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TO: Board of Trustees, District Presidents, IDR's, District Executives,
All UUA Traveling Staff

FROM: Robert R. Walsh, Chair, Committee on District Representation and
Distribution of Resources (DR2)

DATE: September 30, 1981

SUBJECT: DR2 Report to the Board of Trustees

Our report to the Board accompanies this letter.

The work of the Committee has brought us into contact with many leaders at all levels of our continental movement. We have been supported in our work by the positive and helpful responses we have received. We are particularly grateful to you, the recipients of this letter. Many of you have taken the time to write extensive, thoughtful statements on the issues before us, or have gone out of your way to meet with us.

Our impression is that leaders generally at all levels are well aware of the inadequacies of our present structure for sharing resources and delivering services and being represented on the Board. We are ready to deal seriously with proposals for basic changes.

The Committee began with some strong points of disagreement about essential matters. We ended with genuine consensus about the essentials. My sense is that our proposals are an organic product of our work, rather than a compromise.

May you be granted wisdom and courage and enjoyment as you grapple with this and the many other weighty issues facing you this month.

Report of Committee on District Representation and Distribution of Resources

Executive Summary

Charge from the Board: 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 Committee: Seven members appointed for one-year terms in October 1980.

Recommendations

1. Create 12 Assemblies to replace the 23 present Districts (and one Area.)
2. Organize Assemblies on basis of number of societies, the geographic area to be served, travel patterns, and historic relationships.
3. Elect one Trustee from each Assembly.
4. Staff each Assembly with two full-time people and a part-time secretary.
5. Fund the new Assemblies from UUA Budget offset by endowment income presently supporting some Districts.
6. Eliminate selected UUA Programs presently providing assistance to local societies and apply funds to the budgets of the Assemblies.
7. Present necessary actions to 1982 General Assembly with new Assemblies functioning on July 1, 1983.
8. Raise and appropriate an additional \$298,000 for 1983-84 budget to fund Assemblies fully.
9. In the interim, adopt new grant formula for Districts based in part on recognition of endowment income and in part on anticipation in Annual Program Fund.
10. Recommend to the 1982 General Assembly a rule defining Districts and adopt Board procedure for acting on requests to transfer from one District to another. Recommended rule and procedure also applicable if Assemblies are established.

Respectfully submitted: *

Robert R. Walsh, Chairor
 Drusilla E. Cummins
 Robert W. Deininger
 Richard Langhinrichs

Kay C. Montgomery
 David L. Rickard
 Robert C. Sallies

INTRODUCTION

The Committee on District Representation and the Distribution of Resources is pleased to present its report to the Board of Trustees within the schedule established for us when appointed.

This report describes the background, objectives, and process that led to our recommendations. Additional data and alternatives considered are included in the Appendices.

Report of Committee on District Representation and Distribution of Resources

BACKGROUND

The Committee was created as a response to concerns about inequities in District funding, inequities in District representation on the UUA Board, inequities in UUA staffing, as well as the unwieldy size of the UUA Board and the increasing cost of their meetings.

These concerns had surfaced in legislation introduced at General Assemblies to deal with parts of the problem. Amendments and motions introduced in recent years have included proposals to divide the Michigan-Ohio Valley District into two Districts; to grant the Michigan District and the Ohio Valley District each a full share of UUA district allocations; to allow the Florida District and the Mid-South District each to elect a UUA Trustee; and to group Districts into twelve Trustee election areas according to UU membership and thus reduce the size of the UUA Board.

DISTRICTS. The present Districts came into existence in 1961 through a quite open, flexible process in which historic relationships and loyalties of societies, regional contiguity, number of societies, and numbers of members were all factors. Since 1961 two Districts have divided. Today we have 23 Districts which vary in size from 26 to 69 societies, from 2,800 to 12,900 members, and from 2,100 to over 600,000 square miles in area. (The Western Canada Area, otherwise considered here to be a District, has been excluded from these statistics. It has ten societies, 894 members, and nearly 2,000,000 square miles.)

