

R·E·P·O·R·T

OF
♦
DISTRICT
REPRESENTATION

♦
AND
♦
DISTRICT
RESOURCES

♦
TO THE
UUA

BOARD OF TRUSTEES

♦
APRIL 2, 1982

TABLE OF CONTENTS

	Page
Letter of Transmittal	1
I. Introduction	2
A. The DR2 Committee is created, charged, and appointed	2
B. Context: the presenting problems	3
C. The Committee's process	3
II. An Integrated Model of Field Services and Political Representation	4
III. Recommendations for Action	4
A. Transfer of Societies from one District to another District	4
B. District Grants	6
C. District Representation on the UUA Board	7
D. Field Services	11
IV. Appendices	
Appendix A: The Questionnaires	13
Appendix B: Sources Consulted	18
Appendix C: District Representation: Alternatives considered	19
Appendix D: A Brief History of Board Size and District Representation	22
Appendix E: District Representation and the Size of the UUA Board	23
Appendix F: Field Services: Alternatives Considered	27

LETTER OF TRANSMITTAL

TO: BOARD OF TRUSTEES
UNITARIAN UNIVERSALIST ASSOCIATION
25 BEACON STREET
BOSTON, MA 02108

Dear Friends:

We trust that the enclosed will be our final report to you. The recommendations are more modest than those in our original report of October 1981.

Our original proposal called for a new way of delivering field services to member societies and a restructuring of the way intermediary organizations are represented on the UUA Board. The two systems, distribution of resources and representation on the Board, were to have been integrated in the expectation that they would reinforce each other. The report was discussed widely; we received abundant comment, favorable and unfavorable, constructive and otherwise; our thinking about the model changed in a number of ways, though we remain convinced of the soundness of the basic approach.

In the area of field services, we now recommend that the present system be continued virtually as is. The primary reason our proposal has been scaled down is the problem of funding. Our original proposal would have required significant new money for field services. It is now clear to us that no new money is likely to be available for this in the near future.

You will find here our recommendation for changes in the way Districts are represented on the UUA Board--changes to move that representation in the direction of equity, and perhaps to bring an increment of increased effectiveness to the Board's work.

You will also find our recommendation for dealing with the distribution of UUA grants to Districts, and a procedure for establishing District boundaries and enabling societies to change their District affiliations.

We have had invaluable assistance from many committed, well-informed UUs across the continent. Many of them shared our enthusiasm for the vision of a new system of expanded field services, and will be disappointed to learn of our conclusion that it is not now possible. Others will be relieved at not having to face the kinds of changes we earlier proposed. Our gratitude goes out to all of them.

And thank you, Board of Trustees, for your confidence in us, and for giving us the opportunity to serve. It has been a long road, not without its rewards.

Yours,

Robert R. Walsh, Chair
Committee on District Representation
and the Distribution of Resources

April 15, 1982

I. Introduction

A. The DR2 Committee is created, charged, and appointed.

The Committee on District Representation and Distribution of Resources was appointed by the UUA Board of Trustees at its meeting in October, 1980. The charge to the Committee was "to study and make recommendations regarding (a) the allocation of resources from the UUA to the Districts, including the incentive grant formula; (b) District representation on the UUA Board; and (c) the question of District boundaries and local societies' memberships in Districts."

The members, appointed initially for a 1 year term, and later reappointed, were:

- Drusilla Cummins
UUA Trustee representing Prairie Star and Western Canada Districts
- Robert W. Deininger, Ph. D.
President, Southwest District
- The Rev. Richard Langhinrichs
Minister, the Unitarian Universalist Congregation of Fort Wayne, IND
President, Ohio Valley District (1979-81)
- Kathleen Montgomery
President, Mid-South District
Chair, Southeast Inter-District Council
- David L. Rickard
President, Mass Bay District (1979-81)
Chair, N. E. Interdistrict Council (1980-81)
- The Rev. Robert C. Sallies
UUA Treasurer and Vice President of Finance
UUA Trustee from Northeast District (1977-80)
Executive Secretary of Northeast District (1967-72, 1976-77)
- The Rev. Robert R. Walsh (Chair)
Minister, First Parish Church, Duxbury, MA
UUA Trustee-at-Large (1973-81)

B. Context: the presenting problems.

The Committee was created as a response to concerns about inequities in District representation on the UUA Board, inequities in District funding, inequities in UUA staffing, and the perceived (by some) unwieldy size of the UUA Board.

Some specific problem areas are (1) Trustee election areas range from one with 29 societies to one with 70 societies; (2) the same disparity exists between areas receiving an equal basic grant from the UUA; (3) Mid-South and Florida Districts share one Trustee and each gets a full District grant while Michigan and Ohio Valley Districts, also sharing a Trustee, divide one District grant between them; (4) eight of the Districts receive more than \$10,000 yearly from endowment funds, one receiving nearly \$70,000, but the endowed Districts receive grants from the UUA under the same formula as Districts without endowment income; (5) the three

Districts on the west coast employ part-time professional staff paid for by the UUA but subject to no control by the UUA; (6) the field services provided through the Interdistrict Program are spread very thin, each IDR serving an average of about 140 societies; (7) but some Districts have their own staff providing services to member societies in addition to their access to the services of an IDR.

It is clear that there are strong feelings abroad on these issues, for they have surfaced repeatedly in one form or another on General Assembly agendas. Amendments and motions introduced in recent years have included proposals to divide the Michigan-Ohio Valley District into two Districts; to grant the resultant two Districts each a full District grant; to allow the Florida and Mid-South Districts each to elect its own Trustee; and to group the Districts into 12 Trustee election areas according to numbers of UU members and thus to reduce the size of the Board. The Florida-Mid-South 2 Trustee amendment is up again this year.

C. The Committee's process.

Five meetings of the committee were held (January, June and September of 1981 and January and March of 1982). The committee consulted with District presidents at their convocation in November 1980 and June 1981, with the R. E. Futures Committee, the Inter-District Representatives, the Moderator, and with the President and key members of the UUA staff. Two separate questionnaires were sent to selected people throughout the continent soliciting opinions regarding intermediary organizations and geographic groupings (Appendix A). The response to the questionnaires was high and indicated a high degree of willingness to consider alternative structures.

In January, 1981, the DR2 chair met with the UUA Board to make a brief report regarding the general direction of the committee's work.

In October, 1981, the chair and other members of the committee met with the UUA Board to present a report which recommended:

1. The establishment of a system for defining boundaries of Districts and acting on requests for transfer from one District to another;
2. A new grant formula for distribution of UUA funds to Districts;
3. The establishment of 12 new intermediary organizations called assemblies which were to be the basic units for organizing field services, increasing professional staffing to 24 with 12 half-time support staff, and asking for increased annual funding of approximately \$300,000.00.
4. Replacing the 20 District Trustees on the UUA Board with 12 Assembly Trustees.

