### REMARKS BY SENATOR HUBERT H. HUMPHREY

# ANNUAL CONFERENCE

## NATIONAL ASSOCIATION OF COUNTIES

# MILWAUKEE, WISCONSIN

JULY 21, 1971

Two weeks ago, the Senate Subcommittee on Rural Development of which I am privileged to be the Chairman, held field hearings in the South. We went to Georgia and Alabama to examine firsthand what local people were doing to solve their problems.

And, we found out.

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We saw progressive and exciting child development centers, bold and beautiful recreational areas, business and industry reviving. We were told about jobs, about opportunities, and about good

wages. And, when we asked how these things have come about, invariably

the answer was People, Resources, and driving, committed Leadership. The two areas we visited -- Alma-Bacon, Georgia, and Decatur,

Alabama are success stories of rural renewal.

We need similar success stories in other parts of our Nation, because we are faced with an overpowering sense of urgency that envelopes our cities and counties and frustrates our way of living.

We know the problems. Urbanologists can recite a litany of urban ills.

They see smog, and they say it is bad.

And, it is.

They see slum housing, and they say it is bad.

And, it is.

They see congestion; they see poor schools; and they say these are bad.

And, they are.

But beneath all of these is one inescapable fact: We have not yet learned that as a nation we must begin to plan and to understand our own growth.

Two hundred years ago, this country dedicated itself to national independence.

Now, two hundred years later, this country must dedicate itself to balanced national growth.

To live as a free people with free political institutions requires freedom of residence -- to be able to choose where we want to live.

That freedom is being denied today -- by technology, by confused national policies that have permitted our rural areas to deteriorate and our cities to decay, but most importantly by the lack of a <u>National</u> Growth Policy:

Growth Policy: -- Does it make sense for the outmigration from rural areas to continue at the rate of 600,000 a year?

-- Is it right that more than one-half of all the counties in the United States lost population last year?

-- Does it make sense for 73 per cent of the people to live on 2 per cent of the land?

-- Is it sound national policy for a nation of our size, our wealth, and our potential to be without a transportation policy, an understandable energy policy or a program for long-term financing of public facilities?

I say it is not sound national policy; it makes no sense.

And, it is time to come face to face with reality: We have been asking the wrong questions and seeking the wrong answers.

We should ask not are we going to grow, but, "How are we going to grow?" Where are we going to grow?" and "What kind of life will we have?"

We could continue on the same course, with the continuing migration to the cities. But it is breaking the backs of the taxpayers and still the cities cannot provide adequate services. We can continue to have a total national welfare burden of some \$20.9 billion dollars. We can continue to see welfare costs increase -- as they have in Los Angeles, for example, rising in just two years from \$700 million to \$1.3 billion.

We can continue to spend huge amounts for basic services -services that seldom get better but always get worse.

We can continue as before -- or we can define and follow a balanced national growth policy.

We can decide what we must do in transportation, in housing, in education, in land use, in health and welfare, and in population distribution.

And we can begin immediately to implement balanced national growth programs.

But, any programs we propose and any changes we make will fail unless we have a healthy, booming economy. This nation's economy is floundering badly and all of us know

This nation's economy is floundering badly and all of us know it.

Inflation has boosted food prices, housing costs, clothing costs and medical expenses.

The consumer price index has increased at an annual rate of about 6 per cent.

Unemployment totals over 5.5 million workers -- and the socalled "hidden unemployment" -- people so discouraged because they can't find a job that they have dropped out of the labor force altogether -- may make the total as high as 7 million.

And, by the end of this year, the recession will have cost state and local governments \$6 billion in lost revenues. It will cost the Federal government over \$30 billion. And, it will cost the economy over \$150 billion.

We simply cannot continue with a high rate of unemployment with high interest rates, with climbing inflation, and a sluggish economic growth.

I have called for an effective national incomes policy to curb inflation, to build confidence in the dollar and to stimulate the economy.

I repeat that call today. I invite you to join with me.

I believe that the 1970's should be the decade of domestic development.

In the 1950's, we ignored problems.

In the 1960's, we defined problems and began to solve them.

In the 1970's, we must make the breakthroughs that lead to real solutions.

This is a decade in which we must correct the imbalance that has made our Nation privately wealthy but publicly poor.

And we can begin by implementing a national growth policy.

When I spoke to your Legislative Conference in April, I endorsed the idea of general revenue sharing.

I want to reiterate my support. And I urge both the Congress and the Administration to put aside partisanship and individual pride of authorship to pass an acceptable revenue sharing bill this session.

