

705

94th Congress }
1st Session }

JOINT COMMITTEE PRINT

**TOWARD A NATIONAL GROWTH POLICY:
FEDERAL AND STATE DEVELOPMENTS
IN 1974**

A REPORT

PREPARED FOR THE USE OF THE

**JOINT ECONOMIC COMMITTEE
CONGRESS OF THE UNITED STATES**

BY THE

**CONGRESSIONAL RESEARCH SERVICE
LIBRARY OF CONGRESS**



SEPTEMBER 17, 1975

Printed for the use of the Joint Economic Committee

94th Congress }
1st Session }

JOINT COMMITTEE PRINT

TOWARD A NATIONAL GROWTH POLICY:
FEDERAL AND STATE DEVELOPMENTS
IN 1974

A REPORT

PREPARED FOR THE USE OF THE

JOINT ECONOMIC COMMITTEE
CONGRESS OF THE UNITED STATES

BY THE

CONGRESSIONAL RESEARCH SERVICE
LIBRARY OF CONGRESS



SEPTEMBER 17, 1975

Printed for the use of the Joint Economic Committee

U.S. GOVERNMENT PRINTING OFFICE

56-390

WASHINGTON : 1975

JOINT ECONOMIC COMMITTEE

(Created pursuant to sec. 5(a) of Public Law 804, 79th Cong.)

HUBERT H. HUMPHREY, Minnesota, *Chairman*
WRIGHT PATMAN, Texas, *Vice Chairman*

SENATE

JOHN SPARKMAN, Alabama
WILLIAM PROXMIRE, Wisconsin
ABRAHAM RIBICOFF, Connecticut
LLOYD M. BENTSEN, Jr., Texas
EDWARD M. KENNEDY, Massachusetts
JACOB K. JAVITS, New York
CHARLES H. PERCY, Illinois
ROBERT TAFT, Jr., Ohio
PAUL J. FANNIN, Arizona

HOUSE OF REPRESENTATIVES

RICHARD BOLLING, Missouri
HENRY S. REUSS, Wisconsin
WILLIAM S. MOORHEAD, Pennsylvania
LEE H. HAMILTON, Indiana
GILLIS W. LONG, Louisiana
CLARENCE J. BROWN, Ohio
GARRY BROWN, Michigan
MARGARET M. HECKLER, Massachusetts
JOHN H. ROUSSELOT, California

JOHN R. STARK, *Executive Director*

SENIOR STAFF ECONOMISTS

JERRY J. JASINOWSKI
LOUGHLIN F. MCHUGH

JOHN R. KARLIK
COURTENAY M. SLATER

RICHARD F. KAUFMAN, *General Counsel*

ECONOMISTS

WILLIAM R. BUECHNER
ROBERT D. HAMBIN
RALPH L. SCHLOSSTEIN

WILLIAM A. COX
SARAH JACKSON
GEORGE R. TYLER

LUCY A. FALCONE
L. DOUGLAS LEE
LARRY YUSPEL

MINORITY

GEORGE D. KRUMBHAAR, Jr. (Counsel)

M. CATHERINE MILLER

LETTERS OF TRANSMITTAL

SEPTEMBER 15, 1975.

To the Members of the Joint Economic Committee:

Transmitted herewith for the use of the Joint Economic Committee, the U.S. Congress, and the interested public is a report entitled "Toward a National Growth Policy: Federal and State Developments in 1974." This report was prepared by the Congressional Research Service of the Library of Congress and is similar to three previous reports prepared by the CRS entitled "Toward a National Growth and Development Policy: Legislative and Executive Actions in 1970 and 1971," and similar volumes covering 1972 and 1973. It is our hope that this volume will update the earlier reports and will be of value to the Members of the Committee and to the Congress in developing coherent and comprehensive policies governing the future growth and development of our great Nation.

HUBERT H. HUMPHREY,
Chairman, Joint Economic Committee.

SEPTEMBER 12, 1975.

HON. HUBERT H. HUMPHREY,
*Chairman, Joint Economic Committee,
U.S. Congress, Washington, D.C.*

DEAR MR. CHAIRMAN: I am pleased to transmit herewith a report entitled "Toward a National Growth Policy: Federal and State Developments in 1974." This report is a summary and analysis of 1974 Federal legislative and executive actions, State legislation, and significant court decisions that affect the elements of a national growth policy. The scope and purpose of the report are consistent with the three previous reports prepared by the Congressional Research Service in 1970-71, 1972, and 1973.

In addition to covering Federal, State, and court activities, this report summarizes major public documents issued in 1974 that are pertinent to balanced national growth. A significant component of the report is a selected annotated bibliography of literature published in 1974 relevant to the elements of a national growth policy. A final element is an annotated listing of federally supported research in progress in 1974 on these same elements of national growth policy.

The report was prepared in the Congressional Research Service, with Norman Beckman, Deputy Director, and Sandra Osbourn serving as editors. The Introduction, Conclusion, and Chapter I, Effective Areawide Planning and Delivery of Services, were written by Norman Beckman. The section on Access to Housing in Metropolitan Areas in Chapter I was written by Frank Parente, Economics Division. Chapter II, Rural Development and Economic Growth, was written

by Joshua Kay of the Economics Division. Chapter III, *Renewing Old Communities and Creating New Communities*, was written by Clay Wellborn of the Government and General Research Division. Chapter IV, *Toward a Decent Home*, was written by Barry Berlin of the Economics Division. Chapter V, *Improving the Environment*, was written by Susan Abbasi of the Environmental Policy Division. Chapter VI, *Expanding Government Capability*, was written by Sandra Osbourn, of the Government and General Research Division. Ms. Osbourn also prepared the material in each chapter on State laws. The material on Federal and State court decisions was prepared by Kathleen Shea of the American Law Division. The bibliography, drawn from the data base maintained by the Library Services Division, and the annotated summary of federally supported research in progress, drawn from the data base of the Science Information Exchange, were selected and arranged by Susan Harding.

We are indebted to Lester S. Jayson, Director, Congressional Research Service, and his fine staff for an extremely comprehensive report.

JOHN R. STARK,
Executive Director, Joint Economic Committee.

FOREWORD

In its 1970 report, entitled, "Toward Balanced Growth: Quantity with Quality," the National Goals Research Staff viewed national growth policy as "both a search for coherence among the many activities of our society, and a search for actions supportive of the human values and qualities which we would most hope to further."

To encourage the development and pursuit of specific goals affecting our Nation's future growth and development, we herewith transmit the enclosed report, "Toward a National Growth Policy: Federal and State Developments in 1974."

This report was prepared at our request by the Congressional Research Service of the Library of Congress. This report is similar to reports released by Senator Humphrey in the past three years entitled, "Toward a National Growth and Development Policy: Legislative and Executive Actions in 1970-71" (a Senate Committee on Government Operations Committee Print); "Toward a National Growth Policy: Federal and State Developments in 1972"; (Senate Document 93-19); and, "Toward a National Growth Policy: Federal and State Developments in 1973" (Senate Document 93-123).

The purpose of this report, as was the case with these earlier reports, is to relate Federal and State actions, including court actions, that occurred in 1974, which should contribute to our legislative deliberations during this and future sessions of Congress. This report provides a common framework within which to relate separate but inextricably linked subjects such as urban and rural development, housing, monetary and fiscal policy, agriculture, employment, health, education, natural resources, energy, transportation and social service program reforms. The report places these individual legislative and other governmental actions in the larger context of interrelated national, rural and urban objectives as set forth by Congress in the Housing and Urban Development Act of 1970 (Public Law 91-609) and the Agricultural Act of 1970 (Public Law 91-524).

The report also includes a selected annotated list of research projects underway in 1974, relating to the identified elements of national growth policy and a selected annotated bibliography of literature published in 1974, relating to national growth policy and its elements.

In addition to a number of significant legislative developments which occurred at the Federal level in 1974, such as enactment of the Congressional Budget and Impoundment Control Act, the Joint Funding Simplification Act, the Housing and Community Development Act and the Forest and Rangeland Renewable Resources Planning Act, 1974 also was the year during which Senator Humphrey introduced his Balanced National Growth and Development Act (S. 3050), which would establish a national policy planning

mechanism, and the year in which the President's second biennial Report on National Growth and Development was submitted to the Congress.

The national economic recession of 1974-75 has added further impetus to reevaluating our national processes for dealing with national economic and related policy matters. On May 21, 1975, we jointly introduced S. 1795, the Balanced Growth and Economic Planning Act of 1975, to establish a process within which Congress and the Executive Branch can formulate systematically comprehensive, long-range national economic goals and which would provide for developing policies for matching those goals with resources. Senator Javits stated at the time of introducing this bill that he viewed it as the opening of a great national debate on the American economy and its future. And, as Senator Humphrey stated in his 1973 Joint Economic Committee print which contained his initial proposal for achieving balanced national growth and development, "We have no national effort today concerned with the need for better techniques or measurements to help our society answer for itself the classic questions posed by Abraham Lincoln:

If we could first know *where* we are, and *whither* we are tending, we could then better judge *what* to do and *how* to do it.

Hopefully, during the 94th Congress and as we approach our nation's bicentennial we will, both as a nation and as a people, do our utmost to address and answer those questions. For, to the extent we do or do not provide such answers, the future of our nation and our society will be determined.

It is our hope that this report, along with the previously issued reports and our new legislative proposal, will contribute to answering Mr. Lincoln's questions as they relate to our nation's future growth and development.

HUBERT H. HUMPHREY,
Chairman, Joint Economic Committee.
JACOB K. JAVITS,
Ranking Minority Senator,
Joint Economic Committee.

