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A LEAGUE FOR TODAY – AND TOMORROW

For 75 years, the League of Arizona Cities and Towns has been providing Arizona’s communities with high quality services and valuable advice. Think about what our state was like 75 years ago, when the League was formed. In 1937, the population of Phoenix was about 55,000 — the size of Lake Havasu City or Buckeye today! In fact, the entire state was home to just 480,000 people! Arizona in 1937 was just emerging from its Wild West days, and the Arizona Municipal League was born to promote and defend municipal home rule and self-determination. Sound familiar?

The staff in 1937 used mimeographs; “snail mail”; and, if the cost was justified, telephones. Today, the League is equipped with the latest electronic communications and digital media. We can get the word out to hundreds of municipal elected officials and staff members within minutes of a newsworthy event. But the core job of the League — protecting and promoting local control of local issues — has not changed one iota!

Today’s League is the professional, well-equipped organization that we need to take us all into the 21st century. Our staff is the most highly trained and experienced the League has ever had, and

the results are clear. While the Arizona Municipal League and the League of Arizona Cities and Towns share DNA, and while they both have the same goals, today’s League is much more effective and efficient than it has ever been in the past. Of the more than 380 bills we tracked in the 2012 legislative session with direct impact to cities and towns, only a few got through and became law, and even those were influenced by the League along the way.

Today’s League and the League of 1937 both serve the same customers — Arizona’s cities and towns — but today’s challenges are much larger, they hit us faster, and their impact is greater than ever. Rest assured, though, that today’s League is ready to meet the challenge, helping you and your city move forward into the next 75 years!

Doug Von Gausig
League President
Mayor, Town of Clarkdale



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Seventy-five years is a significant milestone; it's a long time for any organization to be in continuous operation. This anniversary gives us the opportunity to reflect on the qualities that have enabled the League to survive and thrive while so many other entities have come and gone in that time.

There are many characteristics that have had an impact on our longevity, but I would like to discuss three in particular: need, leadership and adaptability. Our original organization, the Arizona Municipal League, was created in 1937 out of a sense of needing to unite in order to speak with one voice. Mayors from cities and towns across the state were frustrated by the actions of the state Legislature in enacting a minimum-wage mandate that applied to municipal employees. Cities had had enough. An editorial in the very first League newsletter put it this way: "It is clear that the cities are the victims of deliberate persecution by the state authorities. It will be necessary either to dissolve the cities or to make the municipalities such a vital factor in state administration that such discrimination will cease." Clearly there was a need to present a strong, unified position for cities and towns, and the League became the vehicle to fulfill it.

Arizona's cities and towns are fortunate to have visionary leadership from their elected mayors and councilmembers, and many of them have lent their skills to the League as members of our leadership team. The Executive Committee is the governing body of the League and is made up of 22 members and three officers, all elected officials from our 91 municipalities. Over the years, the League has had 50 different individuals serve as president and hundreds of others as members of the Executive Committee. Their leadership has been crucial in developing wise policy choices, providing strategic direction and ensuring that the League is operating in the best interests of cities and towns of all sizes and in all parts of the state.

Adaptability has proven to be essential in fulfilling the League's mission. When the Legislature was unable to pass a shared-revenue system, the League went directly to the ballot to ask the voters to create the shared-revenue system that has served the state well for decades. The League has developed a reputation for presenting excellent conferences and training events; for being innovative in its communications methods; and for taking action in court, if necessary, to preserve our rights.

But some of the tools that worked in the past are no longer effective in today's world. To remain a leader with the media, the legislative process and our citizens, we have to constantly evaluate what we are doing and how we are doing it. The League leadership and our staff are committed to excellence and to developing innovative ways of doing our work.

It's hard to imagine what the state will be like in another 75 years — in the year 2087 — but I have no doubt that, as long as there are cities and towns in Arizona, there will be the League of Arizona Cities and Towns, working effectively on their behalf to improve the lives of everyone who calls our communities home.