The Districts serve many functions for the UUA member societies and for the continental movement. Among these functions are to provide programming for societies and individuals, such as leadership training, religious education, family conferences, etc.; to function as a communications network; to build religious community beyond the local society; and to help raise the UUA Annual Program Fund. Three other District functions were of special concern to our Committee: the role of the District in relation to the election of UUA trustees, the distribution of District grants, and the organization of field staff.

TRUSTEES. All Districts elect one Trustee to the UUA Board, except for three pairs of Districts which each share one Trustee. Thus, there are twenty Trustees elected from Districts or pairs of Districts.

GRANTS. All Districts receive annual grants from the UUA according to a uniform formula, except that two Districts share one grant, and Western Canada gets a smaller share. \$100,000 is distributed under this formula.

STAFF. For the purposes of organizing the services of UUA field staff, all the Districts are combined into seven groups, called Interdistrict Areas. Six of these are each served by one UUA field staff person (Interdistrict Representative, or IDR). The three Districts making up the remaining Interdistrict Area are all given a UUA grant with which to hire their own part-time staff. Some Districts have income from endowment funds which is used

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for staff. The 1981-82 UUA budget for the Interdistrict Program is approximately \$312,000.

THE OBJECTIVE OF THIS STUDY

The UUA Board of Trustees, in appointing the Committee, charged it "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." In further considering this charge, the Committee added the following objectives:

- . a more equitable sharing of political representation;
- . a more effective functioning of the UUA Board;
- . a more equitable distribution of UU resources; and
- . a more effective use of UU resources.

THE COMMITTEE

The Committee was created by the UUA Board of Trustees at its meeting in October 1980. The members, appointed at the same meeting for one-year terms, are Drusilla E. Cummins, Robert W. Deininger, Richard Langhinrichs, Kay C. Montgomery, David L. Rickard, Robert C. Sallies, and Robert R. Walsh. The members selected Robert Walsh as the chairor.

THE PROCESS

The Committee held three official meetings: January 22-24 in Boston; June 10-12 in Philadelphia; and September 16-19 in Boston. We consulted with the District Presidents at their convocations in November 1980 and again in June 1981, with the Religious Education Futures Committee, with the Interdistrict Representatives, and with the President and key members of the UUA staff. We sent two separate questionnaires to key people active in the denomination to obtain their views on the issues; in each case, more than three-quarters of those people responded, many with thoughtful essays in addition to answering the specific questions. Individual members of the Committee also consulted with District Boards and others concerned with the issue. The report and its recommendations are, however, the sole responsibility of the Committee.

THE REPORT

ASSUMPTIONS. Two assumptions have guided our deliberations. First, we reaffirmed for ourselves the nature of our Association as a voluntary organization composed of member societies. Secondly, we concur that most programs and services are more effectively and efficiently delivered through a decentralized organization. From these assumptions we concluded that some form of intermediate organization is essential. As we moved further into our task, we became convinced that sufficient funds are not available to provide the necessary services for all present Districts.

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With this background, we turned to the consideration of ways to reorganize the continental structure to improve the delivery of essential services and equitably to distribute resources and political power. To eliminate confusion, after considering and rejecting terms like district, area, region, conference, convention, and council as potentially confusing or lacking the notion of human involvement, we decided to call the proposed new field organizations "Assemblies"

An Assembly is a group of member societies considered by the UUA to be a unit for the purposes of (1) electing a Trustee to the UU Board, (2) organizing the services of field staff, and (3) receiving financial support.

An Assembly is further defined by these characteristics:

1. It is a sub-division of the UUA, composed of member societies.
2. It is an incorporated organization with by-laws which conducts its business through an annual meeting of delegates from the member societies.
3. It has an elected governing board.
4. It elects one member of the UUA Board of Trustees.
5. It has a paid staff and an office.