At that meeting, the Board asked that DR2 Committee members meet with District boards and other involved organizations to present and discuss the proposal. Between November 1981 and March 1982, committee members attended 33 meetings (including District boards, annual meetings, cluster meetings, the District presidents' convocation, UUMA board, endowment funding sources, ministers' meetings, and the UUWF board meeting).

In January, 1982, the chair and other members of the committee reported to the Board on the committee's activities and findings to that date, and requested and

received additional guidance from the Board as to its wishes for the final DR2 report.

II. An Integrated Model of Field Services and Political Representation

To the reader interested in a bold proposal to create an integrated system of expanded field services and equitable political representation, we recommend attention to the original DR2 proposal of October 1981.

That proposal would have divided the member societies of the UUA into 12 intermediary organizations to be known as Assemblies. Equity in numbers of member societies in each Assembly would be a principal criterion for making the divisions. Each Assembly would have had a set of bylaws, an annual delegate meeting, and a Board of Directors. Each Assembly would have elected one UUA Trustee, thus replacing the present 20 District Trustees with 12 Assembly Trustees. Each Assembly would have had somewhere within its boundaries a UUA office, staffed by an executive, a program consultant, and a secretary.

In our discussions of the report with concerned groups and individuals across the continent, we have received many affirmative responses and many constructive suggestions for improvements in the model. All of the suggestions were carefully considered, but it was finally decided not to publish a revised version of the original draft. The committee decided this because it does not see that the proposal can be implemented in the near future given the current budget limitations and no promise of new money.

If the committee had decided to refine the draft proposal, some of the areas which might have been revised include a realignment of Assembly boundaries with greater emphasis on existing relationships between societies, flexibility in the composition and function of the Assembly Boards, more flexibility of staffing, a revision in the implementation timetable, and a plan for more consultation with individual Districts and societies involved in funding.

A revision of the original draft would also have attempted to recast the language to express the openness and flexibility which the committee felt was an integral part of the proposal, but which some felt was not conveyed by this report.

III. Recommendations for Action

A. Transfer of Societies from one District to another District

The Committee was charged with studying and making recommendations regarding the question of District boundaries and local societies' memberships in Districts. The immediate problem was that there is no procedure for a society to follow when it wishes to move from one District to another. However, the issue of District boundaries is a much broader one.

The UUA Bylaws provide that "Districts shall be established by action of General Assemblies, which shall fix their boundaries after consultation with the member societies affected thereby." (Section C-12.2)

Our General Counsel studied the history of this question and believes that the establishment of the Districts was actually done, without GA involvement, by the Board of Trustees through the enactment of Rule 6.4.1, which divides the Districts for election purposes. This action by the Board in establishing the Districts appears to have been implicitly ratified by the GA through the passage

of Bylaw 6.3.(c), which uses some of the District designations and combinations set forth in Rule 6.4.1.

The setting of the boundaries of the Districts appears to have been accomplished by publication of a map in the Annual Directory rather than by the General Assembly, as the Bylaws require.

Counsel, in consultation with the committee, drafted a proposed new Rule G-12.2, by the passage of which the General Assembly could formally establish the Districts, set their boundaries, and provide for the occasional need for a society to change District membership. We recommend that the Board of Trustees submit this Proposed Rule to the 1982 General Assembly.

Proposed Rule G-12.2 - Establishing Districts

a. The Districts shall be twenty-three in number and named St. Lawrence, Pacific Southwest, Northeast, Connecticut Valley, Central Massachusetts, Mid-south, Florida, Northwest, Ohio Meadville, Mountain Desert, Southwest, Michigan, Ohio Valley, Thomas Jefferson, Prairie Star, Western Canada, Pacific Central, Massachusetts Bay, N.H.-Vermont, Joseph Priestly, New York Metro, Central Midwest, Ballou Channing.

b. Each District is composed of the societies that are listed as its members in the District list found in the most recently published Annual Directory;

c. The boundaries of each District encompass the areas served by its member societies;

d. Upon application to the Board of Trustees and after notice and an opportunity to be heard are afforded the affected Districts, a society may change its District membership with the approval of the Board of Trustees;

e. The District Map published in the Annual Directory contains boundaries that are an approximation only of the boundary lines determined pursuant to subparagraph c above and are intended primarily as a guide for the newly admitted society in determining its District membership.

If the new Rule is adopted, we recommend that the Board of Trustees adopt the following rules of implementation:

1. A society that desires to change from membership in one District to another should file a petition requesting this change with the Secretary of the UUA who should acknowledge receipt thereof.
2. The Secretary should then refer the petition to the governing boards of the two affected Districts, requesting their recommendations on the matter. The Secretary should also advise the UUA Board of Trustees at its next regular meeting of the receipt and referral of the petition.
3. Each District board will be considered to have concurred in the petition request unless it notifies the Secretary of the UUA otherwise within 180 days of receipt.
4. The Board of Trustees of the UUA will be considered to have approved the society's petition unless it acts otherwise within one year of receipt of the application by the Secretary of the UUA.

Two actions are required to adopt this recommendation:

1. To place the new Rule G 12.2 on the agenda for the 1982 General Assembly.
2. To place the proposed rules of implementation on the agenda for the October 1982 Board meeting in anticipation of favorable action on the new Rule.

B. District Grants

The October 1981 DR2 report recommended a formula for District grants with these features:

1. A Basic Grant, through which 50% of the amount budgeted by the UUA for District grants would be distributed, an equal share to each District, except that any endowment income would be offset, so that Districts with approximately \$5,000 or more of endowment income (using current numbers) would receive no Basic Grant.
2. A Participation Grant, through which the other 50% of the District grants budget would be distributed to the Districts on the basis of their participation in the previous year's Annual Program Fund.
3. An Incentive Grant, not budgeted for, through which a District would receive back up to 50% of the excess of its APF contribution over its goal, provided that the entire APF exceeds its goal sufficiently to make the distribution.
4. A District APF Goal formula, in which the total of the District goals equals the overall goal of the Church and Fellowship campaign. 50% of the goal would be distributed among the Districts on the basis of the numbers of members of UU societies; 50% would be distributed on the basis of a three-year average of APF contributions.

We understand that this formula has been recommended for interim adoption by the UUA Finance Committee with one exception. Income from endowments will not be offset against the Basic Grant as originally recommended. The Committee feels that this modification may be an appropriate interim step, but reiterates its belief that action should be taken in the near future towards assuring greater equity in funding among Districts.