But I want a revenue sharing bill not just for the big cities but for all units of government. I cannot support a revenue sharing plan that omits states and cuts off counties under 50,000 population. To do so would be to make over 40 per cent of our people second-

class fiscal citizens.

And, I will not be a part of it.

We must also federalize the entire cost of welfare. And, we can make a beginning this year.

Welfare is a national problem. It demands national answers and national financing.

A third program that I believe is essential is the National Domestic Development Bank -- legislation I recently introduced to help cities, states, and towns finance vitally needed public projects.

My legislation is based on accepted principles of international finance. I propose that we now apply them at home by providing long-term loans at low interest rates and couple the financial help with technical assistance.

This plan will allow cities, counties, towns, school districts and other government jurisdictions to move ahead on a wide range of urgently needed public construction.

It will provide an alternative source of funds for new schools, for medical and hospital centers, for day care centers, parks, waste disposal plants, playgrounds, mass transit systems, and much more.

It can provide jobs and stimulate the economy.

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It can remove the reliance of local governments on the everincreasing property tax.

And, it can help promote better balanced urban-rural growth.

We have used this approach successfully overseas. I say if we can help build a better Rio de Janeiro, then we can build a better Milwaukee or Detroit, or McKean or Erie County. Next, we can and must enact the Consolidated Farm and Rural

Development Act of 1971.

This legislation can help stem the tide of outmigration before it becomes a flood.

It recognizes that much of the urban crisis is due to the deterioration of rural America.

This proposal is fundamental to a National Growth Policy. The legislation is designed explicitly for communities under

35,000 population. It creates a Federal Rural Development Credit Agency to be an expediter of community programs.

This is a bill to help small communities and rural counties to conserve their most basic resource -- people -- people who can build and revitalize their communities.

But development and financial proposals are only part of achieving a viable balanced national growth.

If we are really serious about understanding national growth . . . if we really want to help the cities . . . if we really want to renew rural America and make a better life for all of our citizens . . then we must take a hard look at the structure of government at all levels. For all levels of government must play a role, working together, putting aside narrow self-interest and jurisdictional jealousies to promote a better life for people -- because that is what government is all about.

County government is coming into its own. There has been a lot of talk about the place and about the future of county government. I say it has a place and an important future.

But I also believe it can do better than it has been doing.

And reorganization can help make county government more effective. It can make it more understandable, more sympathetic and more responsive.

Let me give you my views:

First, counties must have the option of home rule. They must have the power to restructure the way they deliver services. They must have the flexibility to change their methods.

Second, we must reduce the proliferation of autonomous and overlapping jurisdictions.

In Los Angeles county, for example, there are over 3000 separate units of government. In Watts alone, there are over 80 different jurisdictions.

Counties should have control over this infrastructure -the special districts of an area. Counties should be able to supervise the activities of these districts and make certain that one district does not work against the interest of the others.

Third, counties need the authority to transfer and consolidate functions between the municipalities and county governments. There can be a "two level" approach to serving people, if the authority to rationalize functions is provided.

Fourth, counties should have adequate taxing power.

Fifth, counties need the authority to coordinate and evaluate municipal zoning priorities in order to use available land wisely for planned, balanced growth.

Sixth, county governments must become more professional. They should utilize advanced technology and management experts. I believe they should hire out-of-work aerospace engineers, research associates and other trained personnel.

But at the same time, political responsibility should be centralized in the hands of an elected official and his council.

Experts should be kept on tap -- not on top. County reorganization is only one aspect, though, of effectively implementing a national growth policy.

What is also needed is the transformation of single purpose planning commissions into comprehensive planning and development agencies on a multi-county basis.

Multi-county units can deal more effectively and more efficiently with the economy, migration, poverty, underemployment, governmental cooperation, citizen participation and balanced growth.

These organizatons are a natural link between the counties,

the states and Federal agencies. They can provide the administrative and communication channels between the various governmental levels. They can be mechanisms for policy determination on a regional

scale.

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But if they are to be effective, they must be granted areawide responsibilities.

Multi-county bodies should not be isolated -- they should be duplicated over the entire states.

They must have professional staff.

County membership must be mandatory. And these agencies must be adequately funded.

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Development Banks, credit services, governmental reform, and comprehensive planning can take us a long way toward balanced national growth.

The urban and rural crises are real and urgent and challenging. If we are going to do anything about how we live, and where we are going to live -- if we are going to have true freedom of residence, then we must act now.