PURPOSES. An Assembly, through its annual meeting, its elected board, and its paid staff, shall:

1. Deliver programs and services to its member societies.
2. Execute the will of the member societies as expressed and interpreted by the Assembly governing board.
3. Represent the needs and concerns of member societies to the UUA.
4. Provide the link among the Assembly, other Assemblies, the UUA, and other organizations.
5. Foster UU identity and maintain a UU presence in the area served.
6. Encourage and develop lay participation and lay leadership.
7. Relate to and support professional leadership within the Assembly.

PROGRAMS AND SERVICES. The Committee carefully reviewed existing programs and services to determine at which organizational level (local society, Assembly, or continental headquarters) they should be delivered. We concluded that the following elements should be the responsibility of the Assembly (the financial impact of these choices will be discussed in a subsequent section of this report):

1. Extension
2. Leadership Development
3. Fund Raising, including support for the Annual Program Fund
4. Religious Education for youth and adults
5. Worship Arts
6. Social Responsibility and action
7. Ministerial Settlement

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8. Consultation to societies and religious professionals
9. Crisis Counseling
10. Communications
11. Resource clearinghouse
12. Essential record keeping
13. Other programs as determined by the Assembly Board and the UUA

CRITERIA FOR ORGANIZATION. The Committee examined several principles around which to organize these new Assemblies. We concluded that the most important factors were the number of societies, the area to be served, travel patterns, and historic relationships.

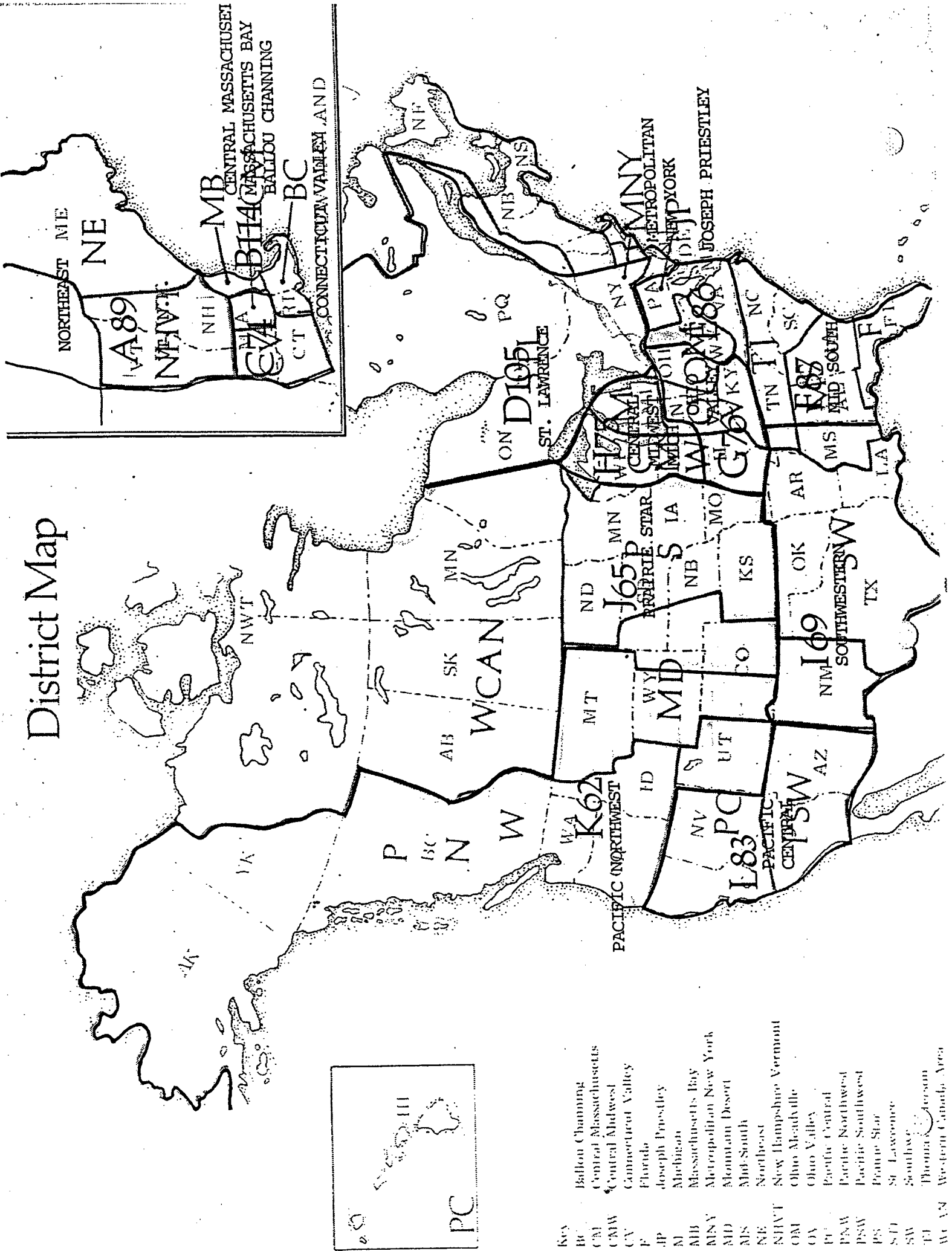
As we applied these factors, twelve Assemblies took shape quite naturally. They are outlined on the following map. The etails are in Appendix I. The Assemblies contain from 59 to 114 societies; the median number is 78/83 and the average is 83.