CONTENTS

	Page
Letters of Transmittal.....	III
Foreword.....	V
TOWARD A NATIONAL GROWTH POLICY: FEDERAL AND STATE DEVELOPMENTS IN 1974	
Introduction.....	1
Chapter I. Effective Areawide Planning and Delivery of Services.....	7
Introduction.....	7
Social services.....	8
Health planning and resources development.....	8
Social services.....	11
Community development.....	12
Services to older Americans.....	12
Manpower programs.....	13
Transportation.....	14
Mass Transportation Assistance Act.....	14
Urban transportation planning regulations.....	15
Highway Act amendments.....	16
The annual report on urban transportation policies.....	16
State action on transportation.....	17
Court action on transportation.....	19
Areawide waste treatment management.....	19
Areawide equity and growth policies.....	20
Equitable educational opportunity.....	20
State action on regional education services.....	22
Court action on equitable educational opportunity.....	22
Access to housing in metropolitan areas.....	24
Court action on growth policies.....	28
Areawide planning and management.....	32
GAO review of A-95.....	34
State action on areawide planning and management.....	35
Pending issues in improved areawide planning and governance.....	37
Standard setting.....	37
Revenue sharing and reform.....	37
Areawide planning.....	37
Shared authority.....	38
Governmental reorganization.....	38
Community Development Act implementation.....	38
Chapter II. Rural Development and Economic Growth.....	40
Introduction.....	40
Economic growth and development.....	40
Public works and economic development amendments of 1974.....	40
Special economic development and adjustment assistance.....	44
The emergency public works employment bill.....	45
Economic development in the States.....	46
Rural development.....	47
Introduction.....	47
Job and business development.....	48
Community facilities.....	48
Rural transportation.....	49
Housing in rural America.....	50
Energy problems and rural development.....	54
The States and rural development.....	55
Pending issues in economic and rural development.....	56

VIII

	Page
Chapter III. Renewing Old Communities and Creating New Communities.....	58
Introduction.....	58
Community development legislation.....	58
National community development purposes.....	59
Eligible recipients.....	60
Eligible activities.....	60
Planning, application, and review procedures.....	61
Allocation of funds.....	62
Report to Congress.....	63
State community development activities.....	63
Relocation assistance.....	64
Landlord-tenant relations.....	65
Disaster relief.....	65
Disaster Relief Act of 1974.....	65
Fire Prevention and Control Act.....	67
Social services.....	68
Services through community development block grant programs.....	68
Revision of social service regulations.....	69
Headstart, Economic Opportunity, and Community Partnership Act of 1974.....	70
New communities.....	70
HUD evaluation report.....	70
GAO report on new communities.....	72
Issues.....	74
Older communities and the problem of scarcity.....	75
Implementation of community development block grants.....	75
Relocation assistance.....	76
New communities.....	76
Chapter IV. Toward a Decent Home.....	77
Introduction.....	77
Congressional action on housing.....	78
The Housing and Community Development Act of 1974.....	78
The Emergency Home Purchase Assistance Act of 1974.....	80
The Veterans Housing Act of 1974.....	81
Real estate settlement procedures.....	81
Condominiums.....	82
Federal Home Loan Bank board actions affecting housing finance.....	83
Federal Reserve Board actions affecting housing finance.....	84
Federal housing studies.....	84
Housing goals report.....	85
Mini-economic summit on housing.....	86
State housing developments.....	86
Issues.....	89
Chapter V. Improving the Environment.....	90
Introduction.....	90
Energy and growth.....	90
New organizational approaches.....	90
Project Independence.....	92
Offshore development related to energy.....	94
Surface mining.....	96
State actions on energy.....	97
Land-use planning assistance.....	99
Land-use planning requirements in flood control legislation.....	100
Executive branch land use organization.....	101
State land use actions.....	101
Housing and Community Development Act of 1974.....	102
Environmental impact statements.....	103
Water pollution control.....	105
Court actions on water pollution control.....	105
Air quality: Implementation.....	106
Court actions on air quality.....	107
Solid waste.....	109
State solid waste activities.....	109
Open space and recreation facilities.....	111
Issues in improving the environment.....	112

IX

	Page
Chapter VI. Improving Government Capability	114
Introduction	114
Improving Federal policymaking machinery	115
Congressional initiatives	115
The Congressional Budget and Impoundment Control Act	115
Committee reform amendments of 1974	117
Intergovernmental consultation	118
National Commission on Supplies and Shortages	118
Procurement policies	118
Forest and Rangeland Renewable Resources Planning Act	119
Executive branch initiatives	120
Management by objective	120
General and special revenue sharing	122
General Accounting Office report	123
Revenue sharing and civil rights	124
Evaluations of revenue sharing	125
Grant consolidation	127
Federal grant administration	128
Simplification of administrative requirements for Federal grants	128
Standard Federal regions and Federal regional councils	130
State and local capability	131
Planning assistance	132
Intergovernmental personnel activities	135
Capacity building programs	137
Technical assistance	138
Modernization of State government	139
State futures commissions	139
Reorganization of State government	141
Local government modernization	143
Pending issues related to government capability	146
Conclusion	149
Appendixes:	
A. Urban Growth and New Community Development (Public Law 91-609, Title VII)	153
B. Rural Development (Public Law 91-524, Title IX)	156
C. Federal Research in Progress	158
D. Selected Annotated Bibliography of 1974 Literature	200

INTRODUCTION

Why have a national strategy governing urban and rural growth and development? The concept of national growth policies does not go back very far and the reasons for having such policies have not always been well articulated. Recent debate, however, tends to include the following kinds of arguments: There is a belief that some metropolitan areas are becoming too large to manage. Diseconomies with respect to environmental impact and the efficiency by which public services can be provided are correlated with increased size. There has been little overt public policy response to the needs of the millions of people who have been caught up in major long-term migrations due to technological, economic and social change. A related concern is the depopulation of major regions of the country with resultant adverse impacts on those who remain and a significant waste in community infrastructure. Finally, there is oft documented concern that Federal policies and programs having significant development and population distribution impacts often work at cross purposes with each other and with separately derived State, local and private activities.

The basic purpose of this report is to relate Federal and State actions that took place in 1974 to the national urban and rural development objectives set forth by Congress. It is hoped that this report will contribute to future national growth deliberations by providing a framework for the analysis of specific developments. These national growth policy objectives were formally recognized by Congress in 1970 with the passage of two landmark bills—the Housing and Urban Development Act of 1970 (P.L. 91-609) and the Agricultural Act of 1970 (P.L. 91-524).

Title VII of the Housing and Urban Development Act provided for the development of a national urban growth policy to encourage and support the proper growth and development of States, metropolitan areas, cities, towns, and counties. In a complementary declaration of national policy, Title IX of the Agricultural Act committed Congress to establishing a sound balance between rural and urban America. The Housing Act also required submission by the President of a biennial report on national growth describing the major trends and developments in national growth and summarizing resulting problems; assessing the effects of public actions on meeting such problems and carrying out national growth policy; and last, but not least, recommending programs and policies for such basic national goals as prosperity, equity and environmental quality. The texts of these two Acts are printed herein at Appendix A and B.

The following chapters report on major Federal and State actions in 1974 with implications for national growth and development and reveal a growing recognition and sensitivity to the many policies and programs that affect the development of a national growth policy.

At the Federal level alone, significant legislation adopted includes: The National Health Planning and Resources Development and Health Facilities Assistance Act; The Elementary and Secondary

Education Amendments; The Housing and Community Development Act; The National Mass Transportation Assistance Act; Highway Act Amendments; The Emergency Jobs and Unemployment Assistance Act; The Disaster Relief Act of 1974; The Headstart, Economic Opportunity, and Community Partnership Act of 1974; The Emergency Home Purchase Assistance Act; The Congressional Budget and Impoundment Control Act; The Joint Funding Simplification Act; and The Forest and Rangeland Renewable Resources Planning Act.

In order to develop and utilize a framework for the analysis of growth policies, this report (a) defines manageable components of national growth policy; (b) identifies specific Federal legislative and Executive Branch actions in 1974 within each component; (c) reports on a variety of innovative State growth policies, strategies and implementation actions and the increasingly significant court decisions affecting patterns of urbanization; (d) attempts to relate to each other and to a national growth policy both Federal and State development in such distinct but inextricably linked policy areas as health, housing, education, transportation, rural development, the environment, and the management capability of governments; and (e) identifies current unresolved public policy issues likely to be dealt with in 1975 and in subsequent years.

To assist in meeting the report's basic purposes, a select annotated list of research projects underway in 1974 relating to the identified elements of national growth policy is included at Appendix C. This listing of Federally sponsored major research was derived from the data base maintained by the Smithsonian Institution's Science Information Exchange. It has been included to document the specific subjects relating to national growth policy now receiving research attention and to assist those interested in pursuing research on the problems of national growth policy by identifying persons and institutions already active in the field.

As an additional supplement to the main report, a selected annotated bibliography of literature published in 1974 relating to national growth and its elements has been included (Appendix D). This bibliography was drawn from the data base maintained by the Library Services Division of the Congressional Research Service. These citations should also be of assistance to those interested in further research on national growth.

In order to provide continuity with three previous reports on the development of a national growth policy, the following eight components of national growth policy, as identified in the Housing and Urban Development Act of 1970, have been used to define and organize 1974 actions relating to such a policy:

- (1) Favor patterns of urbanization and economic development and stabilization which offer a range of alternative locations and encourage the wise and balanced use of physical and human resources in metropolitan and urban regions as well as in smaller urban places which have a potential for accelerated growth;
- (2) Foster the continued economic strength of all parts of the United States, including central cities, suburbs, smaller communities, local neighborhoods, and rural areas;
- (3) Help reverse trends of migration and physical growth which reinforce disparities among States, regions, and cities;

(4) Treat comprehensively the problems of poverty and employment (including the erosion of tax bases and the need for better community services and job opportunities) which are associated with disorderly urbanization and rural decline;

(5) Develop means to encourage good housing for all Americans without regard to race or creed;

(6) Refine the role of the Federal government in revitalizing existing communities and encouraging planned, large-scale urban and new community development;

(7) Strengthen the capacity of general government institutions to contribute to balanced urban growth and stabilization; and

(8) Facilitate increased coordination in the administration of Federal programs to encourage desirable patterns of urban growth and stabilization, the prudent use of natural resources, and the protection of the physical environment.¹

For the purposes of this report, these eight components have been consolidated into six chapters: Effective areawide planning and delivery of services; Rural development and economic growth; Renewing old communities and creating new communities; Toward a decent home; Improving the environment; and Expanding government capability.

Within each of these chapters, the Federal developments reported include laws enacted, significant legislation receiving attention during the year and considered likely to be passed in 1975, major actions taken by the Executive Branch, and major Congressional and Executive reports and hearings. For State activities, only laws enacted during the year are reported, and emphasis is given to particularly innovative approaches that may have application in other States or at the Federal level. The court decisions included in each chapter have been selected to represent the impact of the judicial branch of government on the development of national growth policy and are indicative of the wide range of court decisions affecting the subjects discussed in the chapter.

Chapter I discusses the use of areawide and metropolitan approaches to improve the planning and delivery of services and the allocation and use of resources. The Federal Government has long played a significant, though intermittent, role in encouraging many of the goals of areawide decisionmaking. Achieving economies of scale in these areas has been brought about through planning assistance and planning requirements, financial incentives for areawide approaches and encouragement of joint performance. Among the developments covered in this 1974 report are the enactments of legislation which promote areawide approaches in health planning and resources development, social services, and community development planning as well as the implementation of previously enacted legislation providing for services to older Americans and comprehensive manpower aid consolidation. The Mass Transportation Act and the Highway Act Amendments are reported as are new 1974 urban transportation planning regulations, the annual report on urban transportation policies and State and

¹ U.S. Congress, Senate. *Toward a National Growth Policy: Federal and State Developments in 1973*. Washington, U.S. Govt. Print. Off., 1974 (93rd Congress, 2d session. Senate. Document No. 93-19) 376 p.; U.S. Congress, Senate. *Toward a National Growth Policy: Federal and State Developments in 1972*. Washington, U.S. Govt. Print. Off., 1973 (93rd Congress, 1st session. Senate. Document No. 93-19) 249 p.; and U.S. Congress, Senate. *Committee on Government Operations. Toward a National Growth and Development Policy: Legislative and Executive Actions in 1970 and 1971*. (Committee print) Washington, U.S. Govt. Print. Off., 1972. 172 p.

court actions affecting transportation in metropolitan areas. Areawide waste treatment planning and management was mandated by the Federal Water Pollution Control Act of 1972, and 1974 efforts to implement this legislation are described. One of the most difficult issues regarding areawide growth policies is the problem of reconciling the goal of equal access to quality public services with the goal of maintaining stable communities by instituting no growth or slow growth policies. Chapter I details 1974 legislative and judicial actions designed to attain the former goal and describes the growing court role in the difficult reconciliation process. A final section describes State actions to encourage areawide planning and management.