Tomorrow is too late.

Today is the first day of the rest of our life. # # # # #

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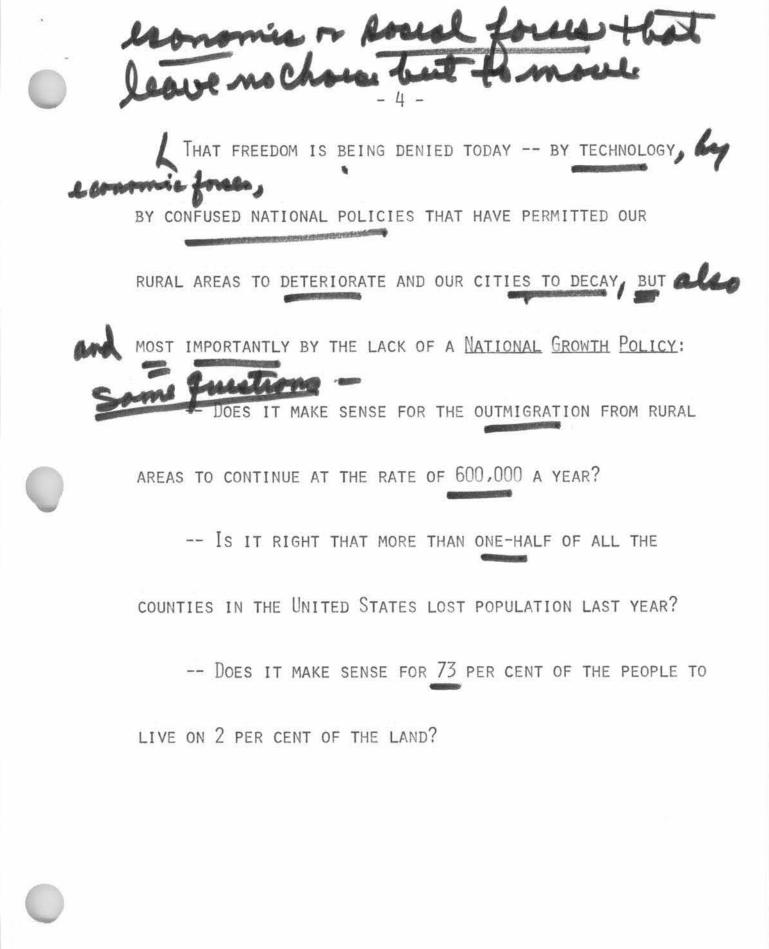
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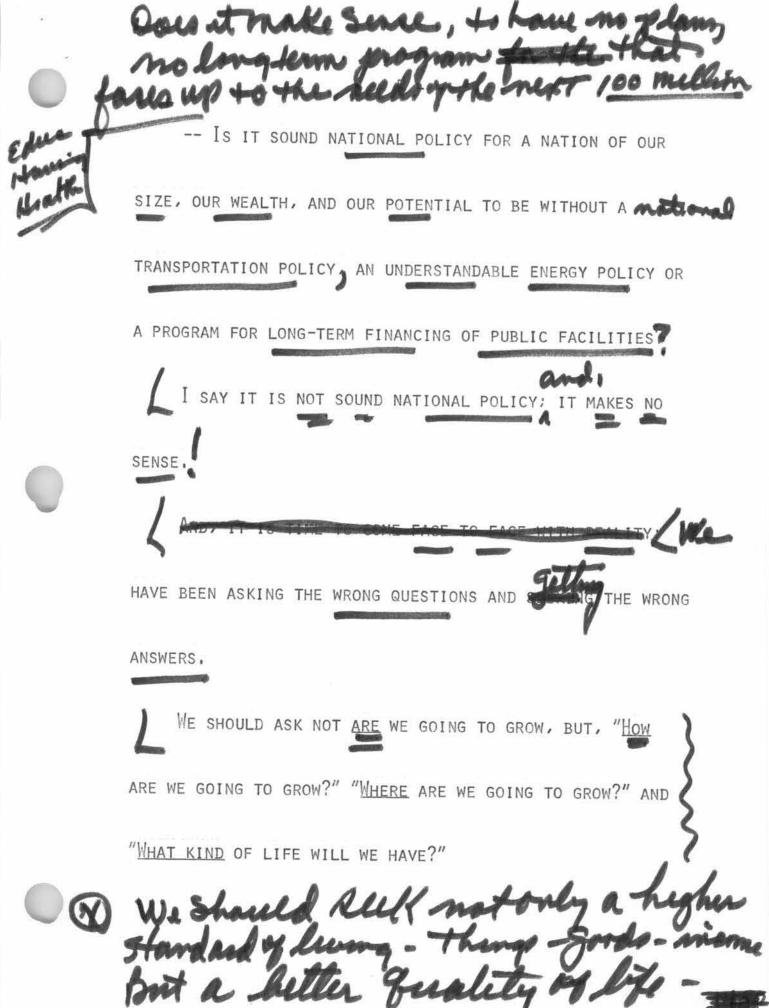
NATIONAL INDEPENDENCE.