The committee believes that the cause of equity in the distribution of resources could be furthered if a factor could be introduced into the grants distribution formula that would reflect the variation between Districts in operating and programming costs that arises from the differential in travel expenses. An objective basis for such a factor might be a measurement of distances between each society in a District and some central point in the District. Access to computers may make such a calculation feasible now, though it would have been extremely difficult in the past. Our committee has not invested the time and money it would require to develop this formula, but we recommend that the Finance Committee seriously explore this idea.

We recommend three actions to the Board:

1. To adopt the interim grants formula recommended by the Finance Committee.
2. To encourage the President to meet with representatives of those Districts with endowment income at the 1982 General Assembly to discuss ways in which greater equity in funding among Districts might be achieved.
3. To direct the Finance Committee to review the formula for grant distribution to see if a third factor reflecting travel distances should be added to the District grants formula.

C. District Representation on the UUA Board

The DR2 Committee was charged by the UUA Board to study and make recommendations regarding District representation on the UUA Board. It was clear from the beginning that the primary concern behind this charge was equity. This was confirmed by a motion passed at the January 1982 Board meeting.

The Committee feels that the most valid measurement by which to compare the representation on the Board of different Districts is the number of UUA member societies that are eligible to participate in the election of a District Trustee. By this measurement, the largest Trustee election areas (Central Midwest with 70 societies, Midsouth and Florida with 63, Mass Bay with 61) are twice or more the size of the smallest ones (Mountain Desert with 29 societies, Pacific Central with 31).

We approach this problem with the assumption that the basic units for designing a more equitable system of representation are the presently existing Districts. If the problem were approached without that condition there would be many more possibilities, but we have been impressed in what we have heard since October 1981, that any change in District boundaries for the sake of the present purpose would require, in the words of one Board member, a very high expenditure of psychic energy.

We recommend that the 23 Districts (for this discussion we will consider Western Canada a District) be arranged into 16 Trustee election areas instead of the present 20, each area to elect one trustee; that the arrangement be such as to approach as nearly as possible an equal number of member societies in the area; and that only reasonably contiguous Districts be grouped together.

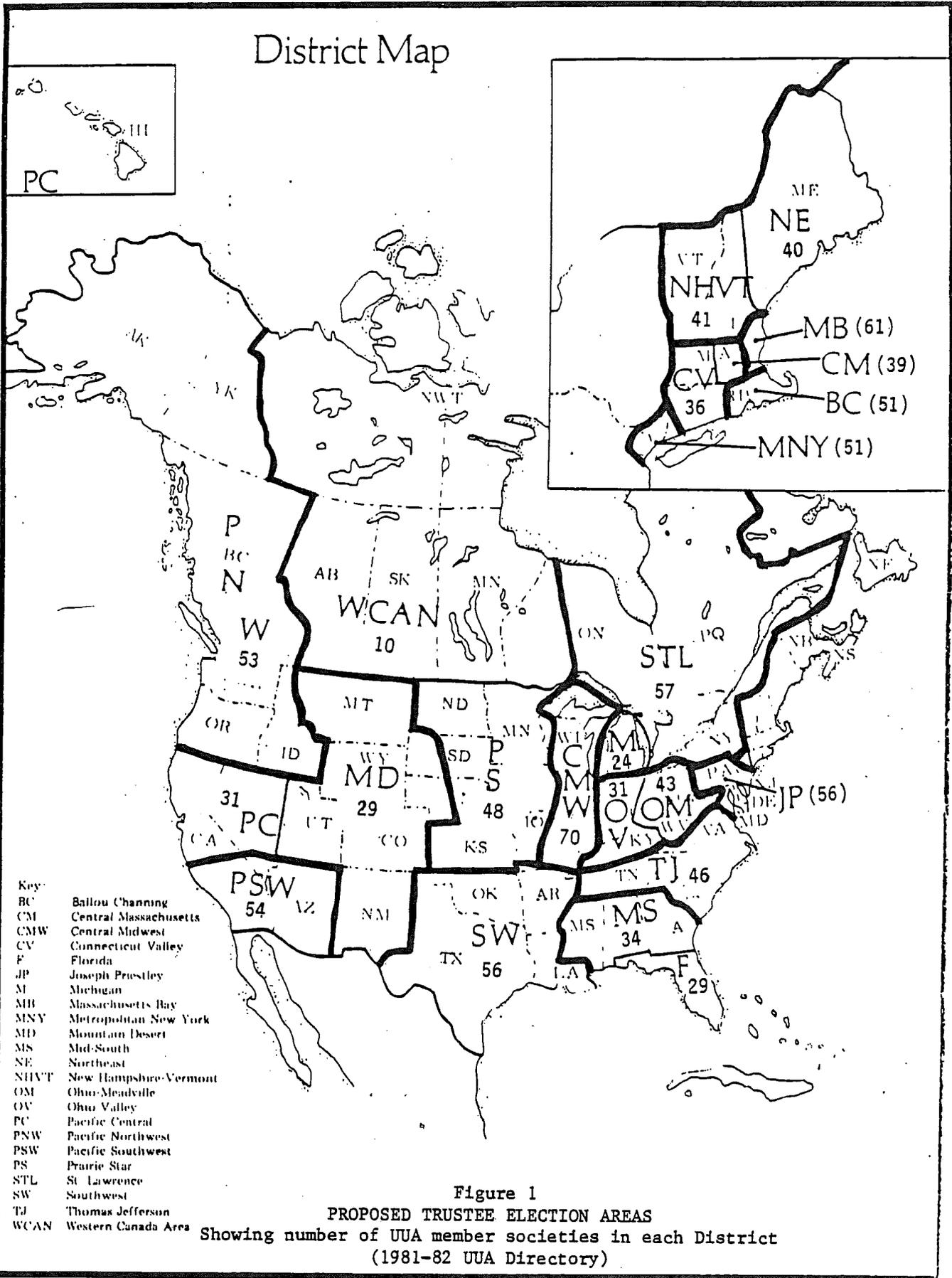
The number 16 was chosen primarily because it resulted in a more equitable arrangement than most other possibilities (see Appendix C); secondarily because it resulted in a modest reduction in the size of the Board, as opposed to other possibilities which would have enlarged, or reduced more greatly, the number of Trustees. The Committee feels that such a reduction in Board size may result in more effective functioning of the Board, without unduly sacrificing the quality of representation (see Appendix E).

We further propose that every ten years the Board determine whether the arrangement of Districts into the Trustee election areas should be changed to adjust for inequities introduced by patterns of growth and/or decline, shifts in District boundaries, or other causes.