Ken Strobeck
Executive Director

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Celebrating 75 Years: The League of Arizona Cities and Towns

2012 marks the 75th year of service for the League of Arizona Cities and Towns. In this edition of *Arizona City & Town*, we invite you to take a walk with us down memory lane to learn about how the League was formed, where it's been and where it's headed.

The League is a voluntary membership organization that exists to provide vital services and tools to its members, focusing principally on representing the interests of Arizona's 91 cities and towns before the Legislature and secondarily on providing technical and legal assistance, coordinating shared services and producing high-quality conferences and trainings.

Editor's Note: In this article, we'll visit several landmarks and assuredly miss many more along the way. A complete history is available through the "History of the League: 1937-2007," a publication authored by former longtime executive directors Jack DeBolske and Cathy Connolly. The publication offers the organization's story through the voice of two individuals who not only lived through but were also at the helm of many important decisions and events contained within the book's pages. Check out the "Publications" tab of the League website, www.azleague.org, for more information.

In the Beginning

The League was formed in 1937 by a group of mayors who hoped that, by joining together, they could preserve local decision-making over local matters.

Cities and towns throughout the United States came to similar conclusions — some before and some after Arizona. There are municipal leagues in 49 of the 50 states, with Hawaii being the only exception. The Iowa League is considered to be the first municipal league and was founded in 1898. By the turn of the 20th century, five state leagues were in existence: Iowa, California, Wisconsin, Indiana and Michigan. Sixteen predate World War I, and 37 were formed prior to 1940. Arizona falls approximately 36th on that list.¹

Interesting fact: In 1937, when the League formed, there were 30 incorporated cities and towns with a combined population of just slightly more than 190,000.

Arizona's Growth

In the last 75 years, Arizona and its municipalities have experienced tremendous growth. Utilizing the 1940 and 2010 census data as

benchmarks, Arizona's population has grown nearly 13 times since the League's founding. In 1940, the state's population totaled 499,261. Approximately 39 percent — or 194,470 people — lived within an incorporated city or town. In 2010, the state's population had grown to 6,392,017, with 78.6 percent of citizens living within the 91 incorporated cities and towns.

In Review: A Look Back at League Membership Through the Decades

Decade	Cities/Towns
2010	91
2000	87
1990	86
1980	75
1970	63
1960	57
1950	45
1940	33

Interesting fact: In the 1990s, only one town incorporated: Sahuarita in 1994. Since statehood, it is the only decade to have just one community incorporate.

Dues and Early Legal Challenges

In the 1940s, the legal foundation of the League was questioned in two court cases: *City of Phoenix v. Michael* (1944) and *City of Glendale v. White* (1948). The League's operations were first challenged in *City of Phoenix v. Michael*, when the Arizona State Supreme Court ruled municipal payment of dues to the League was unconstitutional, as it was not for a public purpose.

1937 — Arizona League formed and first newsletter, *Municipal News*, published.

1958 — First weekly legislative bulletin and Local Government Directory published.

1959 — First amicus brief offered by League general counsel.

1950s — Several League affiliate groups form under newly expanded member services program, including: the Arizona City/County Management Association (ACMA), the Arizona City Attorneys Association (ACAA), the Arizona Municipal Clerks' Association (AMCA) and the Arizona Chapter of the American Public Works Association, among others.



The ruling was a serious financial blow to the League. However, a number of Arizona mayors believed that the League was such an important part of local government that they funded the organization out of their own pockets until the Supreme Court reversed its decision in *City of Glendale v. White* (1948), citing a similar case in California as precedent. Today, dues from the 91 cities and towns in Arizona serve as the primary funding source for the League. Dues are determined by population, with a set base fee plus a per capita rate.

Interesting fact: In 1960, League dues brought in \$28,589, with Phoenix contributing nearly \$12,000 and Jerome contributing \$23. The annual budget was just over \$23,000.

Governing Structure

League activities are directed by a 25-member Executive Committee, consisting of mayors and councilmembers from across the state. Members are elected to two-year overlapping terms.

This governing structure remains intact from the very early years of the League, although the size of the committee has changed. In the 1940s, there were eight members and three officers. By 1979, this number had increased to 22 members and three officers, which remains in place today.