<u>Assembly</u>	<u>Number of Societies</u>
A	89
B	114
C	74
D	108
E	86
F	87
G	78
H	75
I	71
J	72
K	59
L	83

$$\frac{70}{29} = 2.4$$

$$\frac{12,135}{3603} = 3.37$$

District Map



- BC Ballou Channing
- CA Central Massachusetts
- CAW Central Midwest
- CAV Connecticut Valley
- F Florida
- JP Joseph Priestley
- M Michigan
- MB Massachusetts Bay
- MNY Metropolitan New York
- MD Mountain Desert
- MS Mid-South
- NE Northeast
- NHVT New Hampshire Vermont
- OM Ohio Meadville
- OV Ohio Valley
- PC Pacific Central
- PAW Pacific Northwest
- PSW Pacific Southwest
- PS Pacific Star
- STL St. Lawrence
- SW Southwest
- TH Thomas Jefferson
- WA Western Canada Area

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STAFFING AND ADMINISTRATION. Our plan specifies two full-time positions with part-time secretarial help for each Assembly. These people would be paid by the UUA.

The Assembly Executive would be appointed by the UUA on the recommendation of the Assembly governing board from a group of candidates (3-5) submitted by the UUA Administration. The Executive will have these primary responsibilities:

1. Manage the Assembly office.
2. Initiate and evaluate the Assembly programs in consultation with the Assembly governing board and the UUA.
3. Provide consulting services and crisis counseling for member societies.
4. Operate the Ministerial Settlement program.
5. Develop goals with the Assembly governing board.
6. Attend Assembly governing board meetings and the Annual and any special meetings of the Assembly.
7. Attend denominational meetings in consultation with Assembly governing board and the UUA.
8. Maintain communications and correspondence.
9. Participate in ceremonials in consultation with the Assembly governing board.
10. Work collaboratively with the Program Consultant.

The Program Consultant will also be appointed by the UUA. In making its selection from the list of candidates submitted by the UUA, the Assembly governing board will consult with the Assembly Executive. The Program Consultant will have the following primary responsibilities:

1. Initiate and evaluate Assembly programs in religious education for youth and adults, leadership development, and social responsibility in consultation with the Assembly governing board and the UUA.
2. Consult with member societies and religious professionals in specific program areas.
3. Organize and facilitate program seminars, workshops, and conferences.
4. Operate a program resource clearinghouse.
5. Attend Assembly annual meeting and governing board meetings in consultation with the Assembly board.
6. Attend denominational meetings in consultation with the Assembly governing board and the UUA.
7. Work collaboratively with the Assembly Executive.