We believe that at present the most equitable arrangement of the 16 areas is as follows:

Group A: Elections in 1985Group B: Elections in 1983

<u>Districts</u>	<u>Societies</u>	<u>Districts</u>	<u>Societies</u>
STL + M	81	CMW	70
NHVT + NE	81	MB	61
CM + CV	75	MD + PC	60
OM + OV	74	PS + WCAN	58
F + MS	63	JP	56
SW	56	MNY	51
PSW	54	BC	51
PNW	53	TJ	46



IMPLEMENTATION SCHEDULE

- April 1982: UUA Board places implementing Bylaw and Rule changes on agenda of 1982 General Assembly.
- June 1982: GA passes Bylaw and Rule changes.
- Oct. 1982: Board amends Rule 6.4.1 to show new election areas. Board adopts proposed policy on ten-year review of election area equity.

1983 elections:

One of the Trustee election areas composed of newly-paired Districts (Mountain Desert and Pacific Central), the two Districts therein having adopted compatible Bylaw provisions, elects a Trustee. The incumbent Trustee from MD is not affected, unless he or she should be the one elected from the new election area, in which case the position of Trustee from MD is eliminated. Two District Trustee elections (Michigan and Ohio Valley, New Hampshire-Vermont) are for two-year terms. All other 1983 elections are unaffected.

1985 elections:

The four remaining Trustee election areas composed of newly paired Districts (Central Mass and Connecticut Valley, Michigan and St. Lawrence, New Hampshire-Vermont and Northeast, Ohio-Meadville and Ohio Valley), having adopted compatible Bylaw provisions, elect Trustees. All other 1985 elections are unaffected.

Adjournment of 1985 GA: New UUA Board is in place.

IMPLEMENTING BYLAW CHANGES

Proposed Bylaw Amendment to Reduce the number of District Trustees from Twenty to Sixteen

Amend Section 6.3(c) of the Bylaws by striking subparagraphs (1), (2) and (3) and substituting in place thereof the following subparagraphs:

1. St. Lawrence and Michigan;
2. Northeast and N.H.-Vermont;
3. Connecticut Valley and Central Massachusetts;
4. Ohio Meadville and Ohio Valley;
5. Mountain Desert and Pacific Central;
6. Midsouth and Florida;
7. Prairie Star and Western Canada.

(This Bylaw shall take effect at the close of the 1983 General Assembly).

Proposed Interim Bylaw governing 1983 District Trustee Elections.

District Trustees shall be elected in 1983 for four year terms (except as otherwise indicated) from the following Districts and combinations of Districts:

1. Michigan and Ohio Valley (two years)
2. Thomas Jefferson
3. Prairie Star and Western Canada
4. Pacific Central and Mountain Desert
5. Massachusetts Bay
6. N.H.-Vermont (two years)

7. Joseph Priestly
8. Metropolitan New York
9. Central Midwest
10. Ballou Channing

The term of the incumbent District Trustee elected to represent the Mountain Desert District in 1981 shall not be cut short and terminated at the close of the 1983 General Assembly by the election of a Trustee to represent a combined Pacific Central and Mountain Desert District at the 1983 General Assembly unless the incumbent is elected the Trustee for the combined District.

PROPOSED BOARD ACTION:

1. In April 1982: Place the proposed Bylaw changes on the agenda of the 1982 General Assembly.
2. In October 1982: Amend Rule 6.4.1, showing the Trustee election areas divided for election purposes as shown above.
3. In October 1982: Prior to the 1992 General Assembly, and every ten years thereafter, the Board shall examine the Trustee Election Areas, determine whether changes in the Areas would result in greater equity of District representation, and place appropriate action before the General Assembly.

RESULTS OF THIS ACTION:

1. Greater equity in representation by District Trustees.
2. Board reduced in size from 27 members to 23.
3. Eight Districts that had their own Trustee must now share one; constituent contact is lessened in those areas; this is especially true in the PC + MD pairing.
4. Four Districts that were sharing Trustees before will see that sharing as part of a consistent continental plan rather than a consequence of how they came to be separate Districts.
5. Appropriate adjustments can be made after ten years for patterns of growth or decline, shifts in District boundaries, or other changes that affect equity.

D. Field Services

At its meeting of January 29-31, 1982, the UUA Board of Trustees, when considering the Interim Report of the DR2 Committee, affirmed (16-0-7) "its intention to proceed with the development of a plan to increase and improve field services of the UUA."

The DR2 Committee considered this issue at its meetings in March, 1982. Our September, 1981, proposal to establish Assembly Offices with two full-time staff persons and secretarial help, modified in some respects in accord with suggestions during our presentations and hearings across the continent, continues to seem the best possible plan to meet our needs. However, in recognition of the fiscal limitations apparent in the proposed 1983-84 budget and as a partial

consequence of other programatic commitments recently made by the UUA Board and the Administration, implementation of the proposed Assembly Plan in the immediate future is impossible.

Lengthy discussion of this and related issues led us reluctantly to the conclusion that there is no modified or alternative plan we could present which would offer a substantial improvement over our present IDR and DE arrangements subject to slight modification.

We therefore propose:

1. That the existing IDR and DE programs be maintained.
2. That funding for Interdistrict Councils and meetings be eliminated from the UUA budget and that every District in the IDR program individually evaluate their IDR and his/her performance annually with guidance by the Director of Ministerial and Congregational Services. Every District will thus be able to establish their own objectives for and evaluate the accomplishments of the IDR serving them providing the functions and objectives of the UUA for the IDR are being met. Furthermore, the Boards of contingent Districts being served by the same IDR might choose to meet and jointly plan for maximum effective utilization of the IDR's time.
3. That recognizing the substantial autonomy already exercised by the New Hampshire/Vermont and Northeast Districts and their retention of DEs paid by them, the New England IDR focus his/her programatic and service activities in the Mass Bay, Ballou-Channing and Central Mass Districts while continuing a liaison relationship between the UUA administration and the NH-Vt and Northeast Districts.

IV. APPENDICES

APPENDIX A: The Questionnaires

The Committee mailed out two questionnaires in the early stages of its deliberations. The first one was mailed in February, 1981, to District Presidents, Interdistrict Representatives, District Executives, Commission on Appraisal, UUMA Chapter Presidents, LREDA, UUA Board of Trustees.

The questions as stated in that questionnaire and a tabulation of the quantifiable responses are shown on the next three pages of this Appendix.

The second questionnaire was a request for information regarding the groupings of societies which, for historic, geographic, economic or other reasons should be contained within the same District-like organization. This questionnaire is shown on the fourth page of this Appendix.

The Questionnaire - Feb. 20, 1981

THE ISSUES

You are invited to respond to the five issues presented below. Please keep in mind the real-world limitations within which these decisions must be considered. Especially the financial limitations.

Issue #1: For future denominational effectiveness and equity, how many IMO's should there be?