Interesting fact: The League of Arizona Cities and Towns was originally called the Arizona Municipal League. In 1957, then-League President Don Hummel, mayor of Tucson, led a successful effort to change the organization's name.

League Leadership

The first president of the League was William Sullivan, mayor of Globe, who assumed the role in 1937. A total of 50 presidents have led the organization. Nearly all presidents have been mayors or councilmembers, with only two serving in other roles: in 1947, Franklin Goodman was city engineer of Winslow; and, in 1949, Park Miller was city clerk of Prescott. Of the remaining 48, five were councilmembers, one was a vice mayor, and 42 were mayors. The League's current president, Doug Von Gausig, serves as mayor of Clarkdale.



In 75 years, there have been just five executive directors of the League. The first executive secretary of the League was Joe Furst, who began serving informally in the late 1930s. In 1947, he became the first full-time executive director, followed in 1954 by William Moeur. In 1957, Jack DeBolske was

hired. DeBolske was executive director for 40 years, retiring in 1997.

Cathy Connolly joined the League staff in 1971, serving under DeBolske for 26 years before becoming executive director on January 1, 1998. Connolly served as executive director until late 2005, when she retired after more than 34 years with the League. Although officially retired, Connolly continues her work with the League today, serving as a municipal code, elections law and incorporation expert, among other topics.

Interesting fact: When Jack DeBolske retired in 1997, his tenure as director spanned 40 years — the second longest tenure as a director in municipal league history. The only director to have served longer is Franklin G. Pierce of the Iowa league, who served as director from that league's founding in 1898 until 1946.

In late 2005, the Executive Committee appointed Ken Strobeck as executive director. Strobeck, who was then serving as executive director of the Oregon League of Cities, also brought with him experience as a former state representative of the Oregon Legislature. He began his post as executive director of the Arizona League on January 2, 2006.

League Offices

The League established its first permanent office in 1948 at 15 South First Avenue in Phoenix, where it stayed until 1954, when offices were moved to the Security Building on Central Avenue in downtown Phoenix. A third office was located on Central and Clarendon avenues in Phoenix.



1963 — League Budget Manual published.

1966 — First Arizona Municipal Policy Statement.

1968 — Law passes to allow intergovernmental agreements (IGAs).

1960 — First model code of basic ordinances created by League.

1965 — Beginning of League Municipal Election Manual project. Arizona Finance Officers Association (known today as the Government Finance Officers Association of Arizona or GFOAz) forms.

1967 — League begins providing staff services to Maricopa Association of Governments (MAG). From its inception until the separation of MAG and the League in 1996, MAG had no direct employees but rather contracted with the League for staff.

1968 — League receives its designation from the Internal Revenue Service as an instrumentality of Arizona's political subdivisions — a better designation than that of a nonprofit corporation.



In 1969, the Executive Committee authorized the purchase of land for a new League building in the immediate vicinity of the state Capitol. The total construction cost for the League offices, which stand at 1820 West Washington, was \$400,000. The building was completed in 1972, and the loan was paid off in 1987.

Interesting fact: Prior to the first permanent League office in 1948, Executive Committee meetings were held at various locations, including the Adams Hotel in downtown Phoenix and the offices of the current League president.

Involvement in the National League of Cities (NLC)

The Arizona League formally joined the National League of Cities (then called the American Municipal Association) in 1950. Two Arizona mayors have served as president of NLC: Tucson Mayor Don Hummel in the '60s and Phoenix Mayor Terry Goddard in the '80s. Current Avondale Mayor and NLC Second Vice President Marie Lopez Rogers will become the third Arizona mayor to serve in this capacity when she assumes the role of president at the 2012

NLC Congress of Cities and Exposition in Boston, Massachusetts.

Numerous Arizona local elected officials have served on the board of NLC and as chairs and vice chairs of NLC committees over the years. Directors Ken Strobeck, Cathy Connolly and Jack DeBolske have each served a term on the NLC board as well.