Chapter II covers actions to foster rural development and economic growth and to reverse trends of migration that reinforce the disparities among regions. The static areas of rural America need nonfarm employment opportunities and investments in community infrastructure if current trends in economic development and migration are to be reversed. Federal actions highlighted in this chapter include administration proposals for redirecting the Economic Development Administration's depressed area assistance program, and the subsequent enactment by Congress of the Economic Adjustment Act of 1974 and the Emergency Job and Unemployment Assistance Act of 1974. Finally, the chapter describes results of oversight hearings concerning implementation of the Rural Development Act of 1972 and highlights the impact of the energy crisis on rural areas.

Chapter III of the report discusses revitalizing existing central cities and encouraging the development of new communities. Re-development and renewal of existing communities and support for new communities can positively influence desirable growth trends and improve the quality of life for central cities, suburbs, and rural areas. Subjects examined include the community development provisions of the long anticipated Housing and Community Development Act of 1974, oversight in implementing the Uniform Relocation Act, the Disaster Relief Act of 1974, the Fire Prevention and Control Act, revision of Social Service regulations, enactment of Economic Opportunity and Community Partnership Act of 1974, and HUD and GAO evaluations of the New Communities programs.

Chapter IV reviews a range of proposals and actions to provide decent housing throughout the nation. Housing policy is a multifaceted area that must address itself to providing housing for all income groups in all regions of the country, striking a balance between additional production and preservation, replacing substandard housing, and providing maximum discretion to low and moderate income families to participate in the housing market. The chapter describes the consolidation and fundamental restructuring of the low and moderate income housing assistance programs, the Emergency Home Purchase Assistance Act, the Settlement Procedures Act and significant administrative developments related to condominiums, national housing goals and equal opportunity in housing.

Chapter V identifies actions proposed and taken to protect the community environment through improving air and water quality, proper use of critical and valuable land resources, and efficient and effective use of increasingly limited energy resources. Specific actions taken or considered in 1974 include new organizational approaches

for dealing with energy, and status reports on legislative proposals for strip mining, land use planning assistance, and solid waste. Efforts to implement previously legislated air quality standards ran head-on into the energy crisis, and the resulting conflicts and resolutions are described.

Chapter VI examines progress in strengthening the capacity of Federal, State and local governments to manage the problems of national growth. This crucial element is concerned with improving public sector capability to direct community development into more equitable and less costly forms. Specific legislation enacted to improve Federal policy-making includes the Congressional Budget and Impoundment Control Act and the Joint Funding Simplification Act. Progress is reported on monitoring general and special revenue sharing legislation, simplification of Federal grant administration and Federal aids to improve the capability of State and local governments to manage growth and development programs, including planning assistance, personnel administration and State and local government modernization.

Before describing specific developments in 1974, it may be worthwhile to comment on the reports on national growth submitted by the President, since these are expected to be the most explicit vehicles for evaluating national policies regarding urban and rural growth policy. The 1972 report established as a cautionary premise that "... no single policy, nor even a single coordinated set of policies can remedy or even significantly ameliorate all of our ills." The report was criticized for avoiding the congressional intent that new policies and programs be proposed for coordinating Federal efforts having a significant and frequently conflicting impact on urban growth. Others observed that the report's emphasis on the need for an inter-governmental growth strategy, rather than a predominantly Federal policy, was fundamental and appropriate.

The main hope in 1974 for a comprehensive approach to dealing with future growth and the quality of community life again rested with the President's 1974 report on national growth. However, the report submitted to Congress in December, 1974, was found to be even less advocative than the 1972 report with respect to specific legislative policies and programs. The 1974 report contained a similar "New Federalism" premise that growth policy formulation in a democracy is a slow and deliberate process that must take into account both the fundamental rights of individuals and the values of our private enterprise system.

The Report identifies Federal program impacts and some impending changes in our national demographic structure that pose questions for future policy. It summarizes a number of noteworthy State, local and regional actions taken with respect to urban growth. The conclusions in the 1974 report may be summarized as follows:

FOR THE NATIONAL LEVEL

The Domestic Council is continuing to assess ways in which the Executive Branch can improve policy and program coordination. There appears to be a growing awareness that just as there is a need for better coordination and consideration of legislation

by the Executive Branch, Congress should continue its efforts toward developing, by whatever mechanisms it judges suitable, procedures affording a more coordinated Congressional approach to consideration of legislation which involves assessing relative priorities of policies and the interrelationships of programs, especially in view of potential impact on patterns of growth.

Both the Executive Branch and the Congress should work toward simplification and improvement of the system of Federal planning assistance programs as a means toward improving coordination of State and local functional plans with State and locally determined growth policies.

Planning is only a first step toward action. Accordingly, in addition to reforming Federal planning assistance, it is time for Federal assistance programs to give increased attention to supporting the basic capacity of local officials to develop community programs and implement and evaluate them. An important Federal policy must therefore be to improve and expand public sector skills in budgeting and finance, information systems, public program administration, and the techniques of economic growth analysis. Improved graduate and undergraduate curricula in public administration are needed.

FOR THE MULTISTATE LEVEL

In order to avoid the uncoordinated proliferation of multistate planning and coordination organizations, consideration should be given to the alternative of expanding the role of the Federal Regional Councils and establishing mechanisms to work with the States within each Federal region in support of State initiatives for multistate planning and coordination.

FOR THE STATE AND LOCAL LEVELS

States and localities are also encouraged to work toward strengthening multi-jurisdictional "umbrella" agencies, giving them the ability to bring under control a proliferation of specialized planning and services districts.²

This is an excellent agenda, but these goals are not likely to be carried out without some new specific legislative proposals. In lieu of action recommendations the report ends with a series of questions. As communities seek to guide growth, what balance will be reached between individual rights and community rights? Will continued growth in coastal areas result in deterioration of the quality of life through environmental overload and population congestion? Should public policy encourage rural growth beyond what normal economic development would cause? What broad locational housing choices will future families make? How does population growth affect the standard of living? Perhaps asking the right question is the beginning of wisdom, but these questions have been asked before and it may be reasonable at this time to expect a sense of direction and goals for the various elements of national urban and rural growth policy.

² U.S. Dept. of Housing and Urban Development, Fact Sheet; Second Biennial Report on National Growth and Development, December 16, 1974, 3 p.

CHAPTER I. EFFECTIVE AREAWIDE PLANNING AND DELIVERY OF SERVICES

INTRODUCTION

The responsibility for governance in almost every one of the metropolitan areas in the United States currently involves a half dozen or more levels of government—the Federal government; a State government; one or more special districts; one or more county governments; cities and towns; and special districts that lie within or cut across city or county boundaries. Paradoxically, there is wide recognition and almost total lack of response in the United States to the reality that local units of government as they are currently organized have great difficulty in coping efficiently or equitably with the increasingly complex problems faced by most metropolitan areas, including those problems related to growth. According to one observer, "This particular American Institution flies in the face of the contemporary European experience where sweeping reorganization and streamlining is now going on."¹

There have been intermittent and increasingly persistent Federal and State attempts to fill the vacuum in governing capacity at the metropolitan level. Federal agencies have encouraged the development of institutions capable of planning and delivering various services in metropolitan areas in a coordinated, orderly way. The Office of Management and Budget in the Executive Office of the President supports a metropolitan planning and review capacity through the A-95 process, and Federal legislation and guidelines support or require areawide approaches to services ranging from health delivery to water resources planning. Beginning with the Clean Air Amendments of 1970, the Federal Government has moved to a preemptive approach rather than relying completely upon State and local governmental action encouraged by the "bribe" of Federal grants-in-aid to meet metropolitan service needs. Direct Federal action to protect the urban environment has been made a national policy, and explicit dates for adoption of standards and abatement plans by States are being established with the threat of the imposition of Federal standards if State and local action is not deemed sufficient.

Despite years of effort, however, the metropolitan problem has not been solved. The reasons for this may be more emotional than rational:

Political creations, once established, become realities in their own right. They are genuine powers in our social life no matter how "imaginary" our boundary lines may be in the eyes of nature. Our social habits resist change as powerfully as the realities of growth and development force it upon us. No matter if our townships or counties prove too small or thinly populated to meet their obligations, we are anxious to preserve them because of what they represent.

¹ U.S. Department of Housing and Urban Development, *Urban Innovation in the United States and Abroad*, HUD International Information Series, No. 31, Dec. 1974: 2.

As a result, the adjustment of our public organizations to the needs of modern America have been incremental and, in the judgment of many, not always adequate to the task.²

While 1974 did not bring forth the final solution to the creation of viable areawide institutions, the trend toward the areawide approach did continue. Newly enacted Federal legislation supports the creation of metropolitan or areawide mechanisms in at least five major program areas: mass transit, health planning resources development, community development, education for the handicapped, and social services. Federal agencies proceeded to implement previously enacted legislation establishing areawide approaches to services for older Americans, water quality planning, and manpower development. In addition, at least two States took significant action to strengthen sub-State districts, and there were a number of important court decisions related to local attempts to control growth in a regional context.

SOCIAL SERVICES

Health Planning and Resources Development

In December 1974, the Congress approved the National Health Planning and Resources Development Act of 1974, and the President signed the Act on January 4, 1975 (P.L. 93-641). This Act establishes a new three year, nationwide Federal, State and areawide system of health planning and resource development programs. The bill authorizes \$1.17 billion over three years and replaces four existing program authorities (Comprehensive Health Planning, Regional Medical Programs, Hill-Burton, and Experimental Health Services Delivery Systems.)

The new Act creates a network of health systems, areas and agencies throughout the country. Health service areas are to be geographic regions appropriate for the effective planning and development of health services, determined on the basis of factors including population and the availability of resources to provide all necessary health services for residents of the area. To the extent practicable the area should include at least one center for the provision of specialized health services. The maximum population which a health service area may encompass is 3 million except in areas which include a Standard Metropolitan Statistical Area (SMSA) of more than 3 million. The minimum population size for an area is 500,000 except that it may go down to 200,000 in unusual circumstances. To the maximum extent feasible, the area should be coordinated with other relevant existing geographic areas including Professional Standards Review Organization³ areas and existing regional planning and State planning and administrative areas.