Now, TWO HUNDRED YEARS LATER, THIS COUNTRY MUST DEDICATE

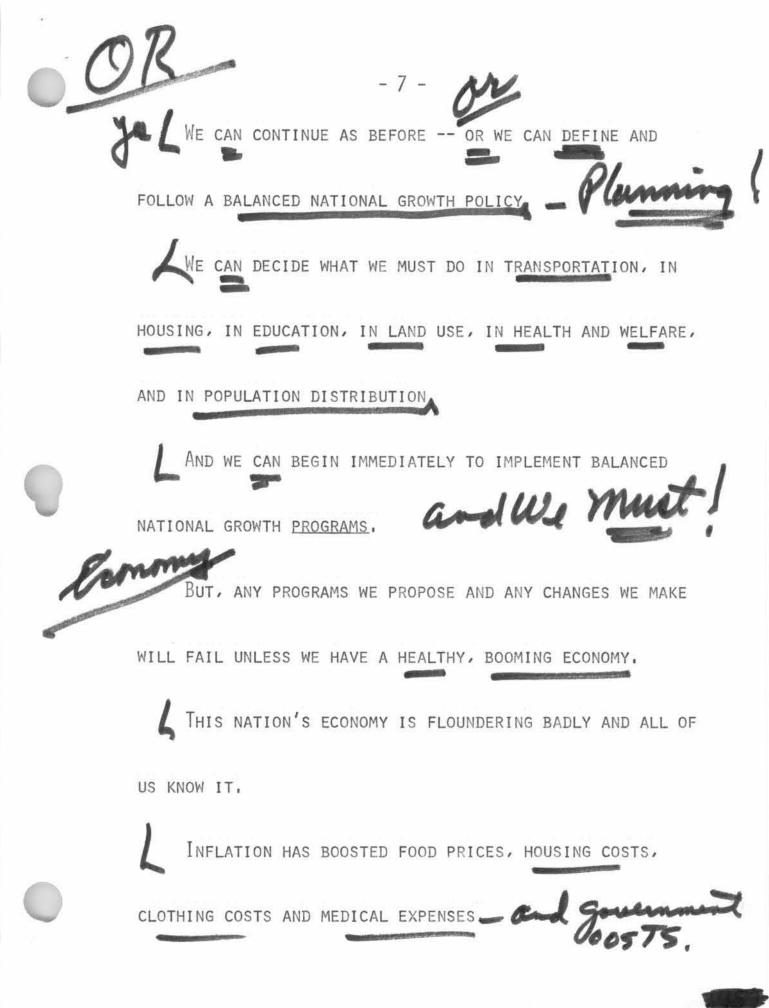
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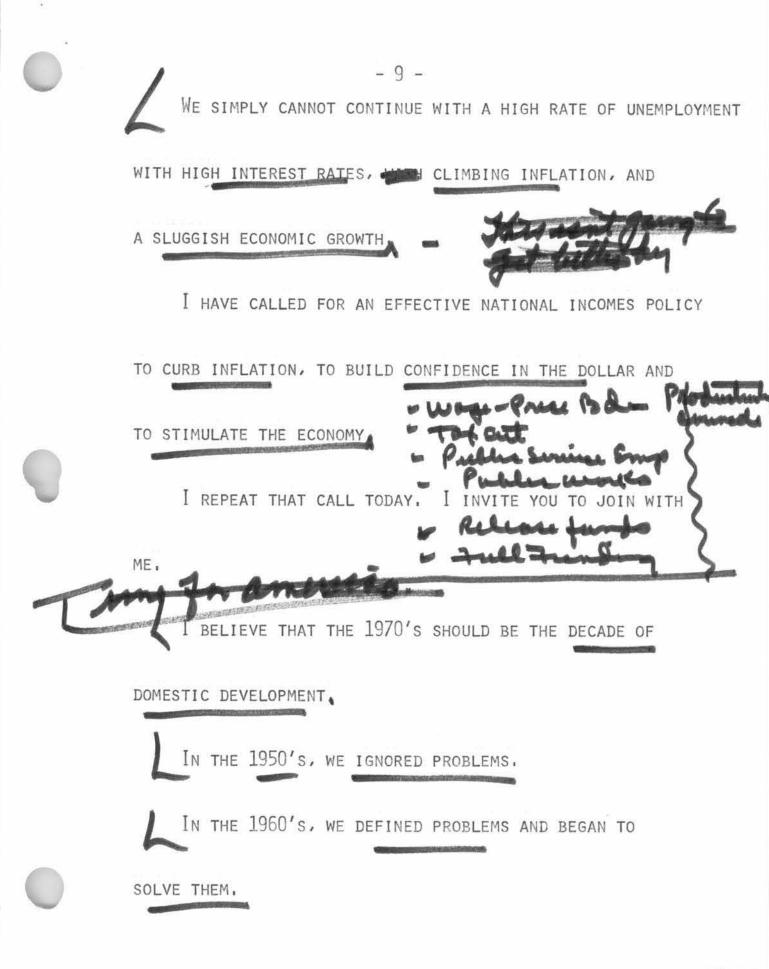