Interesting fact: In the 1930s, topics at state league conventions around the country were remarkably similar to topics that are still being discussed today. Examples included: providing recreation programs in hard times and municipal employee salaries.¹

Annual Conferences

The first known semiannual conference of the Arizona League was held in Prescott in the spring of 1937, and the second was held in Bisbee, November 19-20, 1937. The following year, members met in Nogales in April 1938.

There has been at least one annual meeting of the League members since the organization's inception, save the World War II years of 1942-1946, during which time conventions were banned by the Federal Of-



fice of Defense Transportation.¹ A tally of the League's records indicates that 85 semiannual or annual conferences have been held.

Twenty cities and towns have played host to the League Annual Conference. Tucson and Yuma are tied for hosting the most annual conferences — each has hosted 10. From its humble beginnings, the League conference has grown to the largest municipal event of the year in Arizona — drawing nearly 1,000 local elected officials and guests each year.

One of the most popular activities at the conference is the Showcase of Cities and Towns (formerly the Festival of Cities and Towns), where communities spotlight their history, programs or activities for conference attendees. The original idea is credited to Harry Mitchell, who was then mayor of Tempe and president of the League. The first festival was held in 1989 in Tempe.

Another League conference tradition began in 2000 — the Parade of Flags. Mayor Elaine Scruggs of Glendale came up with the idea to honor member cities and towns and to learn more about each of them.

Interesting fact: In 1957, 255 delegates attended the conference with an entire expense, including meals, of \$2,219.93. The League made \$330 on the conference to cover staff expenses.

1970 — League plays pivotal role in the establishment and early development of the six councils of government (COGs), from helping draw the boundary lines under the auspices of Gov. Jack William's office in 1970 to working with local elected and appointed officials to set up each of the COGs.

1984 — League successfully pursues legislation to allow general-law cities and towns to have a directly elected mayor upon approval of local voters.

1970s — Many larger cities designate intergovernmental coordinators to represent them at the Legislature and in a variety of other venues.

1972 — Cities and towns granted authority to participate in the state procurement process, saving jurisdictions significant dollars in purchasing big- and small-ticket items.

1979 — League successful in negotiations over the newly proposed spending limits to include an alternative expenditure limitation provision, which quickly became known as the "home rule option."



Key Legislative Issues and Voter Initiatives

As with any organization that has endured for three-quarters of a century, the League's story is one marked with both legislative victories and defeats and its fair share of compromises. At the center of it all reside two guiding principles: home rule and local determination.

Over the years, the League shepherded through the Legislature many important pieces of legislation, including the basis for current planning, zoning and subdivision authority; and it actively participated in the passage of landmark legislation, like the groundwater management act in 1980.

When the legislative process failed to bring positive results, the League went di-



rectly to the voters in a series of initiatives for state revenue sharing. These initiatives resulted in cities and towns receiving a share of the gas tax (now the Highway User Revenue Fund), the state sales tax and the state income tax.

Interesting fact: With the 1942 initiative, voters directed that 10 percent of the state's 2 percent sales tax be shared with the cities and towns of Arizona. The margin of victory for the initiative was 55 percent, with the annual receipts from this early revenue sharing of \$735,315 for FY44.

The first successful initiative was in 1942, when cities working through the League ran an initiative campaign for a share of the state sales tax. Four years later, in 1946, the League ran another successful initiative for a share of the state gas tax. In the 1960s, the League ran its third initiative for a larger share of the state sales tax. And, in 1972, voters approved the fourth League initiative, Urban Revenue Sharing, which resulted in 15 percent of the state income-tax proceeds being distributed to cities and towns.

These initiative drives, backed by the type of determination demonstrated by mayors and councilmembers who themselves funded the League, have made the League a political force representing viable local government.

League Today

In 75 years, many things have certainly changed; mimeographs have been replaced with tweets, and gentlemen's



agreements have been replaced with collaborative task forces. Yet, despite all the changes time has wrought, the organization's guiding principle remains the same: Local decisions are best made at the local level. Arizona continues to be blessed with countless local elected officials and staff members who are dedicated to bettering their communities and the state through their work with the League. We look forward to the next 75 years.

i. Donald L. Jones. State Municipal Leagues: The First Hundred Years (Washington, D.C.: National League of Cities, 1990).