The legislation further specifies that the boundaries shall be established so as to recognize the differences in health planning and resources development needs between nonmetropolitan and metro-

² U.S. Congress. House Committee on Public Works. Science Advisory Panel. A National Public Works Investment Policy; Task Force Reports. (Committee Print) Washington, U.S. Govt. Print. Office, 1974. p. 32.

³ Professional Standard Review Organizations (PSRO's) are local physician-sponsored organizations, established under the Social Security Act, which are responsible for the review of services provided under the Medicare and Medicaid programs.

politan areas and so that any economic or geographic barrier to receipt of services in nonmetropolitan areas is taken into account.

The boundaries of health service areas are generally to conform to those of existing 314(b) comprehensive health planning agencies if the areas encompassed by these agencies meet the designation requirements. At the same time, each SMSA is to be entirely contained within the boundaries of one health service area, except if the Governor of each State in which an SMSA is located determines otherwise, with the Secretary's approval.

A network of health systems agencies to serve geographic regions appropriate for the development of health services will be organized throughout the country as designated by the Governors of the States. A health systems agency may be either a non-profit private corporation or a public entity. On approval by the Secretary of Health, Education, and Welfare, these health systems agencies are required to:

- Gather and analyze suitable data;

- Establish health systems plans (goals) and annual implementation plans (objectives and priorities);

- Provide either technical and/or limited financial assistance to people seeking to implement provisions of the plans;

- Coordinate activities with PSRO's and other appropriate planning and regulatory entities;

- Review and approve or disapprove applications for Federal funds for health programs within the area;

- Assist States in reviewing existing institutional health services offered with respect to the appropriateness of such services; and

- Annually recommend to States projects for the modernization, construction, and conversion of medical facilities in the area.

A public entity may be either a single unit of general local government if its area of jurisdiction is identical to that of the applicable health service area or a public regional planning body which has a planning area identical to the health service area and either has a governing board (the majority of whom are elected local officials) or is authorized by State law (in effect prior to enactment) to carry out requisite health planning and review functions.

The legislation also provides area health service planning grants. These funds (\$60 million in FY 1975, \$90 million in 1976, and \$125 million in 1977) permit the health systems agencies in each designated area to make grants to or enter into contract with public and non-profit private entities to assist them in planning and developing projects and programs which the agency determines are necessary for the achievement of the health systems described in its plan.

In April 1974, the General Accounting Office published an evaluation of the implementation of Sections 314(a) and (b) of the Public Health Service Act, which sought to promote the most effective and efficient use of existing and future health resources in meeting the health needs of the American people by establishing State and areawide comprehensive health planning agencies to undertake comprehensive and

continuing health planning.⁴ Among other things, GAO reviewed the work of two areawide agencies in each of three States: California, Maryland, and Ohio. The report showed that as of February 1973, 194 areawide agencies were participating in the program. More than 70 percent of the Nation's population was being served by areawide comprehensive health planning agencies, or by State-assisted councils. The following types of organizations were performing comprehensive health planning at the areawide level:

Organization:	<i>Number of agencies</i>
Nonprofit private corporation.....	150
Economic development district.....	17
Councils of government.....	8
Local governments.....	3
Regional commissions.....	16
State-assisted local councils.....	4

GAO found that the CHP agencies have had beneficial impact on the health care delivery system, mostly by:

Fulfilling responsibilities to review and comment on Federally financed projects for delivery of health services;

Performing review and approval functions for health facility construction; and

Reacting to health problems brought to their attention by various sources rather than through a systematic planning process.

The GAO review found the following problems in the implementation of the Act: sources of local matching funds and difficulties in raising the required amounts; lack of staff; selection and participation of volunteers in planning activities; geographic makeup of planning areas; establishing proper relationships between State and areawide agencies; performance of control functions without sound criteria and systematic procedures; agencies not being given opportunities to review and comment on proposed Federal health projects; shortcomings in data bases available to State and areawide agencies; lack of an implementation process for developed recommendations. The CHP agencies were abolished by the National Health Planning and Resources Development Act of 1974, and will be replaced by new Health Systems Agencies.

At least two States adopted areawide approaches to health programs in 1974. The Connecticut General Assembly provided for a coordinated regional system for the delivery of emergency medical services throughout the State.⁵ Another 1974 Connecticut Act requires the Commissioner of Mental Health to designate mental health service regions within the State, and to appoint a regional mental health services director for each region.⁶ In West Virginia, the Marshall University Medical School Demonstration Project will utilize existing community hospital facilities for medical education, rather than building extensive new facilities. The hospitals, in turn, will serve as regional health care facilities.

⁴ U.S. General Accounting Office. *Comprehensive Health Planning as Carried Out by State and Areawide Agencies in Three States. Report to the Congress by the Comptroller General of the United States.* [Washington] 1974 (B-164031 (2), April 18, 1974)

⁵ Connecticut, P.A. 305, Acts of 1974.

⁶ Connecticut, P.A. 224, Acts of 1974.

Social Services

The Social Services Amendments of 1974 (P.L. 93-647) consolidates previous Social Security laws and regulations authorizing social services directed toward the goals of: self-support; self-sufficiency; preventing or remedying neglect, abuse or exploitation of children and adults; preserving, rehabilitating or reuniting families; preventing or reducing inappropriate institutional care; services to individuals in institutional care. The States are given primary responsibility for deciding how to allocate social service monies in their States by type of service, category of persons and *geographic areas*. They may also determine generally how and where the services are to be delivered.

The basic overall requirement of the States is to develop a Comprehensive Annual Services Program Plan in which the details of the State social service program must be specified and made available for public comment. The plan must state objectives; services to be provided; a description of planning, evaluating, and reporting activities; source of funding; administrative structure; estimated expenditures by type of service, category or recipient, and geographic area.

Although the law does not require the coordination of social services with other programs, it does require that the State plan include a description of how the provision of services under the program will be coordinated with the plan of the State for other programs under the Social Security Act and for related human services such as the aging, alcohol and drug abuse, public education, employment and manpower, etc.

Proposed regulations drawn up by the Department of Health, Education and Welfare to implement the Act include the following references to availability of services by geographic area and to planning:⁷

For the purpose of delivering services described in the services plan, the State agency may divide the State into geographic areas. *Geographic area* means any identifiable area encompassed within the State so long as every political subdivision of the State, including Indian reservations, is a part of one or more such areas. The services plan shall describe the geographic areas.

The description of planning in the services plan shall include at least: the relationship of planning to the State budget process and the legislative cycle; coordination with and input from other State, regional or local planning organizations; how the needs assessment was considered in the planning process; how services resources in the State were inventoried, gaps identified, and plans made to fill the gaps; and procedures used to establish priorities and set objectives for the program.

In recent years, there has been increasing interest at the State level in the concept of human services integration, which is designed to provide a complete array of services to those who need them, with minimum barriers occasioned by professional, programmatic, locational, and organizational differences. In some cases, this objective is carried out by various sub-State regional bodies. A recent survey of State attempts to implement human services integration⁸ found two types of regions: those organized for integrated service delivery and those organized for coordinated administration. This survey, which

⁷ 40 Federal Register 228, April 14, 1975.

⁸ The Council of State Governments, *Human Services Integration: State Functions in Implementation*. Lexington, Ky., 1974. 77 p.

covered 20 States, found that the majority of the States had no agencywide regional network. Three States—Arizona, Georgia, and Washington—have established regional organizations for integrated administration, and three—Arkansas, Florida, and North Carolina—have regional organizations for coordinated administration. Minnesota, Oregon, and Utah are testing the concept through pilot projects.

In 1974, the Governor of North Carolina initiated an Intergovernmental Human Services Program for the State, to include the following programs: manpower, child development, family planning, aging, and nutrition. Participation in the program will be at the option of the governing boards of regional councils. When a board chooses to participate, the council staff will design a human services delivery system to be approved by the board and appropriate State agencies.

After the plan is approved, funds will be made available for the employment of a delivery system director and other support personnel to implement the plan. Should councils not exercise this option, the five programs will be administered in the region by the appropriate State agencies.

Community Development

The Housing and Community Development Act of 1974 (P.L. 93-383), described in more detail below, requires that local efforts be consistent with areawide planning and that the applications for community development funds go through an A-95 review by a regional and State clearinghouse.

Local governments, through their official council of governments or regional comprehensive planning agency, must be allowed the opportunity to review applications by other local governments in the region. The basis for comment on an application is its consistency with areawide development policies. Other comments can also be included, but under current implementation guidelines these are to be used for evaluative purposes only. The only basis for HUD to deny or delay an application for this program would be inconsistency with areawide development policies. In this first year of the program, 45 days are allowed for review and comment. Next year the time span is to be increased to the traditional 60 days.

Services to Older Americans

In fiscal year 1974, Federal grants to States for areawide programs of services to older persons were implemented in accordance with Title III of the Older Americans Comprehensive Services Amendments of 1973.

Prior to the Amendments in 1973, the Older Americans Act provided support for discrete services designed to respond to particular needs of older persons in scattered local communities. Under the 1969 Amendments, a program of Areawide Model Projects was initiated to test the viability of providing a network of coordinated services systems to serve older persons. The 1973 Amendments were designed to develop a national initiative directed toward providing comprehensive systems of services, which will coordinate available and potential services and resources on behalf of older persons. State agencies on aging conducted statewide surveys of their older popula-

tion to determine the concentration of older persons with the greatest social and economic need and to assess the availability of resources to meet the identified needs. As a result of these surveys, State agencies on aging designated 621 Planning and Service Areas (PSA) and in 1974 funded 412 Area Agencies on Aging within PSA's of highest priority to administer Area Plans for comprehensive and coordinated services for older persons:

Manpower Programs

Through the Comprehensive Employment and Training Act of 1973 (CETA) the major part of the responsibility for operating manpower programs nationwide has been shifted to the States and localities. Between December 1973 and June 1974, Federal activities were directed toward establishing criteria for determining eligibility of prime sponsors, developing application procedures, creating methods of approving grants and endorsing multijurisdictional agreements among program sponsors, and formulating and publishing Federal regulations.

Under Title I of CETA, which permits State and local government units to provide comprehensive manpower services in their respective jurisdictions, some 403 prime sponsors have been approved: 67 cities (25% of funds), 147 counties (12%), 136 consortia of local government units (27%), 49 "balance-of-State" sponsors (35%), and 4 rural Concentrated Employment Programs (CEP's).

The delivery of 10 percent bonuses to consortia of local governments that meet requirements under CETA regulations is the prime tool that the Department of Labor is currently using to foster regional cooperation. The number of consortia formed has far exceeded the Department's expectations (136 out of 403 local prime sponsors); additional consortia have also been formed in other state areas which are not reflected in this number. The Department's definition of a consortia contained in its republished regulations governing implementation of the act⁹ does not necessarily coincide with traditional substate district boundaries. To receive the 10 percent bonus only 75 percent of the labor market areas must be covered by the local governments forming the consortium.