are, remation - 6 -WE COU CONTINUE ON THE SAME COURSE, WITH THE CONTINUING MIGRATION TO THE CITIES BUT IT IS BREAKING THE BACKS OF THE TAXPAYERS AND STILL THE CITIES CANNOT PROVIDE ADEQUATE SERVICES WE CAN CONTINUE TO HAVE A THE NATIONAL WELFARE BURDEN OF SOME \$20.9 BILLION DOLLARS WE CAN CONTINUE TO SEE WELFARE COSTS INCREASE -- AS THEY HAVE IN LOS ANGELES, FOR EXAMPLE, RISING IN JUST TWO YEARS FROM \$700 MILLION TO \$1.3 BILLION WE CAN CONTINUE TO SPEND HUGE AMOUNTS FOR BASIC SERVICES -- SERVICES THAT SELDOM GET BETTER BUT GET WORSE,



THE CONSUMER PRICE INDEX HAS INCREASED AT AN ANNUAL RATE OF ABOUT 6 PER CENT. +Cmlm UNEMPLOYMENT TOTALS OVER 5.5 MILLION WORKERS -- AND THE SO-CALLED "HIDDEN UNEMPLOYMENT" -- PEOPLE SO DISCOURAGED BECAUSE THEY CAN'T FIND A JOB THAT THEY HAVE DROPPED OUT OF THE LABOR FORCE ALTOGETHER -- MAY MAKE THE TOTAL AS HIGH AS 7 MILLION \_ 8% mpact= AND, BY THE END OF THIS YEAR, THE RECESSION WILL HAVE COST STATE AND LOCAL GOVERNMENTS \$6 BILLION IN LOST REVENUES. IT WILL COST THE FEDERAL GOVERNMENT OVER \$30 BILLION. AND, IT WILL COST THE ECONOMY OVER \$150 BILLION.

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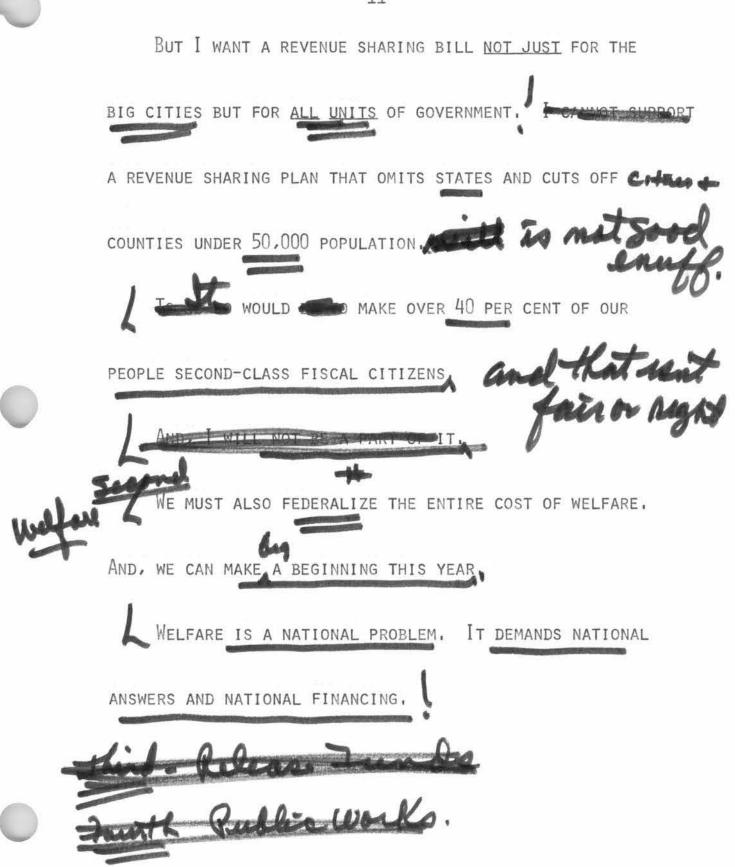