7 _____ 12 _____ 15 _____ 20 _____ 23 _____ Other _____

Issue #2: For future denominational effectiveness and equity, how many UUA Trustees elected from IMO's or groups of IMO's should there be?

7 _____ 12 _____ 15 _____ 20 _____ 23 _____ Other _____

Issue #3: For future denominational effectiveness and equity, how many field staff persons serving IMO's or groups of IMO's should there be?

7 _____ 12 _____ 15 _____ 20 _____ 23 _____ Other _____

Issue #4: Who should have primary supervision over the work of the field staff?

the UUA _____ the IMO's _____ Shared equally by both _____

Issue #5: If the present system of IMO's were to be modified, how much weight should be given to each of the following factors in dividing the societies into new IMO's?

	the only consideration	heavy weight	moderate weight	all other things being equal	no consideration
No. of societies					
No. of UU's					
Travel expense, patterns of transportation					
Historical & present relationships between societies					
Access to endowment income					
Growth potential					

#1: No. of IMO's			#2: No. of IMO Trustees			#3: No. of field staff		
#	All responses	UUA Board	#	All responses	UUA Board	#	All responses	UUA Board
			0	1		5	1	1
			7	4		6	2	
7	1	1	7-12	1		7	5	
10	2		10	2		10	2	1
11	1	1	11	2		11	2	1
12	7	2	12	10	3	12	10	3
12-15	2		12-15	2		12-15	2*	
15	7	4*	15	12*	5*	15	6	3*
16	1*		10-20	1		10-20	1	
15-20	1		16	1		12-15-20	1	
20	6	2	20	5	3	15-20	1	
20-23	3		20-23	1		10-20-25	1	
20-25	1		20-25	1		20	6	2
23	6	1	23	1		20-23	2	
25	1		25	1		23	1	
25-26	1	1	26	1	1	24	1	1
30	1			46	12	30	1	1
	41	12					45	13

#4: Supervision	All responses	UUA Board
UUA	13	2
IMO	8 1/2	2 1/2
Shared	29 1/2	8 1/2
	51	13

* median number

5: Factors in modifying IMO's

<u>All responses</u>	only	heavy	moderate	slight	none	
No. of societies		32*	13 1/2	6 1/2		52
No. of UUs		13	26 1/2*	9 1/2	3	52
Travel		30*	16	4	2	52
Existing relationships		13	18*	19	2	52
Endowment		9	12	19*	9	49
Growth potential	1	15	17*	12 1/2	6 1/2	52

<u>UUA Board</u>	only	heavy	moderate	slight	none	
No. of societies		9*	3	1		13
No. of UUs		2	7*	3	1	13
Travel		9*	2	1	1	13
Existing relationships		2	3	8*		13
Endowment		2	6*	2	3	13
Growth potential	1	4	5*	2	1	13

* median

Name: _____

Position: _____

City and State: _____

Societies which for historic, geographic,
economic or other reasons should be
grouped together:

Comments:

Please return this form by August 29, 1981, to Kay Montgomery (DR2), 2421 Oldfield Road, N.W., Atlanta, GA 30327. Questions: 404/634-5134 (Office) or 351-5888 (home).

APPENDIX B: Sources Consulted

Report of the Interim Study Committee on Regional Organization (James A. Gibson, chair), May, 1961.

Bowman, Giles, and Shelley, A Guide for the Development of Districts, Oct-o-ber, 1961.

Report of the Regional Study Committee of the Midwestern UU Conference, April 28, 1962.

Arthur Graham, "Persons, Authority, Purpose", Journal of the Liberal Min-istry, Vol. VI, No. 3, pp. 152-55, Fall 1966.

Arthur Graham, "Who's Got the Power?", The Register-Leader, October 1967.

Bartlett, Josiah and Laile, Moment of Truth, 1968, pp. 139-43.

Commission on Appraisal, "The Role of the Districts in the UU Movement", May, 1968.

Larry E. McGinty, memo, "Interdistrict Program", undated.

Dana McLean Greeley, 25 Beacon Street, Beacon: Boston, 1971, pp. 93-97.

UUA memo, "Job Description: Interdistrict Representative", undated.

UUA memo, "Outline of Functions of Interdistrict Representatives and Coun-cils", March 31, 1976.

Bob West memo to Senghas and Pickett, "Additional Information on Functions of Interdistrict Councils", April 1, 1976.

Commission on Appraisal, "UUA District Organization and Activities", Octo-ber 1979.

Andrew P. Hull, "District Information Profile", November, 1981.

APPENDIX C: District Representation: Alternatives Considered

There are only two ways to move toward equity in District representation on the UUA Board: (1) increase representation in underrepresented areas; (2) decrease representation in overrepresented areas.

We have defined equity as a fair distribution of representation based on the number of UUA member societies in each Trustee Election Area. We have heard some opinion that the basis should be numbers of individual members of societies. We have used societies rather than individuals because (1) the UUA is an association of societies (Bylaws C-3.1), and District Trustees are elected by Societies (Bylaws 9.11(a)); and (2) in many ways societies may be considered as units for purposes of communication and travel by a representative.

While the goal of equity could be approached more closely if the boundaries of Trustee Election Areas did not have to coincide with District boundaries, we have chosen to rule out for the present purpose any division of an existing District. Our source for numbers of societies is the 1981-82 UUA Directory, pp. 13-15, with two corrections (MNY from 52 to 51, SW from 55 to 56). We speak here of the Western Canada Area as if it were a District (the Bylaws are ambiguous on this point).

We considered a series of possible arrangements of Districts and Trustees, in each case asking: what would be the most equitable arrangement of Districts and Trustees if there were ___ District Trustees? In each case a test for overall equity was the ratio of largest to smallest number of societies electing a Trustee.

You will find below our conclusions for a wide variety of numbers of District Trustees. First, for comparison purposes:

The present arrangement of 20 District Trustees

Combinations electing a Trustee: F + MS, M + OV, PS + WCAN.

Districts electing one Trustee: BC, CM, CMW, CV, JP, MB, MNY, MD, NE, NHVT, OM, PC, PNW, PSW, STL, SW, TJ

Largest Area: CMW with 70 societies.

Smallest Area: MD with 29 societies.

Ratio of largest to smallest: $70/29=2.41$

Equalization of UUA Trustee RepresentationMost equitable arrangement of 12 District Trustees

Combinations electing a Trustee: BC + CM, CV + MNY, F + MS, JP + OM, M + STL, MD + PNW + WCAN, NE + NHVT, OV + TJ, PC + PSW, PS + SW.

Districts electing one Trustee: CMW, MB.

Largest Area: PS + SW with 104 societies.

Smallest Area: MB with 61 societies.