At least three States acted in 1974 to develop regional approaches to programs for public and private manpower. The thirteen Colorado State planning regions will be used to develop a coordinated statewide career information system to provide Colorado citizens with a single source of accurate and current job opportunity information and to prevent duplication of effort and data by various agencies and educational institutions. Computer terminals are to be placed in the 13 regions to provide easy access to the information. The Florida Legislature established regional manpower planning districts to coordinate manpower planning with related social services, to identify regional needs, and to develop a regional manpower plan.¹⁰ In Utah, ten public jurisdictions in the Salt Lake City area created an intergovernmental personnel agency, which operated a joint job bank listing jobs with each participating government, and the State and Federal governments.

⁹ 39 Federal Register 41528, November 29, 1974.

¹⁰ Florida, H.B. 2894, Laws of 1974.

TRANSPORTATION

Building on the Federal Highway Act of 1973 which for the first time permitted States and urban areas to use trust fund revenues for mass transit purposes, Congress, in 1974, enacted legislation permitting use of Federal funds for mass transit operating subsidies. Urban Transportation Planning Regulations were issued to implement the 1973 Act. Finally, in 1974, the Highway Act was amended providing for certain urban and metropolitan transportation amenities.

Mass Transportation Assistance Act

The National Mass Transportation Assistance Act of 1974 (P.L. 93-503) authorizes the use of Federal funds for mass transit operating subsidies.

The Act, an amendment to the Urban Mass Transportation Act of 1964, provides for increased mass transit assistance and expands program authorizations from two to six years. It has two main funding provisions: A capital grants program of \$7.8 billion and a new formula grant program of \$3.975 billion. Funds from the formula grant program are to be available for 80% Federal financing of capital projects or 50% Federal funding to pay operating costs of public transit systems in cities of 50,000 or more.

The capital grants program is designed to provide 80% Federal aid in construction of urban mass transit facilities. However, up to one-half of these funds may be used to provide 50% Federal operating subsidies if State or local funds are available to complete the project for which the Federal funds were to have been used.

The allocation method for formula grant funding has also been altered. The original version of S. 386 based the distribution formula on revenue, passengers, and vehicle miles. This would have penalized those areas which may be in need of a transit system, but do not currently have an extensive system in existence. The new formula, based on 1970 population and population densities, is designed to reflect those areas with greatest need for mass transit.

No new transportation planning funds are authorized under the Act. However, the new law includes State governors as participants in the implementation of the planning requirements under the existing law. All projects approved under the existing capital grants program have had to be in compliance with regional comprehensive plans. However, the conference committee report noted that in many urbanized areas in the country, regional planning has not been coordinated with State transportation planning.

A new section has been added to the capital grant program which would provide for long term mass transit planning. Governors, along with local officials, are now required to develop long range plans to improve and coordinate all forms of transportation within urbanized areas, giving consideration to the probable effects on future development of urban areas, as a condition for receiving Federal funds.

In addition to requiring that local fund recipients submit program proposals, the Act requires that no project be undertaken in an urbanized area unless responsible public officials have been consulted and their views considered with respect to corridor, location and project design. "Responsible local officials" (sometimes referred to as,

and equivalent to, "appropriate local officials") are defined in the joint FHWA/UMTA regulations (analyzed below) as principal elected officials of general purpose local governments in urban areas of less than 50,000 population; and as principal elected officials of general purpose local governments acting through a metropolitan planning organization in urbanized areas of 200,000 or more population.

Urban Transportation Planning Regulations

In compliance with the Federal-Aid Highway Act of 1973, new rules for planning urban transportation improvements have been proposed by the Federal Highway Administration and the Urban Mass Transportation Administration as part of their comprehensive and cooperative transportation planning process.¹¹

The proposed regulations specify that UMTA capital assistance can be provided only upon a determination that the assistance is sought for carrying out a program for a unified urban transportation system as part of the comprehensively planned development of the urban area, combining the individual planning requirements of FHWA and UMTA, replacing several existing operating procedures for transportation planning, and defining the major elements of a planning work program.

The new regulations combine previously separate FHWA and UMTA policies and bring them into conformance with the 1973 Federal-Aid Highway Act. Several provisions of these regulations are also applicable to the 1974 National Mass Transportation Assistance Act. The 1973 Act earmarked \$200 million for bus mass transit starting in FY 1975 and an equal amount for rail service in FY 1976 as a part of the Federal-Aid Urban System.

A Metropolitan Planning Organization (MPO) is to be designated by the Governor of each State for each urban system to direct the transportation planning effort and to perform functions of the planning process specified below. The guidelines require that, to the extent feasible, the MPO jurisdictional boundaries and functions conform with A-95 State development districts and that, at a minimum, they cover the area likely to be urbanized during the long range forecast period.

Only one MPO is to be designated for each urban area and, if possible, it should be an organization performing A-95 clearinghouse functions. Provisions are to be made for representation of local general purpose governments on the MPO. The MPO is to be the focus for Federal funds and is to carry out three broad functions: it will execute the comprehensive, continuing planning process required by law, and within the process it will prepare two elements: the areawide transportation plan and the transportation improvement program.

The urban transportation plan is to be developed by the MPO in cooperation with the State. It should provide that the area's long range transportation needs are met in a manner that is consistent with overall economic, social, environmental and energy conservation goals and objectives. Consistency with long range land use plans and urban development objectives must be an integral objective of the plan.

¹¹ 39 Federal Register, November 8, 1974.

The 1973 Highway Act authorized an additional ½ percent of funds apportioned to States for the Federal-aid system, to supplement the 1½ percent continuing, comprehensive planning funds assistance previously provided for urban areas. For FY 75 this amounts to \$26.4 million. The proposed regulations would set forth procedures for distribution, matching and programming for these 80% Federal metropolitan transportation planning funds. Funds are to be apportioned to the States according to a formula which weighs urban population of each State relative to the urban population of the nation.

Highway Act Amendments

The major provisions of the Federal-Aid Highway Amendments of 1974 (P.L. 93-643) are directed to improving the rural primary road system with funds allocated on the basis of area, rural population, and off-system road mileage. Several provisions of the Act, however, are likely to make contributions to improving the metropolitan transportation system and urban lifestyles generally. A \$10 million Bikeway Demonstration Program is authorized for Fiscal Year 1976 for construction of bikeways. The existing Car Pooling Program is extended through 1975 with an authorization of \$7.5 million. Legislative encouragement is given to special efforts for planning, design, construction and operation of mass transit facilities to make easier its use by elderly and handicapped.

The Annual Report on Urban Transportation Policies

The Annual Joint Report of the Departments of Transportation and Housing and Urban Development on Urban Transportation Policies and Activities¹² included a message from the President which was transmitted to the Congress in August. The Report describes efforts underway to better integrate and coordinate all modes of transportation in urban areas with other physical and social programs, and to give greater participation to State and local governments in major decisions in the use of Federal programs affecting community development. Current activities are described in urban transportation planning; project implementation; and joint research and development. Future directions under consideration by the two Departments included such topics as:

- Coordination of Urban Transportation and Comprehensive Planning.
- Unified Transportation Improvement Programs.
- Metropolitan Planning Organizations.
- The 1974 National Transportation Study.
- New Communities.
- The BART Impact Program.
- Environmental Planning Methodology.
- Fuel Economy Technology.

¹² U.S. Department of Transportation. Annual Joint Report of the Departments of Transportation and Housing and Urban Development on Urban Transportation Policies and Activities; Message from the President of the United States Transmitting the Annual Joint Report. Washington, U.S. Govt. Print. Off., 1974. 40 p. (93rd Cong., 2d sess. House. Document no. 93-328).

State Action on Transportation

The energy crisis of 1974 generated widespread State action on and interest in one of the major energy users: transportation. These actions, for the most part, dealt with one or more of five aspects of transportation: authorization of the use of local tax revenues for mass transit, authorization for local organization for or operation of mass transit, State reorganization and study commissions to deal with transportation, State subsidies for mass transit, and authorization to local communities to utilize idle school buses for various transportation operations.

On June 4, 1974 voters in California approved a proposal to permit some State gasoline tax revenue to be used for the development of mass transit systems; a similar proposal was vetoed by Oregon voters. The Ohio Legislature authorized regional transit authorities and county transit boards to impose piggyback sales and use taxes and higher property taxes and to incur additional indebtedness and issue unvoted bonds.¹³ The Utah legislature authorized counties within a transit district to impose an additional sales tax levy of .25 percent to finance a no-fare transportation system, if the voters approve the new levy.¹⁴

Utah counties were also given permission to levy up to two mills in property taxes for public transportation, if the voters approve, and the Legislature directed that \$1 million from State liquor profits be used on a per capita basis to finance transit districts in cities and counties.¹⁵ The Washington Legislature authorized imposition of $\frac{1}{10}$ of 1 percent sales tax county wide, upon a favorable vote of the people, for purposes of operating a public transportation system under the supervision of a joint board of city and county officials.¹⁶

New local organizations for operating public transit systems were authorized by the legislatures of California, Oregon, Virginia, and Washington. California authorized counties to operate public transit services in unincorporated areas or, with the consent of a city, within that city.¹⁷ The Oregon legislature provided for the organization of transportation districts and authorizes them to develop and operate public transportation systems. The districts are authorized to assume by contract certain functions of cities and counties within the district.¹⁸ The Virginia General Assembly authorized these counties which are not members of a transportation district to create and operate a public transportation system and to contract with any contiguous locality to provide continuous service between the localities.¹⁹ In Washington, counties in which no metropolitan municipal corporation is operating a transit system may now create a county transit authority to provide public transportation.²⁰

The Iowa General Assembly created a State Department of Transportation, which has the responsibility for developing a comprehensive transportation policy and plan for the State within a period of

¹³ Ohio, S.B. 544, Laws of 1974.

¹⁴ Utah, Chapter 2, Laws of 1974.

¹⁵ Utah, Chapter 12, Laws of 1974.

¹⁶ Washington, H.B. 670, Laws of 1974.

¹⁷ California, S.B. 2411, Laws of 1974.

¹⁸ Oregon, S.B. 967, Laws of 1974.

¹⁹ Virginia, S.B. 335, Laws of 1974.

²⁰ Washington, H.B. 670, Laws of 1974.

four years.²¹ The new department consolidates the Highway, Public Transportation, Railroad, and Regulation and Safety Divisions. The Connecticut General Assembly created a Transportation Institute which will provide training in transportation technology and will formulate recommendations for the participation of the other New England states in transportation projects.²² In Indiana, a Mass Transportation Study Commission was created to develop recommendations for a comprehensive State mass transportation policy.²³ The Virginia General Assembly sought to give mass transportation a stronger position in the State by changing the State Highway Commission to the State Highway and Transportation Commission, and charging it with developing and coordinating a balanced transportation system.²⁴

At least six States, Illinois, Massachusetts, Michigan, Minnesota, New Hampshire, and New York increased State subsidies for the development or operation of mass transit systems.