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IN THE 1970'S, WE MUST MAKE THE BREAKTHROUGHS THAT

LEAD TO REAL SOLUTIONS.

THIS IS A DECADE IN WHICH WE MUST CORRECT THE IMBALANCE THAT HAS MADE OUR NATION PRIVATELY WEALTHY BUT PUBLICLY POOR AND WE CAN BEGIN BY IMPLEMENTING A NATIONAL GROWTH POLICY. WHEN I SPOKE TO YOUR LEGISLATIVE CONFERENCE IN APRIL, I ENDORSED THE IDEA OF GENERAL REVENUE SHARING, I WANT TO REITERATE MY SUPPORT. AND I URGE BOTH THE CONGRESS AND THE ADMINISTRATION TO PUT ASIDE PARTISANSHIP AND INDIVIDUAL PRIDE OF AUTHORSHIP TO PASS AN ACCEPTABLE REVENUE SHARING BILL THIS SESSION. na Mill



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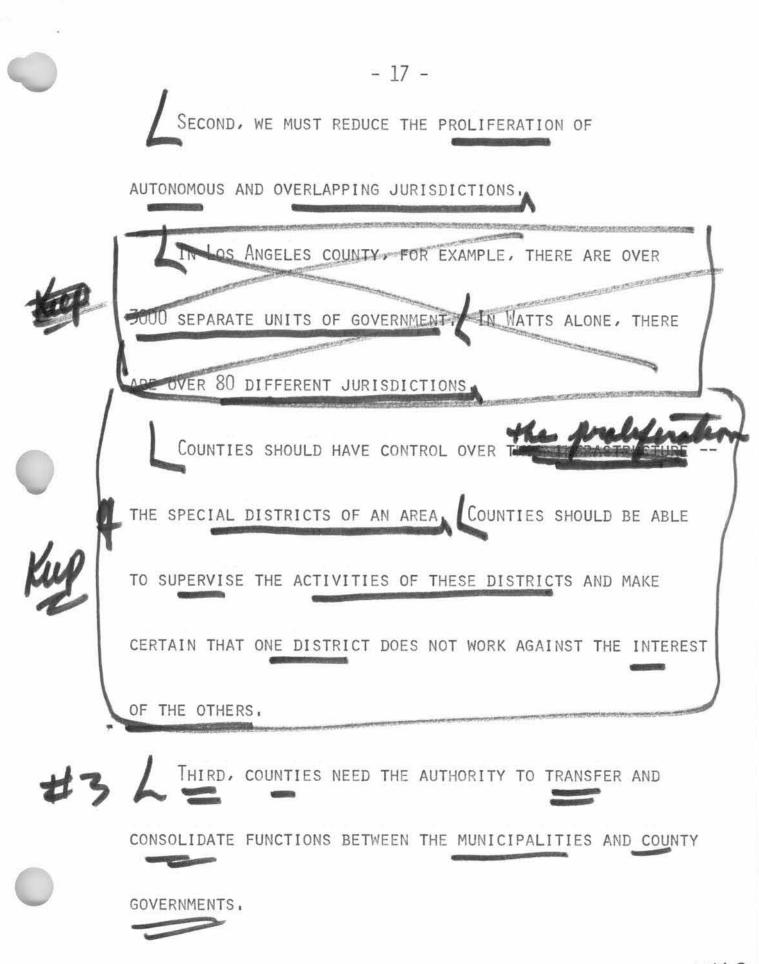
A THIRD PROGRAM THAT I BELIEVE IS ESSENTIAL IS THE NATIONAL DOMESTIC DEVELOPMENT BANK -- LEGISLATION I RECENTLY INTRODUCED TO HELP CITIES, STATES, AND TOWNS FINANCE VITALLY NEEDED PUBLIC PROJECTS. MY LEGISLATION IS BASED ON ACCEPTED PRINCIPLES OF PROPOSE THAT WE NOW APPLY THEM INTERNATIONAL FINANCE AT HOME BY PROVIDING LONG-TERM LOANS AT LOW INTEREST RATES AND COUPLE THE FINANCIAL HELP WITH TECHNICAL ASSISTANCE THIS PLAN WILL ALLOW CITIES, COUNTIES, TOWNS, SCHOOL DISTRICTS AND OTHER GOVERNMENT JURISDICTIONS TO MOVE AHEAD ON A WIDE RANGE OF URGENTLY NEEDED PUBLIC CONSTRUCTION.