Ratio of largest to smallest: $104/61=1.70$

Most equitable arrangement of 13 District Trustees

Combinations electing a Trustee: BC + CM, CV + MNY, F + MS, JP + OM, M + STL, MD + PSW, NE + NHVT, OV + TJ, PC + PNW, PS + WCAN.

Districts electing one Trustee: CMW, MB, SW.

Largest Area: JP + OM with 99 societies.

Smallest Area: SW with 56 societies.

Ratio of largest to smallest: $99/56=1.77$

Most equitable arrangement of 14 District Trustees

Combinations electing a Trustee: BC + CM, CV + MNY, F + MS, JP + OM, M + STL, MD + PC, NE + NHVT, OV + TJ, PS + WCAN.

Districts electing one Trustee: CMW, MB, PNW, PSW, SW.

Largest Area: JP + OM with 99 societies.

Smallest Area: PNW with 53 societies.

Ratio of largest to smallest: $99/53=1.87$

Most equitable arrangement of 15 District Trustees

Combinations electing a Trustee: CM + CV, F + MS, JP + OM, M + STL, MD + PC, NE + NHVT, OV + TJ, PS + WCAN

Districts electing one Trustee: BC, CMW, MB, MNY, PNW, PSW, SW.

Largest Area: JP + OM with 99 societies.

Smallest Area: BC with 51 societies.

Ratio of largest to smallest: $99/51=1.94$

Most equitable arrangement of 16 District Trustees

Combinations electing a Trustee: CM + CV, F + MS, M + STL, MD + PC, NE + NHVT, OM + OV, PS + WCAN.

Districts electing one Trustee: BC, CMW, JP, MB, MNY, PNW, SW, TJ.

Largest Area: M + STL with 81 societies.

Smallest Area: TJ with 46 societies.

Ratio of largest to smallest: $81/46=1.76$

Most equitable arrangement of 17 District Trustees

Combinations electing a Trustee: CM + CV, F + MS, M + OV, MD + PC, NE + NHVT, PS + WCAN.

Districts electing one Trustee: BC, CMW, JP, MB, MNY, OM, PNW, PSW, STL, SW, TJ.

Largest Area: NE + NHVT with 81 societies.

Smallest Area: OM with 43 societies.

Ratio of largest to smallest: $81/43=1.88$

Most equitable arrangement of 18 District Trustees

Combinations electing a Trustee: CM + CV, F + MS, M + OV, MD + PC, PS + WCAN.

Districts electing one Trustee: BC, CMW, JP, MB, MNY, NE, NHVT, OM, PNW, PSW, STL, SW, TJ.

Largest Area: CM + CV with 75 societies.

Smallest Area: NE with 40 societies.

Ratio of largest to smallest: $75/40=1.88$

Most equitable arrangement of 19 District Trustees

Combinations electing a Trustee: F + MS, M + OV, MD + PC, PS + WCAN.

Districts electing one Trustee: BC, CM, CMW, CV, JP, MB, MNY, NE, NHVT, OM, PNW, PSW, STL, SW, TJ.

Largest Area: CMW with 70 societies.

Smallest Area: CV with 36 societies.

Ratio of largest to smallest: $70/36=1.94$

Most equitable arrangement of 20 District Trustees

Combinations electing a Trustee: F + MS, M + OV, MD + PC, PS + WCAN.

Districts electing one Trustee: BC, CM, CV, JP, MB, MNY, NE, NHVT, OM, PNW, PSW, STL, SW, TJ.

District electing two Trustees: CMW.

Largest Area: MB with 61 societies.

Smallest Area: 1/2 of CMW with 35 societies.

Ratio of largest to smallest: $61/35=1.74$

Note: No reasonable arrangement of 21 or 22 Trustees would produce a ratio under 2.00.

Most equitable arrangement of 23 District Trustees

Combinations electing a Trustee: M + OV, MD + WCAN.

Districts electing one Trustee: BC, CM, CV, F, JP, MNY, MS, NE, NHVT, OM, PC, PNW, PSW, PS, STL, SW, TJ.

Districts electing two Trustees: CMW, MB.

Largest Area: STL with 57 societies.

Smallest Area: F with 29 societies.

Ratio of largest to smallest: $57/29=1.97$

Most equitable arrangement of 32 District Trustees (Smallest number possible to give M and OV each a Trustee, and keep the ratio under 2.00.)

Combinations electing a Trustee: MD + WCAN.

Districts electing one Trustee: CM, CV, F, M, MS, NE, NHVT, OM, OV, PC, TJ.

Districts electing two Trustees: BC, CMW, JP, MB, MNY, PNW, PSW, PS, STL, SW.

Largest Area: TJ with 46 societies.

Smallest Area: PS with 24 societies.

Ratio of largest to smallest: $46/24=1.92$

Arrangements on the basis of members. Although the Committee decided not to base its analysis on numbers of members, it did test that approach to see how much difference it would make in the optimum arrangements. Most Districts would not be affected by the choice between the two approaches. If the most equitable arrangement of 16 District Trustees were made on the basis of members, as compared with societies, eight of the 23 Districts would be affected by the difference. Here are the ones which would be affected:

Electing one of 16 Trustees,
combinations based on societies

Electing one of 16 Trustees,
combinations based on members

M + STL
OM + OV
TJ
PNW
PS + WCAN

STL
M + OV
OM + TJ
PNW + WCAN
PS

APPENDIX D: A Brief History of Board Size and District Representation

Prior to merger, the Universalist Church of America had a board of Trustees of 11 members; the American Unitarian Association had a Board of Trustees of 25 members.

The original UUA board in 1961 had 26 members, 24 of them voting.

In 1962 the Treasurer was removed from the Board, leaving 25 members, 24 voting.

In 1963 the Treasurer was put back on the Board, restoring the original Board size.

In 1967 the Treasurer was replaced on the Board by the Special Financial Advisor, with vote, resulting in 26 members, 25 votes. All were elected at large.

In 1968 major changes were made. The resulting Board had 20 members elected from Districts and seven members elected at large, one (the President) without vote. Now there were 27 members and 26 votes.

No changes have been made since 1968 in the constitution of the Board, except that the "Special" has been dropped from the title of the Financial Advisor.

In 1968 there were 20 Districts, and each had a Trustee on the restructured Board. The one special case was STL which shared a Trustee with the WCAN area, not considered a District at that time.

Since 1968 there have been two instances in which a District has divided into 2 Districts (Southeast became Florida and Mid-South, MOVADO became Michigan and Ohio Valley). As a result we now have 23 Districts (if you count WCAN), and three instances in which a Trustee represents a combination of Districts. Despite the splits, the Trustee Election Areas remain the same as they were when they were created in 1968.

APPENDIX E: District Representation and the Size of the UUA Board, a paper by Robert R. Walsh.