1. Executive Committee in 1954
2. Jack DeBolske and League Life Members at Jack's last conference as executive director in 1997
3. League building in the early 1970s, when it was first built
4. 1970 League Conference
5. Recent League Conference
6. League press conference at the legislature 2006
7. 1972 Prop 200 Revenue Sharing flyer
8. Current President Doug Von Gausig and Gov. Brewer at League Conference

1990s — League heavily involved with the legislation passed in the late 1990s called Growing Smarter, which provided more tools to assist cities and towns in responding to the consequences of rapid increases in population.

2002 — League undertakes its first formal strategic planning process, developing a mission statement, core values, guiding principles, and goals and objectives.

1986 — Arizona Municipal Risk Retention Pool forms under the auspices of the League.

2000 — "Strong Cities Make a Strong State" campaign formally launched to promote the essential services cities and towns provide.

2006 — New mission statement adopted.

League Life Members

Life membership is the highest honor the League may bestow upon one of its members. In 75 years, 39 life members have been named. A complete list is below.



Henry O. Jaastad
Tucson
1947



John W. Corbin
Glendale
1948



William A. Sullivan
Globe
1949



J. Edwin Miller
Mesa
1950



W.B. Barkley
Glendale
1951



Joseph C. Furst
Phoenix
1954



Frank R. Goodman
Winslow
1954



Benjamin Arnold Sr.
Coolidge
1955



Charles S. Goff
Casa Grande
1955



Wayne Davis
Tolleson
1956



George N. Goodman
Mesa
1958



Don Hummel
Tucson
1961



Park H. Miller
Prescott
1961



E.M. Pederson
Casa Grande
1961



Ray W. Wilson
Phoenix
1961



Abe Rochlin
Nogales
1965



Rollin W. Wheeler
Flagstaff
1968



Eunice Mickelson
Safford
1970



Sigmund Liberman
Coolidge
1972



Thomas F. Allt
Yuma
1974



Arthur M. Doan
Nogales
1975



Max Klass
Glendale
1976



Wayne C. Pomeroy
Mesa
1980



Heinz R. Hink
Scottsdale
1982



Hugh N. Guinn
Casa Grande
1985



Lewis C. Murphy
Tucson
1987



Ben F. Williams Jr.
Douglas
1988



George R. Renner
Glendale
1992



Harry E. Mitchell
Tempe
1994



Carol S. Anderson
Kingman
1996



Herbert R. Drinkwater
Scottsdale
1996



Gary Scaramazzo
Page
1997



Christopher J. Bavasi
Flagstaff
2000



Mark Schnepf
Queen Creek
2000



Gerry Whipple
Show Low
2002



James L. Boles
Winslow
2006



Stanley M. Gibson
Globe
2007



Douglas Coleman
Apache Junction
2007



Boyd Dunn
Chandler
2011

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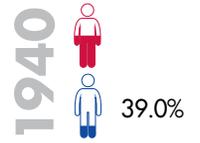
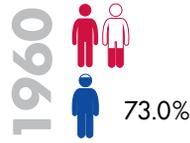
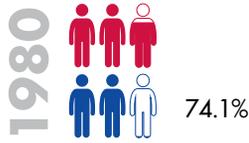
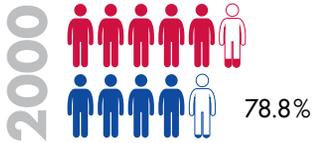
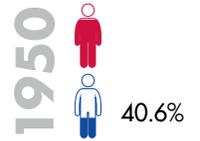
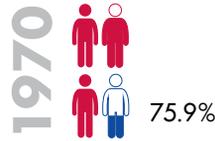
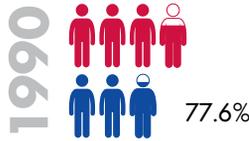
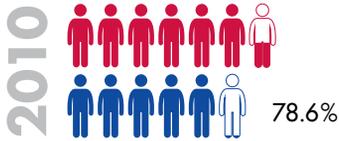