- 13 -L IT WILL PROVIDE AN ALTERNATIVE SOURCE OF FUNDS FOR NEW SCHOOLS, FOR MEDICAL AND HOSPITAL CENTERS, FOR DAY CARE CENTERS, PARKS, WASTE DISPOSAL PLANTS, PLAYGROUNDS, MASS TRANSIT SYSTEMS, AND MUCH MORE, IT CAN PROVIDE JOBS AND STIMULATE THE ECONOMY. IT CAN REMOVE THE RELIANCE OF LOCAL GOVERNMENTS ON THE EVER-INCREASING PROPERTY TAX AND, IT CAN HELP PROMOTE BETTER BALANCED URBAN-RURAL GROWTH. We have used this approach successfully overseas. I SAY IF WE CAN HELP BUILD A BETTER RIO DE JANEIRO, THEN WE CAN BUILD A BETTER MILWAUKEE OR DETROIT, OR MCKEAN OR ERIE COUNTY.

Kund - 14 -Next, we can and must enact the Consolidated Farm AND RURAL DEVELOPMENT ACT OF 1971. THIS LEGISLATION CAN HELP STEM THE TIDE OF OUTMIGRATION - Hosd Cont BEFORE IT BECOMES A FLOOD. IT RECOGNIZES THAT MUCH OF THE URBAN CRISIS IS DUE TO THE DETERIORATION OF RURAL AMERICA. THIS PROPOSAL IS FUNDAMENTAL TO A NATIONAL GROWTH POLICY. THE LEGISLATION IS DESIGNED EXPLICITLY FOR COMMUNITIES UNDER 35,000 POPULATION. IT CREATES A FEDERAL RURAL DEVELOPMENT CREDIT AGENCY TO BE AN EXPEDITER OF COMMUNITY PROGRAMS.

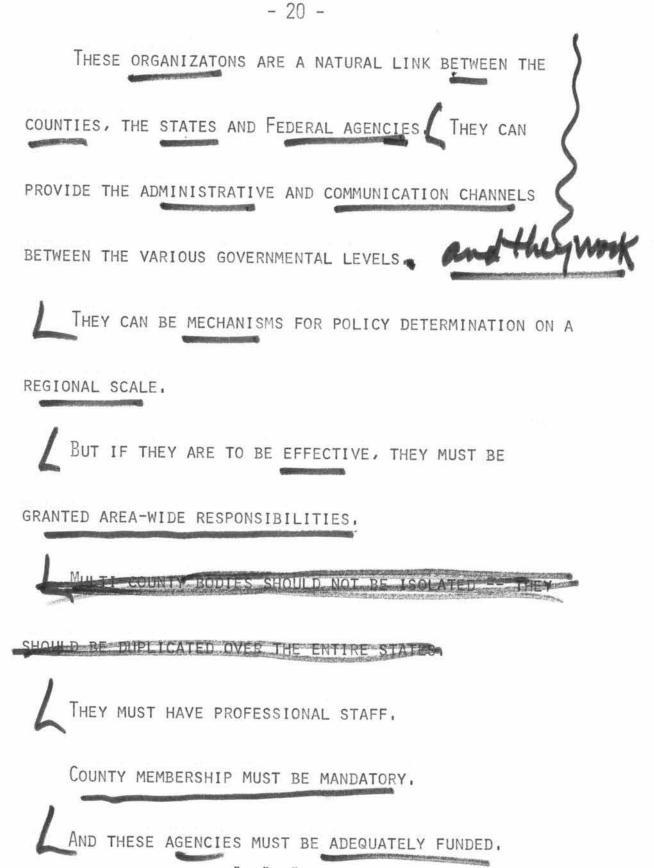
THIS IS A BILL TO HELP SMALL COMMUNITIES AND RURAL COUNTIES TO CONSERVE THEIR MOST BASIC RESOURCE -- PEOPLE PEOPLE WHO CAN BUILD AND REVITALIZE THEIR COMMUNITIES. BUT DEVELOPMENT AND FINANCIAL PROPOSALS ARE ONLY PART OF ACHIEVING A VIABLE BALANCED NATIONAL GROWTH. IF WE ARE REALLY SERIOUS ABOUT UNDERSTANDING NATIONAL GROWTH . . . IF WE REALLY WANT TO HELP THE CITIES . . . IF WE REALLY WANT TO RENEW RURAL AMERICA AND MAKE A BETTER LIFE FOR ALL OF OUR CITIZENS . . THEN WE MUST TAKE A HARD LOOK AT THE STRUCTURE OF GOVERNMENT AT ALL LEVELS. FOR ALL LEVELS OF GOVERNMENT MUST PLAY A ROLE, WORKING TOGETHER PUTTING ASIDE NARROW SELF-INTEREST AND JURISDICTIONAL JEALOUSIES TO PROMOTE A BETTER LIFE FOR PEOPLE -- BECAUSE THAT IS WHAT GOVERNMENT IS ALL ABOUT.