The Illinois General Assembly enacted legislation which establishes an extensive program of operating subsidies for existing mass transit systems and creates a new program for public transportation in rural areas which presently have no service.²⁵ The legislation provides State funds to cover two-thirds of the estimated 1975 operating deficits of existing public transportation systems, at a cost of \$6 million. The law also provides \$1 million to establish new rural transit projects, which will be required to offer reduced or free fares for the elderly, disabled, and handicapped. In Michigan, an emergency transit law provided \$1.75 million to assist cities in rehabilitating older buses, buying used buses, and running park-and-ride programs.²⁶ Massachusetts adopted a \$92.5 million transportation aid bill. The Minnesota Supplemental Transit Aid Program Act of 1974 creates a program to provide State financial assistance to counties, municipalities, and legislatively established public transit authorities or commissions.²⁷ It also establishes a public transit demonstration program to demonstrate the effects of improving public transit service on reducing vehicular travel and meeting transportation needs at a minimal cost.

The New Hampshire General Court created a Public Utilities Commission with the power to acquire railroad properties within the State which are deemed to be necessary for continued and future railroad operations.²⁸ The Commission is authorized to work with Federal authorities, and it must have the approval of the Governor and the executive council before it may act. The 1974 New York Legislature adopted the first statewide program of operating grants for public transportation.²⁹ The legislation provides specific amounts for each of the five regional transportation authorities.

Several States acted in 1974 to authorize local communities to make use of school buses, which are idle most of the day, in developing mass

²¹ Iowa, S.F. 1141, Laws of 1974.

²² Connecticut, P.A. 323, Laws of 1974.

²³ Indiana, S.B. 90, Laws of 1974.

²⁴ Virginia, H.B. 667, Laws of 1974.

²⁵ Illinois, H.B. 2722, Laws of 1974.

²⁶ Michigan.

²⁷ Minnesota, CH. 534, Laws of 1974.

²⁸ New Hampshire, Ch. 49, Laws of 1974.

²⁹ New York, Ch. 118, Laws of 1974.

transit programs. In Kentucky, the General Assembly authorized the State Department of Human Resources to contract with local boards of education for the use of school buses to transport eligible elderly, handicapped, and other designated persons at times when the buses are not needed to transport students to or from school or school events.³⁰ New Mexico and Illinois also authorized the use of school buses for public transportation, under certain circumstances.

Court Action on Transportation

The United States Supreme Court has held that a city may impose a high tax on downtown parking garages as a way to relieve urban congestion and encourage the use of public transit.³¹

The operators of parking garages in the city of Pittsburgh, Pennsylvania, argued that the 20% tax on the gross receipts from parking automobiles in non-residential parking places were invalid under the Due Process Clause of the Fourteenth Amendment. Specifically, the operators argued that the tax was unduly burdensome upon their businesses.

The Court held, however, that a tax is not unconstitutional merely because it may render a business unprofitable or even threaten its existence. It is not the province of the courts to pass upon the reasonableness of a tax which is otherwise within the power of the government. Thus, in order to relieve urban congestion "(t)he City was constitutionally entitled to put the automobile parker to the choice of using other transportation or paying the increased tax."³²

AREAWIDE WASTE TREATMENT MANAGEMENT

Nineteen seventy-four was the second year of implementation of the landmark Federal Water Pollution Control Act of 1972. This was legislation of particular importance to area growth patterns for several reasons. It provided an extensive grant program to aid construction of municipal or areawide sewage treatment plants, a major factor in local growth. The 1972 Act also called for land-use planning procedures in order to minimize pollution effluents. These procedures are especially important to the growth patterns of urbanized or industrialized areas.

An areawide planning agency is to be designated by Governors for areas which, because of urban industrial concentrations or other factors, have substantial water quality control problems.³³ The agency must promulgate a plan according to guidelines in the Act which specify regulatory processes to be used, including a process to regulate location, modification and construction of any facilities within the planning area which may result in a discharge or an effluent in the area. The purpose is to prevent cumulative discharges from reaching an unacceptable level even if each discharge is within the limit set for that industry or facility.

In 1974, the Environmental Protection Agency began making designations and awarding grants under Section 208 of the Federal

³⁰ Kentucky, H.B. 469, Laws of 1974.

³¹ *City of Pittsburgh v. Alco Parking Corporation*, 417 U.S. 369 (1974).

³² 417 U.S. at 379.

³³ See Public Law 92-500, Sec. 208; 86 Stat. 839.

Water Pollution Control Act Amendments of 1972. Areas with substantial water quality problems resulting from urban-industrial concentrations or other factors may be designated. In each designated area, a single planning agency has up to three years to prepare an areawide waste treatment management plan. The primary goal of the plan is to assure that water quality within each 208 area provides for the protection and propagation of fish, shellfish, and wildlife and for recreation in and on the water.

In December 1974, EPA and HUD began preparing an interagency agreement to coordinate the preparation of 208 plans and land use elements developed under the HUD 701 program. The agreement will be signed in March 1975.

Progress in implementing the planning portion of the Act has been somewhat slow; EPA grants for planning development were authorized at \$100 million for 1974 but amounted to \$25 million. Interim grant regulations were issued in May.³⁴ As of December 31, 1974, twenty-seven areas and agencies had been designated to prepare 208 plans. Thirteen of these agencies had received grants totaling \$14.7 million. By the end of June, 1975, as many as 150 area and agency designations are expected to be made. Grants to these agencies could total approximately \$150 million.

AREAWIDE EQUITY AND GROWTH POLICIES

One of the classic problems in American metropolitan areas over the past years has been the marked disparity in the availability of, demand for, and ability to finance public services in the various jurisdictions of the area. While this disparity has traditionally been greatest between the central city and the surrounding suburbs, some of the older suburbs are now beginning to exhibit the problems of fiscal and physical decay which have been characteristic of many central cities. New tensions are developing in some areas where suburban jurisdictions have initiated no-growth or slow-growth policies designed to maintain the quality of life in their communities. These policies sometimes have the effect of denying to other citizens the right to move into areas where higher quality services are available. One solution to this problem is to equalize services throughout the metropolitan area, and a number of actions affecting this process were taken in 1974, particularly with regard to education and housing. The various growth policies were the subject of several significant court decisions as the courts have increasingly become the arena for settling the conflicting policies and attitudes toward growth and the provision of services.

Equitable Educational Opportunity

Two titles of the Education Amendments Act of 1974 (P.L. 93-380) contain provisions that could directly affect the development of inter-jurisdictional or regional educational institutions and programs. Title II, cited as the "Equal Educational Opportunities Act of 1974," delimits Federal efforts to desegregate public elementary and secondary school. The Title states among other things that the neighborhood is the appropriate basis for making public school assignments and that transportation of students is excessive when it creates risks to their

³⁴ 39 Federal Register 17201, May 13, 1974.

safety; disrupts the educational process; or impinges significantly on their educational opportunity. The Title lists the priority of remedies for a denial of the equal protection of the laws that a Federal court, department, or agency shall consider. The first remedies require that students be assigned "to the schools closest to their places of residence which provide the appropriate grade level and type of education for such students. . . ." Federal courts, departments, or agencies are forbidden from ordering "the implementation of a plan that would require the transportation of any student to a school other than the school closest or next closest to his place of residence. . . ." It declares that "the lines drawn by by a state, subdividing its territory into separate school districts, shall not be ignored or altered except where it is established that the lines were drawn for the purpose, and had the effect, of segregating children"

With one exception, Federal funds may not be used "for the transportation of students or teachers . . . in order to overcome racial imbalance in any school or school system. . . ." The actual impact of these provisions of Title II may be quite limited. For example, other provisions declare that all children in public schools are entitled to equal educational opportunity without regard to race, color, sex, or national origin, and that dual school systems deny to those students the equal protection of the laws guaranteed by the fourteenth amendment. Nor are the provisions of the title intended to modify or diminish the authority of the courts of the United States to enforce fully the fifth and fourteenth amendments to the Constitution of the United States. Educational agencies are expressly permitted to propose, adopt, require, and implement voluntary desegregation plans that are at variance with the standards set out in the Title, and it also permits Federal courts, departments, and agencies to approve the implementation of such plans. The part of the 1972 Act authorizing grants for integrated education parks is repealed by Title III.

Two parts of Title VI of the Education Amendments of 1974 more directly affect the development of regional education institutions and programs. The provisions of the 1972 Emergency School Aid Act which instructed the Assistant Secretary to reserve 5 per cent of the sums appropriated for that Act for purposes of metropolitan area projects is repealed. More positively, however, Title VI also amends the Education of the Handicapped Act by authorizing the U.S. Commissioner of Education to make grants and contracts for regional education programs for the deaf and other handicapped persons. The grants and contracts may be made with institutions of higher education, including junior and community colleges, vocational and technical, postsecondary, or adult education.

In making the grants or contracts the Commissioner is to give priority to programs serving multistate regional or large population centers, among other considerations.

The Report of the House Committee on Education and Labor noted that the proposed amendment would be "a logical extension of present Federal efforts to stimulate local, state, and regional programs and to provide further assistance with the operational costs of such programs." The Committee concluded this section of its report by stating:

It is intended that programs funded under this amendment be organized to the maximum extent possible to serve regional rather than single state areas in order

to maximize the number of individuals trained and minimize the duplication wherever possible.³⁵

State Action on Regional Education Services

Regional approaches to educational services, especially special services and programs, have been adopted in a number of States in recent years. For example, in 1974 the Iowa legislature abolished the State's 52 county school systems and replaced them with 15 regional units in order to provide special education and other services such as libraries and film services on a more uniform basis.³⁶ A recent report on sub-State regional educational service agencies indicates that from 1960 through July 1973, twenty-four States had established such agencies. The author makes the following observations with regard to the development of these agencies:

1. The use of mandatory legislation to create regional service units appears to be gaining in usage in recent years. That is, in four of the five states utilizing permissive legislation, action occurred prior to the close of 1965. Conversely, all six of the states utilizing the mandatory approach did so since 1965;

2. There appears to be some evidence that the geographic boundaries of regional units must adhere to the actual or approximate geographic boundaries established by the state, for the administration and operation of other state and federal programs;

3. While not widespread, there appears to be an increasing relationship between regional educational service agencies and other local and regional subdivisions and private and quasi-private social and welfare agencies. This increasing activity, where it exists, tends at present to be limited to joint regional planning and regional needs assessments and appears to be a direct outgrowth of the requirement that regional educational units and sub-state regions identified for state and federal programming be geographically coterminous;

4. While not significant, there appears to be increasing relationships between regional educational service agencies and institutions of higher education located in the same region. In one state, Texas, an organizational linkage is required thus promoting coordination between elementary-secondary education and post-high school education. In another state, Colorado, selected post-secondary institutions have recently been identified as eligible for membership in the regional service agency; and,

5. Finally, the participation of large core city local school districts in the programs and services of regional service units situated in metropolitan areas appears to be increasing. The impetus for this development appears to be related to increasing external incentives for their participation, particularly state and federal programming requirements.³⁷

Court Action on Equitable Educational Opportunity

One of the major recent developments in State government has been a series of court decisions relating to the equitable financing of public schools. Since educational support comes primarily from property tax revenues, the cases have centered on the equity questions involved in educational financing differences between rich and poor school districts.