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The Changing Face of Arizona

Arizona Population vs. Total Population in Incorporated Cities and Towns

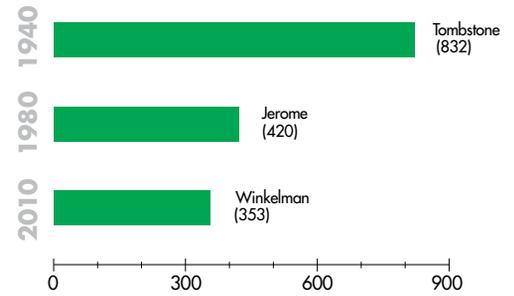
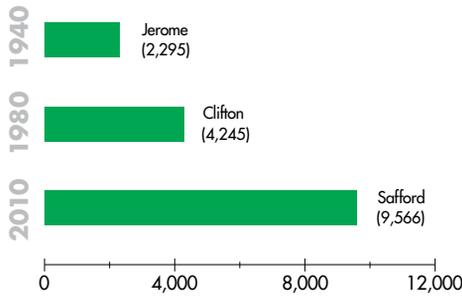
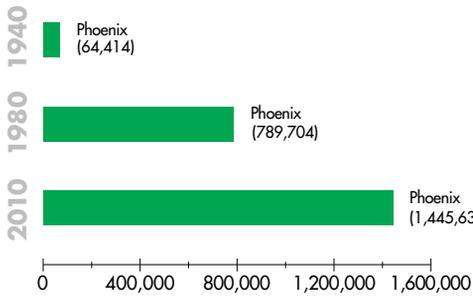
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Arizona's 91 Cities, Towns and Incorporation Dates

- Apache Junction 1978 • Avondale 1946 • Benson 1924 • Bisbee 1902 • Buckeye 1929
- Bullhead City 1984 • Camp Verde 1986 • Carefree 1984 • Casa Grande 1915
- Cave Creek 1986 • Chandler 1920 • Chino Valley 1970 • Clarkdale 1957
- Clifton 1909 • Colorado City 1985 • Coolidge 1945 • Cottonwood 1960
- Dewey-Humboldt 2004 • Douglas 1905 • Duncan 1938 • Eagar 1948
- El Mirage 1951 • Eloy 1949 • Flagstaff 1894 • Florence 1908 • Fountain Hills 1989
- Fredonia 1956 • Gila Bend 1962 • Gilbert 1920 • Glendale 1910 • Globe 1907
- Goodyear 1946 • Guadalupe 1975 • Hayden 1956 • Holbrook 1917
- Huachuca City 1958 • Jerome 1899 • Kearny 1959 • Kingman 1952
- Lake Havasu City 1978 • Litchfield Park 1987 • Mammoth 1958 • Marana 1977
- Maricopa 2003 • Mesa 1883 • Miami 1918 • Nogales 1893
- Oro Valley 1974 • Page 1975 • Paradise Valley 1961 • Parker 1948 • Patagonia 1948
- Payson 1973 • Peoria 1954 • Phoenix 1881 • Pima 1916 • Pinetop-Lakeside 1984
- Prescott 1883 • Prescott Valley 1978 • Quartzsite 1989 • Queen Creek 1989
- Safford 1901 • Sahuarita 1994 • San Luis 1979 • Scottsdale 1951
- Sedona 1988 • Show Low 1953 • Sierra Vista 1956 • Snowflake 1948
- Somerton 1918 • South Tucson 1940 • Springerville 1948 • St. Johns 1946
- Star Valley 2005 • Superior 1976 • Surprise 1960 • Taylor 1966 • Tempe 1894
- Thatcher 1899 • Tolleson 1929 • Tombstone 1881 • Tucson 1877 • Tusayan 2010
- Wellton 1970 • Wickenburg 1909 • Willcox 1915 • Williams 1901
- Winkelman 1949 • Winslow 1900
- Youngtown 1960 • Yuma 1914

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