- 16 -COUNTY GOVERNMENT IS COMING INTO ITS OWN, THERE HAS BEEN A LOT OF TALK ABOUT THE PLACE AND ABOUT THE FUTURE OF COUNTY GOVERNMENT. I SAY IT HAS A PLACE AND AN IMPORTANT FUTURE. BUT I ALSO BELIEVE IT CAN DO BETTER THAN IT HAS BEEN DOING. AND REORGANIZATION CAN HELP MAKE COUNTY GOVERNMENT MORE IT CAN MAKE IT MORE UNDERSTANDABLE, MORE EFFECTIVE. SYMPATHETIC AND MORE RESPONSIVE. LET ME GIVE YOU MY VIEWS: FIRST, COUNTIES MUST HAVE THE OPTION OF HOME RULE. THEY MUST HAVE THE POWER TO RESTRUCTURE THE WAY THEY DELIVER SERVICES. THEY MUST HAVE THE FLEXIBILITY TO CHANGE THEIR METHODS.



THERE CAN BE A "TWO LEVEL" APPROACH TO SERVING PEOPLE, IF THE AUTHORITY TO RATIONALIZE FUNCTIONS IS PROVIDED. FOURTH, COUNTIES SHOULD HAVE ADEQUATE TAXING POWER FIFTH, COUNTIES NEED THE AUTHORITY TO COORDINATE AND EVALUATE MUNICIPAL ZONING PRIORITIES IN ORDER TO USE AVAILABLE LAND WISELY FOR PLANNED, BALANCED GROWTH SIXTH, COUNTY GOVERNMENTS MUST BECOME MORE PROFESSIONAL. THEY SHOULD UTILIZE ADVANCED TECHNOLOGY AND MANAGEMENT BELIEVE THEY SHOULD HIRE OUT-OF-WORK AEROSPACE EXPERTS, ENGINEERS, RESEARCH ASSOCIATES AND OTHER TRAINED PERSONNEL ( Pueleo Si

BUT AT THE SAME TIME, POLITICAL RESPONSIBILITY SHOULD BE CENTRALIZED IN THE HANDS OF AN ELECTED OFFICIAL AND HIS COUNCIL. EXPERTS SHOULD BE KEPT ON TAP -- NOT ON TOP. COUNTY REORGANIZATION IS ONLY ONE ASPECT, THOUGH, OF EFFECTIVELY IMPLEMENTING A NATIONAL GROWTH POLICY. WHAT IS ALSO NEEDED IS THE TRANSFORMATION OF SINGLE PURPOSE PLANNING COMMISSIONS INTO COMPREHENSIVE PLANNING AND DEVELOPMENT AGENCIES ON A MULTI-COUNTY BASIS MULTI-COUNTY UNITS CAN DEAL MORE EFFECTIVELY AND MORE EFFICIENTLY WITH THE ECONOMY, MIGRATION, POVERTY, UNDEREMPLOYMENT, GOVERNMENTAL COOPERATION, CITIZEN PARTICIPATION AND BALANCED GROWTH.



DEVELOPMENT BANKS, CREDIT SERVICES, GOVERNMENTAL REFORM, AND COMPREHENSIVE PLANNING CAN TAKE US A LONG WAY TOWARD BALANCED NATIONAL GROWTH.

THE URBAN AND RURAL CRISES ARE REAL AND URGENT AND CHALLENGING.

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