The California legislature is under a court mandated, 6-year deadline to eliminate any significant school finance disparities, but the 1974 legislature was not able to agree on an acceptable remedy. Similarly,

³⁵ U.S. Congress, House, Committee on Education and Labor, Elementary and Secondary Education Amendments of 1974; report together with separate, dissenting, additional, and minority views pursuant to H.R. 69, 93rd Congress, 2d session, Washington, U.S. Govt. Print. Off., 1974. (93rd Congress, 2d session, House Report No. 93-805) 250 p.

³⁶ Iowa, Ch. 1172, Acts of 1974.

³⁷ Substate Regionalism in Education, ACIR Information Interchange Service, No. 74-4, June 1974: 8 p.

the 1974 New Jersey Legislature failed to meet a court ordered December 31, 1974 deadline for producing a school finance program that will meet the "thorough and efficient" standards prescribed by the State constitution. A 1974 Superior Court decision in Connecticut found that State's method for financing public education was in violation of both the education and the equal protection clauses of the State constitution. The ruling stated that:

The complaint about the present system is that the amount of money presently available for educating public school pupils in Connecticut is determined significantly by the town's grant list, which is totally unrelated to either the needs or wants of those pupils . . . To the extent that lack of local property tax money imposes . . . deficiencies [in educational programs] upon the pupils in one town to a substantially greater degree than upon the pupils in another town, the pupils in the former are being denied these educational advantages, because the present method of raising funds to provide for their education is not related to either their educational needs or their wants. . . . The evidence in this case is that, as a result of [the state delegated duty to one Connecticut town] without regard to [its] financial capabilities, pupils in [that town] receive an education that is in a substantial degree lower in both breadth and quality than that received by pupils in municipalities with a greater financial capability, even though there is no difference between the constitutional duty of the state to the children in [the town] and the constitutional duty of the state to the children in other towns. . . .³⁸

The Supreme Court decision in *Milliken v. Bradley*³⁹ is the latest in a series of cases dealing with the problems of school desegregation and busing. At issue in the *Milliken* case was the power of federal courts to order and implement "metropolitan-wide" relief in school desegregation cases.

The district court ordered state officials to submit desegregation plans encompassing the three county Detroit metropolitan area, following a finding that a Detroit city-only plan would be inadequate to accomplish desegregation in the city schools. The effect of the district court's decision was to mandate consolidation of the Detroit school system with the 53 suburban school districts in order to remedy unlawful segregation in the city schools. The Court of Appeals for the Sixth Circuit affirmed the district court's order.

The Supreme Court, in an opinion written by Chief Justice Burger, reversed the decision of the lower courts. While the Court did not dispute the district court's finding that the actions of the Detroit Board of Education had resulted in unlawful segregation, it disagreed with the lower court's use of a remedy which reached beyond the limits of the city itself. The Court held that a federal court may not impose a multi-district remedy for school segregation violations that originate in only one district.

The Court left open the situation where several school districts have operated a unitary segregated system or where school boundary lines have been drawn with the purpose of fostering racial segregation. In those situations the court would not preclude use of a metropolitan-wide desegregation plan to alleviate inter-district segregation.

The Chief Justice also expressed the view that to affirm the use of metropolitan-wide relief for single district segregation violations would have profound implications on the principle of local control over education. He stated that "no single tradition in public education

³⁸ *Horton v. Meskill*, Docket No. 185283 (Conn. Supr. Ct., Hartford County, December 26, 1974) appeal pending before Conn. Supr. Ct.

³⁹ 418 U.S. 717, 94 S. Ct. 1969 (1974).

is more deeply rooted than local control over operation of the schools; local autonomy has long been thought essential both to the maintenance of community concern and support for public schools and to quality of the educational process.”⁴⁰ Inter-district relief such as in *Milliken* “could disrupt and alter the structure of public education in Michigan . . . The District Court (would) become first, a *de facto* ‘legislative authority’ to resolve these complex questions, and then the school superintendent for the entire area. This is a task which few, if any, judges are qualified to perform and one which would deprive the people of control of schools through their elected representatives.”⁴¹

The Supreme Court remanded the *Milliken* case back to the district court with instructions to formulate an order which would eliminate segregation in the Detroit city schools, “a remedy which has been delayed since 1970.”⁴²

Access to Housing in Metropolitan Areas

Equal housing opportunity has two elements. One has to do with preventing and remedying discrimination in the availability of housing. Federal civil rights laws, for example, prohibit discrimination in the sale, rental, financing or marketing of housing and establish remedies for such discrimination. The other involves developing policies that assure widened housing opportunity by way of national growth and change. Thus, in Title VII of the Housing and Urban Development Act of 1970, Congress declared that the national urban growth policy should develop means to encourage good housing for all Americans without regard to race or creed. In 1974, developments took place affecting both elements.

In December 1974, the U.S. Civil Rights Commission published a detailed analysis and critique of Federal fair housing efforts to determine “how well the Federal Government has done its civil rights enforcement job . . .” in the period between 1972 and mid-1974.⁴³ The report concerned activities of the Department of Housing and Urban Development, Federal financial regulatory agencies, the Veterans Administration and the General Services Administration. General findings of the 361-page report included the conclusion that steps taken by Federal agencies with fair housing responsibilities have been “either superficial or incomplete and have had little impact on the country’s serious housing discrimination problem.”⁴⁴ HUD, the report charged, “has failed to provide adequate guidance to the other agencies, as mandated by Title VIII [of the 1968 civil rights law], despite their poor performances.”⁴⁵ At the same time, the report cited at least one perceived gap in Federal civil rights law: the 1968 fair housing statute’s authorization for HUD only to use methods of conference, conciliation and persuasion in instances where there is a refusal to comply with fair housing responsibilities.⁴⁶

⁴⁰ 418 U.S. at 741-742.

⁴¹ 418 U.S. at 743-744.

⁴² 418 U.S. at 753.

⁴³ U.S. Commission on Civil Rights. *The Federal Civil Rights Enforcement Effort 1974: Vol. 2 To Provide . . . For Fair Housing*. Report of the Commission, Dec. 1974.

⁴⁴ *Ibid.*, p. 328.

⁴⁵ *Ibid.*

⁴⁶ *Ibid.*

Earlier in the year, the Commission addressed the growth and development aspect of equal housing opportunity in its report on the suburbs. A major finding of this report was that "Minorities, particularly blacks, have been largely excluded from the development of the Nation's suburban areas."⁴⁷ Specifically recommended was Congressional enactment of legislation facilitating the establishment of metropolitan housing and community development agencies. Among other things, these agencies would develop plans governing the location of housing at all income levels throughout metropolitan areas. Such plans would help to assure that housing at various prices and rents would be accessible to centers of employment. Further, plans made by metropolitan agencies would be required to avoid the disproportionate concentration of lower-income housing in local areas.⁴⁸ The fear of such concentrations has, in the past, led to considerable opposition to Federally-aided housing activities, particularly in suburban areas.

A month after publication of this report, in August 1974, the Housing and Community Development Act of 1974 (P.L. 93-383) was enacted into law. While not incorporating the metropolitan agency proposal, the law contained requirements tying the provision of lower-income housing to local applications for community development block grant assistance. Under the law, communities applying for block grants submit housing assistance plans to assure that the housing needs of participating jurisdictions are being met along with local physical development needs. Among the goals sought by the new block grant program is the reduction of the isolation of income groups within communities and geographical areas.

At the end of 1974, on the eve of implementation of the 1974 Act it was not known to what extent the newly available Federal housing and community development assistance would contribute to the increased availability of housing for lower income families in suburban areas.

On September 19, 1974 a House Civil Rights and Constitutional Rights Subcommittee held hearings on equal housing opportunity. Among other things, this meeting touched on new civil rights responsibilities added by legislation in 1974, including HUD's enforcement of prohibitions against discrimination in housing.⁴⁹ The Subcommittee intended to pursue fair housing more extensively in 1975.

The National Committee Against Discrimination in Housing (NCDH) has published a handbook for citizens interested in helping to fashion local plans for Federal housing and community development assistance.⁵⁰ A large amount of such aid is newly available under the Housing and Community Development Act of 1974 (P.L. 93-383). The handbook is intended to encourage citizen participation in these new programs and to prevent funds under the Act from being spent without regard to equal opportunity. The booklet explains provisions of the law and tells how fair housing advocates can be effective in influencing local applications and required plans.

⁴⁷ U.S. Commission on Civil Rights. *Equal Opportunity in Suburbia*. Report of the Commission. July 1974. Washington, 1974, p. 67.

⁴⁸ *Ibid.*, p. 69.

⁴⁹ U.S. Congress. House. Committee on the Judiciary. *Equal Opportunity in Housing*. Hearings before the Subcommittee on Civil Rights and Constitutional Rights. 93rd Congress. 2d Session. September 19, 1974. Washington, U.S. Govt. Print. Off., 1974, p. 5.

⁵⁰ National Committee Against Discrimination in Housing. *Handbook for Citizen Fair Housing Advocacy under the Housing and Community Development Act of 1974*. Washington, 1974. 46 p.

While Federal laws and regulations play an important role in providing for equal access to housing, another partner in the Federal system—the State—also has a potentially significant role. According to one survey of State housing policies: “The control that states can exercise over local governments puts the states in an almost unique position to assure adequate considerations of regional concern in local government decisions.”⁵¹ State activities in regard to fair housing have taken three directions: (1) providing equal housing opportunity and freedom of choice through legislation prohibiting discrimination in housing on the basis of race, color, creed, national origin, sex, marital status, or age; (2) regulating the use of zoning powers by local communities in order to eliminate exclusionary zoning; and (3) formulating plans for a fair and equitable geographical distribution of low-income housing. To date, Massachusetts is the only State which has formulated a statewide fair share plan. The elements of such a plan might include:

(1) The adoption of a plan to equitably distribute the supply of low-income housing throughout a particular region on the basis of local fiscal capacity, employment opportunities, land availability, and existing supply of low- and moderate-income housing;

(2) A program of tax and other incentives to encourage local jurisdictions to join their neighboring communities in a fair share plan; and

(3) A policy of giving priority in the allocation of assistance from State housing finance agencies and urban development corporations to developments that conform to fair share plans.