The purpose of this paper is to explore some possible affects of changes in Trustee Election Areas, and in the overall size of the UUA Board of Trustees, on the quality of District representation. I will not deal here with issues of equity, as that subject is treated elsewhere in the DR2 report.

We may think of district representation as a channel of influence between the member societies within the District and product of the work of the Board of Trustees. There are two critical junctures in this channel which are affected by the structure of the Trustee Election Areas and by the size of the Board: (1) the interaction between the District Trustee and his or her constituency; (2) the engagement of the Board of Trustees with its work.

Ours are not the first nor the best minds to have addressed these issues. Here are some observations of an earlier theorist of representative government, speaking of representatives:

The truth is, that in all cases, a certain number at least seems to be necessary, to secure the benefits of free consultation and discussion; and to guard against too easy a combination for improper purposes. As on the other hand, the number ought at most to be kept within a certain limit, in order to avoid the confusion and intemperance of a multitude.

It must be confessed that in this, as in most other cases, there is a mean; on both sides of which inconveniences will be found to lie. By enlarging too much the number of electors, you render the representative too little acquainted with all their local circumstances and lesser interests; as by reducing it too much, you render him unduly attached to these, and too little fit to comprehend and pursue great and national objects.

James Madison, The Federalist, Nos. 10, 40.

Madison's analysis suggests these effects of changes in District representation and Board size:

- I. On the interaction between District Trustee and consitency, larger Trustee Election Areas would tend to make the Trustee less well acquainted with "local circumstances and lesser interests"; smaller areas would tend to make the Trustee more attached to those circumstances and interests.
- II. On the engagement of the Board with its work:
 - A. Too small a Board would lessen "the benefits of free consultation and discussion."
 - B. Too small a Board might risk "too easy a combination for improper purposes."
 - C. Too large a Board would risk "the confusion and intemperance of a multitude."

D. Small Trustee Election Areas, and the resultant attachment to "local circumstances and lesser interests", might produce Trustees who were less well suited to "comprehend and pursue" continental goals.

Another issue, not specifically addressed by Madison, is that of diversity among Board members. The Board passed a motion at its January 1982 meeting affirming "the importance of cultural and geographical diversity." This idea was expanded in a thoughtful letter to me from a current Board member:

. . . it is good to have people on the Board . . . who do, in fact, represent the diversity of our movement. A larger Board makes it much easier to have Christians, Humanists, Deists, agnostics, people from fellowships, from larger churches, from rural churches, from urban churches, people primarily interested in social action, people primarily interested in administration or R. E. or singles programs etc. etc. . . . If the Board with its present size takes longer or agonizes more or struggles more than a smaller Board, then so be it. . . . small may be beautiful but not necessarily better.

(Bert Christensen, 3/18/82)

The principal argument that the DR2 Committee has heard for reducing the size of the Board has been that the Board, because of its size, is handicapped in doing its job.

I can testify that from at least the fall of 1975 through the summer of 1981, when I left the Board, the Trustees were frequently struggling with the impediments to good process which were a function of the Board's size. The Board was innovative in working on these problems. We experimented with delegating authority to the Executive Committee; we created visual devices for signalling the Moderator of our desire to speak or raise procedural points; we appointed process observers from among our number to report twice a day; we changed the shape of the table we sat around; we moved the Moderator to different positions at the table; we tried various frequencies and durations of coffee and smoke breaks; we rearranged the agenda. The good news is that many of these ideas worked: the Board got better at doing its job. But many handicaps remained that the innovations could not remove.

What are these handicaps? Some are obvious to any observer: difficulty in hearing and being heard, difficulty in getting eye contact with each speaker, the limited amount of verbal participation that any one person can have. Other handicaps of large size are present which are pointed to by some professional studies of group effectiveness.

A paper by A. Paul Hare reported studies of the interactions of various sizes of groups. Among the conclusions were that as group size increases:

- the degree of consensus resulting from discussions decreases;
- more skill is demanded from the leader;
- members are less likely to feel satisfied with the results of the discussion;
- members are more likely to feel that their opinions are not valued by the group.

APPENDIX F: Field Services: Alternatives Considered

The Committee considered three approaches to the delivery of field services: the establishment of service centers, division of available funds (IDR program and District grants) among the Districts, and modifications of the IDR program.

Within present financial limitations from 4 to 7 service centers could be established in various locations. District structures could remain as at present and the Districts could "contract" with the service centers for needed field services. This would necessitate the termination of the IDR program. The areas served by each center could not be significantly smaller than present interdistrict areas so it does not appear that service delivery could be significantly improved. Districts would have less control over service delivery than at present.

If the funds currently allocated to the IDR program and District grants were combined and distributed to the Districts, it would result in an average District grant of somewhat less than \$18,000.00. Districts or groupings of Districts could use the additional funds to fill their staffing needs. Individual Districts without substantial endowment income would be able to afford only part-time staff at most. A likely result would be a very heterogenous system of field service. It would be difficult, if not impossible, to establish accountability of field service staff to the UUA.

Present financial limitations appear to preclude increasing the number of IDRs in the field. It is not apparent that changes from the existing interdistrict areas will result in significant improvement in service delivery and might well be counter-productive because of disruption of existing relationships.

One interesting study involved groups of Boy Scouts trying to make decisions about camping equipment. It was found that in smaller groups the boy with the most camping experience had the most influence, while in larger groups the boy who talked the most had the most influence.

Leland Bradford in Making Meetings Work observes that in meetings of smaller groups:

- members feel freer to share ideas, problems, and feelings.
- there is less stereotyping.
- group decisions are more likely to be felt as an accomplishment by each person, and consequently more closely defended and implemented.
- feelings of trust, caring, fellowship, and freindl,iness are more readily developed.
- competition among cliques and subgroups is rarer.

The observation has been made that the size of the UUA Board would not be so much of a problem if the Trustees were not so conscientious. These Trustees are highly motivated. They insist on full participation. They resist yielding any important authority to the administration or to their own subcommittees. It is unusual for any of the 27 members of the Board to be absent from a meeting. They exhaust themselves with extra meetings over breakfast, lunch, coffee, dinner, and into the evening.

I believe this partly stems from the fact that, beginning in 1969, 20 of the Trustees have been elected from Districts or combinations of Districts. This political process produces Trustees who feel responsible to their limited constituency to be involved and well informed about everything of significance that happens at the Board level. With those kinds of needs for active participation present at the Board table, it is understandable that meetings would include long debates, repetition, and frustration.