The Secretary, a part-time position, will be hired by and accountable to the Executive. S/he will work at the direction of the Executive and the Program Consultant.

The salaries and fringe benefits for the Executive, Program Consultant, and the Secretary will be paid by the UUA. All other expenses of the Assembly will be paid by the Treasurer of the Assembly.

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The Executive and the Program Consultant will be hired on renewable two-year contracts. Renewal requires positive action by both the Assembly governing board and the UUA.

The Committee considers each Assembly as a branch office of the UUA for the delivery of programs and services to member societies. The actual physical office should be located in a Metropolitan area, near the geographic center of the Assembly, and easily accessible to ground and air transportation.

AVAILABLE FUNDING. The Committee reviewed current budgets for the delivery of programs and services to local societies. All estimates were taken from the 1982-83 UUA budget except for Income from Endowments. The latter item is based on a review of present District budgets plus conversations with knowledgeable people. If anything, the endowment income may be understated.

Interdistrict Program	\$312,000
District Grants	100,000
Five field consultants plus two support positions	205,000
Ministerial Settlement Representative Program	34,000
APF Continental Committee	1400 ⁰⁰ 18 ,000 ← 13978
Income from Endowments	221,000
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Total	\$890,000

The income from Endowments includes only \$99,000 from the total available to New Hampshire/Vermont and the Northeast Districts, based on the assumption that the entire budget for Assembly A will be funded from the existing endowment income. The income over that amount is not assumed to be available to support other Assembly budgets.

Following the full implementation(see page 11), the UUA Board of Trustees will be reduced by 8 members. Based on the amount appropriated for 1982-83 Board expenses, an additional savings of at least \$26,000 will be available. That figure has not been included in the calculation of available funding.

ASSEMBLY BUDGET. The estimated annual budget of \$99,000 per Assembly is based on our earlier recommendations. Actual budgets will vary from one Assembly to another based on a number of factors such as actual salaries and travel requirements. However, we believe the average costs that follow are realistic when spread over the twelve Assemblies.

Executive	\$30,000
Program Consultant	25,000
Secretary (part-time)	6,500
Fringe Benefits	9,200
Staff Travel	10,000
Rent	3,000

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Supplies	4,500
Telephone	800
Program and Operations	10,000

Total	\$99,000

The cost to implement our full recommendations is \$1,188,000. A minimum of \$890,000 is currently appropriated to fund the delivery of programs and services to local societies. An additional \$298,000 will need to be authorized from new money or through a realignment of priorities. The cost of an alternative plan with reduced funding is contained in Appendix II.

IMPLEMENTATION PLAN

October 1, 1981 Report distributed to UUA Trustees, District Presidents, Interdistrict Representatives and District Executives, and selected UUA staff.

October 1981 Committee members brief District meetings on report.

UUA Counsel prepares appropriate rule and by-law changes to be available for presentation to UUA Board.

October 24, 1981 Presentation of proposals to UUA Board. Endorsement by the Board for action at 1982 General Assembly.

Committee appointments expire.

November 1981 --
June 1982 Meetings with Districts to assure understanding and knowledge.

Meeting with District Presidents Convocation

Meetings with agencies controlling endowment funds to gain their agreement and support for the funding proposals.

June 1982 Action by General Assembly on enabling By-laws and Rules.

July 1982 --
June 1983 Organization for new Assemblies. Adopt By-laws, elect officers, select staff and office site.

July 1, 1983 Activation of new Assembly organizations.

1983 All scheduled District Trustee elections to be held under present rules but with term limited to two years.

1985 All new Assembly Trustees to be elected, six for two-year terms and six for four-year terms.

