in different fields of municipal government at a regional or local level, which would be somewhat uniform throughout the country. These would be carried out in conjunction with local universities and colleges, so that no officials or employees would have to travel very far to be able to attend the course extending over several weeks, or even months, possibly one or more nights each week or in half-day sessions on Saturday, etc. This would distinguish such training from the usual short two or three-day institutes that are held annually at the present time. It would be more of a continuing type of training and accessible to more people. In addition, the National League of Cities has submitted a proposal to a foundation for establishing a National Municipal Staff College, which would provide 5 to 10-week training for mid-career junior executives who are about to be promoted to senior department positions. The purpose would be to provide them with a broader outlook and a better ability to cope with their future responsibilities.

If we are not successful in getting foundation grants for these proposals, there is the possibility of federal aid grants under the programs of the Housing and Home Finance Agency and in the Higher Education Act of 1965. There is also the possibility of grants for training in the police field under the new federal Law Enforcement Assistance Act. For example, it might be possible for several communities to join together, perhaps through the state municipal league, to establish a joint police training academy. In this way all police recruits could receive formal training before they are put out on the beat. Likewise, the higher officers in the



department could get some refresher training and training in advanced methods and practices, which might be just as important as training for the recruits.

The second weakness in services to municipal government is in the field of urban research. In an effort to fill some of the shortcomings in this field, the National League of Cities is now establishing what we call «urban observatories» in cooperation with universities throughout the country. This will result in a nationwide network of urban research centers, conducting studies in accordance with a common national agenda of subjects which will be agreed upon by the mayors. In this way, policy-makers and decision-makers at the local level will have available to them comparative information, so that they can avoid the mistakes that others have made and profit by the good experiences. Some subjects of concern at the present time in some of the cities are, for example, mass transportation and urban renewal. And another subject is what type of administrative structure should you set up for a new activity such as a poverty program? Still another one which puzzles many local officials is what types of services should the municipal government be rendering, and at what level should these services be carried out? And, of course, there is always the problem of financing the services. Where do you get the revenues to pay for them? These and many others would be subjects of study in these «urban observatories», which we are now in the process of trying to get under way in six cities.

But even with the training and research gaps filled, where do cities get the money? This is always a problem, and the big basic problem

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of municipal government for many years has been and still is the problem of revenues and finances.

Mayor Henry W. Maier of Milwaukee expressed it in an address at the annual Congress of Cities at Detroit in July, 1965.

«In the final analysis,» he said, «the problem of the cities of America must be solved by a reallocation of our national resources. The nation must be as committed to saving our cities, to promoting their growth and orderly development, as it was committed to saving the farmlands in the 1930's. In some respects the central city is the dustbowl of the '60's. Here we find a loss of fiscal topsoil with the flight of wealth and talent to the suburbs. Here we find an erosion of human resources, a long drought of tax revenues and deep gulleys of poverty.»

Then he went on to say, «Yet, while we live in an urban age at a time when there are probably more slum dwellers than farmers, it's estimated that we allocate to our cities only 1/13 of the amount of federal aid that is allocated to saving the farms.

«We spend about as much in developing space shot as we spend in federal assistance to urban renewal. Yet, as much as we want to reach the moon, it doesn't make much sense to send a man to the moon if we do not have decent cities for him to return to, or if we can't find a way to get him from his home to his place of work in less time than it takes him to orbit around the earth.»

Some steps have already been taken to reallocate our fiscal resources in this relationship between levels of government. The downstream flow of funds from Washington to the states, and increasingly to the localities, has long been a feature of the American Federal system. Federal payments, that is, federal aid to state and local governments, were \$2.00 per capita in 1927. This had increased to \$66.00 per capita in 1966. Likewise, the states have been increasing their aid to localities. State payments to localities were \$10.00 per capita in 1927 and had increased to \$64.00 per capita in 1966.

Federal assistance to local functions is nothing new or radical. Some examples of federal aid programs to assist local government are flood control and flood prevention, water supply for irrigation and reclamation, agricultural experiment stations and extension, airports, highways, low-rent public housing, housing for the elderly, air pollution control, disaster assistance, communicable disease activities and community health programs, hospital construction and improvements, library construction and services, old-age assistance, outdoor recreation facilities,

urban planning, urban renewal and redevelopment, urban mass transportation, vocational training and rehabilitation, water pollution control and sewage treatment plant construction.

Making financial resources available actually strengthens state and local governments, makes them more responsive to their people and thus strengthens our whole federal system.

There is another aspect to this need for a reallocation of our national resources to meet the needs of this modern urban age, and that is the fact that local government is no longer merely a housekeeping function, such as keeping the streets clean, collecting the garbage, maintaining some policemen and a fire department, street lights and providing water and sewer. Modern-day mayors and other municipal officials are more and more concerned with, and by necessity, becoming involved, if you please, with social and economic problems and with the amenities of good urban living. One example of these social and economic problems with which mayors and other city officials are concerned is economic revitalization. Now this means not only your activities in attracting new industry but also activities in most aggressive cities to revitalize their cities, redevelop them to stimulate economic growth. Another field is that of racial relations. Still another example is the field of poverty and ignorance. Stimulated by the new federal program in this field, local officials across the land are very much involved in an anti-poverty program. Still another field is that of housing. And then there are the new programs for developing community mental health centers, for combating juvenile delinquency, for providing outdoor recreation opportunities, and for a program of beautification of our cities.

As the Ford Foundation's Director of Public Affairs has said, «If the city has any mission at all, it is to turn out first-class citizens, which mission is often lost sight of in the scramble to secur new industries, new houses, and new sources of tax revenue.»

Nothe the phrase «if the city has any mission at all». Some people are saying that the city is a dying institution, that some new structure is needed to meet the problems of urbanization, population growth, and community development. I, for one, believe that the cities can meet the challenge. They will, that is, if city officials provide the leadership.

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National League of Cities