There are national voluntary organizations with Boards much larger than ours. The Board of Trustees of the Urban League has 60 members. The Board of Directors of the ALCU has 80 members. The Girl Scouts of the USA until recently had a Board of 50, now reduced in size. Obviously, these Boards cannot function like the UUA Board does. My impression from talking with some members and observers of those large Boards is that their level of participation is less (15-20% of members typically absent from meetings, use of floor microphones for debate) and that much more authority rests with an Executive Committee and/or the administrators.

It may be that there are two kinds of Boards, involving two kinds of participation. It may be that the organizations mentioned above have Boards in the optimum size range for large Boards with their appropriate style of operations; and that the UUA Trustees want to participate in the style appropriate for a small Board but find that their Board is a little larger than optimum.

After considering the many issues and trade-offs, how can we determine the optimum number of members for the UUA Board? Is the present number -- 27 members, 26 of them voting, 20 of them representing Districts -- the right number? The best number? Here are a few more words from James Madison:

In general it may be remarked on this subject, that no political problem is less susceptible of a precise solution, than that which relates to the number most convenient for a representative legislature; . . .

The Federalist, No. 40

So, there is no precise solution, no optimum number. In the end the decision is arbitrary. It depends on how we assess the importance of the many factors involved. If diversity is the most important thing, we can get more of it by enlarging the Board. If the benefits of trust, greater consensus, and member "ownership" of group decisions are valued, we can probably get more of that by reducing the Board.

I have become convinced that a move in the direction of a smaller Board would be likely to improve the Board's effectiveness and the quality of its stewardship to our denomination. I believe that the DR2 recommendation, which would reduce the Board by four, from 27 to 23, is a very reasonable measure. I believe that the price to be paid in diversity and constituency interaction is small in relation to the possible gains.

References:

Leland P. Bradford, Making Meetings Work, University Associates, LaJolla, CA, 1976, Chapter 10.

A. Paul Hare, "Interaction and Consensus In Different Sized Groups", American Sociological Review, 1972, pp. 261-267.

Note: Thanks to Dr. Nancy B. Geyer and to Speed B. Leas for assistance in locating these sources.

TO: DR2 Committee (the late)

FROM: Robbie Walsh

RE: UUA Board Action, April 24

DATE: April 26, 1982

CC: Caron, Park, Pickett, Schulz

Dear Friends:

I presented our report to the Board late Saturday afternoon. They received me cordially and were complimentary about our report. Here's what they said:

Establishing Districts, etc. Our proposed Rule G-12.2 was placed on the GA agenda, with a few editorial improvements in paragraph (2). Coincidentally, they decided to designate Western Canada as a District.

District Grants. Neither our original proposal, nor our final one, will be used. The formula in use this year will be used again next year. The President was asked to meet with the endowed Districts. The Finance Committee was asked to explore the possibilities of a grants formula that would reflect travel distances and numbers of societies.

District Representation. This entire subject was "tabled".

Field Services. No action. (Very little was recommended).

Finally the Board passed a resolution, without dissent, thanking us all, and gave us a round of applause.

If I had wanted to make a wager beforehand on the Board's disposition of the District Representation recommendations, I would have bet that they would delay it. I have seen the Board do that many times with subjects they are uncomfortable with. But there are two aspects of their action that I did not anticipate, though perhaps I should have. First, they dropped the subject without any indication of when they will take it up again. Second, they dropped it without any exploration of the implications of their inaction, without any debate about the consequences of delay. Here's the way it happened:

When time came to take up the subject, Dick Park (Pacific Central) got the floor, made a brief speech setting forth his reasons for postponing action, and concluded his speech by making a motion to "table". The Moderator declared the motion to be undebatable, and the Board proceeded to approve the "tabling" by a vote of 13-12.

There are three interesting things about this. First, if Sandy's interpretation was correct, I believe Dick's motion should have been ruled out of order on the grounds that it is unfair to state one's position on a question and then while you have the floor to block any other expression by making an undebatable motion.

The second interesting thing was the use of the motion to table as a way of avoiding the subject. This is legal, but strongly disapproved of in Robert's Rules. The motion to table is intended for situations in which something pending needs to be put aside for more urgent business. The proper way to get rid of a problem subject without debate is the motion to object to consideration, which requires a 2/3 vote. If the object is to delay, rather than to bury, the proper motion is to postpone, which is debatable. One of my pet peeves while on the Board was the casual use of "gag" motions. I think this recurring urge to shut people up is related to the frustrations inherent in the Board's size.

The most interesting thing of all about what happened is that when Dick made his motion to table, there was no main motion on the floor. Someone pointed out that you can't table a motion that hasn't been made yet, and the reply was, then the motion is to table the rest of the report. In fact, this was not a motion to table at all. It was a main motion, and its subject was the alteration of the agenda. Such a motion is debatable.

What will happen next? Probably the same things that were happening before we started. Florida and Mid-South will be asking for separate Trustees this June, pointing out that they each have as many or more member societies as Mountain Desert. Michigan and Ohio Valley, though they haven't asked for separate Trustees yet, will probably ask for two full Basic Grants if they aren't convinced that the Board really intends to seek a formula that reflects needs, rather than the crude formula now in use. And I expect that Mass Bay, at least, will begin work on another Bylaw amendment to change the system of District representation. This time they will not withdraw upon promises of action by the Board or the Administration. I hope they, or anyone else who goes to work on this, will be informed by the work we have done.

Perhaps the Board will take the subject up again. The earliest possible date now for full implementation is 1987, and the process will be significantly more complex. I think we cannot expect the Districts to devote much energy to further debate on the subject in the absence of an expression by the Board that it intends to seriously address the issue at some particular time.

At any rate, friends, we are through. We have done well by our charge. Thank you for your faithfulness, your industry, your good will, your creativity, and your support. I look forward to seeing you again (though not as a committee) in our service to, and enjoyment of, our religious movement.

Rolli

ERRATA & EMENDATIONS

Report of the Committee on District Representation
and the Distribution of Resources, April 2, 1982

Cover page.

Name of Committee is incorrect. See above.

Table of Contents
and page 4.

Change title of Section III.A. to:

A. Establishing Districts, Fixing District Boundaries,
and Transferring Societies Between Districts.

Page 7, Section C, paragraph 4, line 4.

Change "in the area" to "in each area".

Page 11, under PROPOSED BOARD ACTION, item 3, line 1.

Should begin:

3. In October 1982, adopt this Board policy: Prior to . . .

Page 18.

Add this additional Source Consulted:

Report of the Committee on Goals, UUA, March 1967, pp. 11-12.

Page 21.

After "Most equitable arrangement of 23 District Trustees", add:

(Smallest number possible to give F, MS, PC, and PS each a
Trustee and keep the ratio under 2.00.)

Page 23, paragraph 2, line 2.

Change "and product" to "and the product".

Page 26, 2nd Reference (Hare).

Change "1972" to "1952".