While Congress and Federal agencies in 1974 took actions with implications for fair housing, the courts wrestled with a number of related issues. Federal and State courts have, on an ongoing basis, dealt with problems such as the meaning of constitutional provisions as they relate to housing and the precise definition of mandates set out in the law. For example, courts have been called on to clarify the meaning of “fair housing” and the “affirmative action” mandates of the 1968 civil rights law. Also, courts have been asked to rule on whether the actions of local jurisdictions excluding certain types of housing constitute permissible actions under State police power or whether such actions can be reversed as unreasonable and not in the public interest. In 1974, the National Committee Against Discrimination in Housing and the Urban Land Institute jointly published a study of exclusionary land use litigation. This report, among other things, contained brief summaries of salient Federal and State cases relevant to fair housing as well as an extensive research bibliography.⁵²

The construction of federally subsidized housing often depends upon the decisions of communities regarding zoning, building permits and hook-ups to sewer and water facilities. Local officials traditionally have considerable discretion in making land use decisions. However, numerous suits have been brought in recent years alleging that officials have abused their discretion by preventing the construction of federally subsidized housing within their community.

⁵¹ The Council of State Governments. *A Place to Live; Housing Policy in the States*. Lexington, Kentucky, 1974, p. 44.

⁵² National Committee Against Discrimination in Housing and the Urban Land Institute. *Fair Housing and Exclusionary Land Use; Historical Overview, Summary of Litigation and a Comment with Research Bibliography*. Published jointly by NCDH and ULI. (ULI Research Report 23) Washington, 1974. 72 p.

The success of such challenges has generally depended upon proof that racial discrimination was the purpose or effect of the decision to exclude minority housing. Hence the case law in this area is far from settled. Recent cases have varied widely as to what specific decisions of local officials will be considered unlawfully discriminatory in violation of the Fourteenth Amendment.

In some cases courts have held minority plaintiffs failed to show that local officials purposefully discriminated against racial minorities as distinguished from the underprivileged generally.⁵³ One court stated this proof requirement as follows:⁵⁴

(I)t appears that in housing, for a racially discriminatory effect to be found, there must be some showing that a policy or activity which has a racially discriminatory effect results from a prior pattern of discrimination or that such policies affect only racial minorities.

In addition a circuit court has held that the Housing Act of 1937⁵⁵ does not require that local governments accept low-rent public housing under Federal programs.⁵⁶ The court found "no basis to infer discrimination on the part of a municipality for doing what it has a lawful right to do under the express provisions of the Housing Act."⁵⁷

However, in another line of cases courts have inferred racial discrimination in various local decisions to exclude minority housing projects. Where an association of minority migrant workers was denied use of a city's water and sewer facilities for their proposed subsidized housing project adjacent to the city's boundaries, the court held that the denial was racially discriminatory.⁵⁸

The court noted that "while a city may have no obligation in the first instance to provide services to anyone outside its geographical limits, once it begins to do so it must do so in a racially non-discriminatory manner."⁵⁹ The court found evidence that the city's refusal of permits for the minority association was based solely upon a desire to exclude such groups from the area.

In another case, one which has been in the courts for several years, the Eighth Circuit Court of Appeals held that the zoning out of a proposed public housing project by the newly incorporated city of Black Jack, Missouri, constituted a pattern and practice of racial discrimination.⁶⁰ The reasons given by the city for the zoning included road and traffic control, prevention of overcrowding of schools, and prevention of devaluation of adjacent single-family homes. The court determined that the city's reasons did not justify the exclusion of housing opportunities for minority groups.

The final resolution of the above cases will aid in defining more clearly the policies and practices of local communities which uncon-

⁵³ See *Metropolitan Housing Development Corporation v. Village of Arlington Heights*, 373 F. Supp. 208 (N.D. Ill. 1974), appeal pending; *Acevedo v. Nassau County*, 500 F. 2d 1078 (2d Cir. 1974); *Ybarra v. Town of Los Altos Hills*, 503 F. 2d 250 (9th Cir. 1974).

⁵⁴ *Citizens Committee for Faraday Wood v. Lindsay*, 362 F. Supp. at 651, (S.D.N.Y. 1973), affirmed, 507 F. 2d 1065 (2d Cir. 1974).

⁵⁵ 42 U.S.C. 1401 et seq.

⁵⁶ *Mahaley v. Cuyahoga Metropolitan Housing Authority*, 500 F. 2d 1087 (6th Cir. 1974). But see *Cornelius v. City of Parma*, 374 F. Supp. 730 (N.D. Ohio 1974), where a court held that a city's use of the referendum procedure was discriminatory. See also *Fletcher v. Housing Authority of Louisville*, 491 F. 2d 793 (6th Cir. 1974).

⁵⁷ 500 F. 2d at 1092.

⁵⁸ *United Farm Workers of Florida Housing Project v. City of Delray Beach*, 493 F. 2d 799 (5th Cir. 1974).

⁵⁹ 493 F. 2d at 808.

⁶⁰ *United States v. City of Black Jack, Missouri*, 372 F. Supp. 319 (E.D. Mo. 1974), reversed, Nos. 74-1345 and 74-1348, 8th Cir., December 27, 1974. See also *Joseph Skillken and Company v. City of Toledo*, 380 F. Supp. 228 (N.D. Ohio 1974), appeal pending; *Williams v. Mathews Company*, 499 F. 2d 819 (8th Cir. 1974).

stitutionally interfere with the construction of public housing federally subsidized programs. Even where public housing is permitted within a community the housing may be confined to certain areas so as to maintain patterns of residential separation of races. Such site selection policies have been the subject of two related cases, initiated more than seven years ago.

Both of these significant cases concern suits by black tenants and applicants for public housing against the Chicago Housing Authority (CHA). The plaintiffs charged that the CHA intentionally maintained existing patterns of separation of races by locating public housing units disproportionately in black neighborhoods and by assigning tenants on a racial basis.

In one case,⁶¹ the Seventh Circuit Court of Appeals affirmed a district court order which required the CHA to begin acquiring real estate for housing projects even without City Council approval (required by Illinois statute) since the City Council had not held any hearings on real estate acquisition in over a year. In the other case,⁶² the same circuit court held that a plan to remedy the racially discriminatory public housing system in the city of Chicago must include the entire metropolitan area. The court found that such a sweeping remedy did not conflict with the recent Supreme Court decision⁶³ regarding metropolitan-wide busing orders because, *inter alia*, there was evidence of suburban public housing project discrimination as well as discrimination in the city.

Court Action on Growth Policies

One important issue that remained unresolved at the end of 1974 was whether and when limiting or ending local growth constitutes illegal action denying lower-income would-be residents their constitutional rights of equal protection, due process, and freedom to travel and when such actions merely constitute the proper and sensible exercise of local authority to care for the welfare of local residents.⁶⁴ One observer of recent court decisions on this issue has provided the following guidelines for determining the likelihood that locally enacted controls on growth will be upheld when challenged in the courts.⁶⁵

(1) The community's planning and program objectives must be based on facts. Once supported by substantial evidence, most community objectives will be accepted as legitimate. However, the intentional exclusion of racial minorities, and possibly of lower income families, will not be approved as valid community objectives.

(2) An adverse regional impact may be found in any set of comprehensive local regulations that limit population densities in growing suburban areas. However, the adverse regional impact will not justify invalidating the community's program if the community is absorbing a reasonable part of the region's population pressures . . . [and] absorption of significant low- and moderate-income demand for housing is likely to be a factor in determining what is the fair share of growth of any sizeable suburban community.

(3) Restrictive features that are temporary are more likely to be upheld than permanent restrictions.

⁶¹ *Gautreaux v. Chicago Housing Authority*, 480 F. 2d 210 (7th Cir. 1973), *cert. den.* 42 U.S.L.W. 3406 (U.S. Jan. 15, 1974).

⁶² *Gautreaux v. Chicago Housing Authority and James T. Lynn*, 503 (7th Cir. 1974), reversing 363 F. Supp. 690 (N.D. Ill. 1973).

⁶³ *Milliken v. Bradley*, 418 U.S. 717, 94 S. Ct. 1969 (1974), *supra*, p. 11.

⁶⁴ Lawson, Herbert C. Civil Libertarians Join Developers to Oppose Cities' Growth Curbs: Petaluma Slams Its Gates: Environmental Wisdom or an Act of Class War?; A Constitutional Question. *Wall Street Journal*, January 31, 1975, p. 1, 16.

⁶⁵ Falk, David and Herbert M. Franklin. *Local Growth Management Policy: A Legal Primer: Emerging Legal Guidelines for Regulating Growth*. Washington, The Potomac Institute, Inc., 1975: pp. 39-40.

(4) Courts respect honest attempts to approach difficult problems rationally. Use of professional advisors is an indication that comprehensive planning lies behind the community's program and that the program reflects rational choices among reasonable alternatives.

The decision of *Village of Belle Terre v. Boraas*,⁶⁶ handed down by the United States Supreme Court on April 1, 1974, is one of the very few zoning cases ever to reach that high court. In this significant decision the Court upheld the constitutionality of a village zoning ordinance that restricted land use to one-family dwellings occupied by traditional family groups of not more than two unrelated persons. The Court reversed, 7-2, the decision of the court of appeals, with Mr. Justice Marshall and Mr. Justice Brennan filing dissenting opinions.

The Belle Terre ordinance defines a "family" as one or more persons related by blood, adoption or marriage. This automatically excludes lodging, boarding, fraternity or multiple dwelling houses in the village of 220 homes and 700 people. The ordinance was challenged by the owners and three unrelated student tenants of a "single family" house. The plaintiffs alleged that the zoning ordinance deprived them of equal protection of the law and violated their constitutional rights of association and privacy.

In the majority opinion written by Mr. Justice Douglas, the Court held that the ordinance does not impinge on any fundamental rights and it is not aimed at transients. The Court applied the traditional test of zoning validity, which requires that the ordinance have a "rational" or "legitimate" governmental objective. The Court said, "we deal with economic and social legislation where legislatures have historically drawn lines which we respect against the charge of violation of the Equal Protection Clause if the law be 'reasonable, not arbitrary' . . . and bears a 'rational relationship to a (permissible) state objective' ".⁶⁷

The rational basis which the Court found justifies the Belle Terre ordinance is that of providing quiet, uncongested areas for residential purposes. Douglas summarized the Court's decision as follows:⁶⁸

A quiet place where yards are wide, people few, and motor vehicles restricted are legitimate guidelines in a land use project addressed to family needs . . . The police power is not confined to elimination of filth, stench, and unhealthy places. It is ample to lay out zones where family values, youth values, and the blessings of quiet seclusion and clean air make the area a sanctuary for people.

In *Construction Industry Association of Sonoma County, et al. v. City of Petaluma*,⁶⁹ a federal district court relied upon the right to travel to invalidate a local land use ordinance which it found to have an exclusionary effect. That there is a constitutionally protected "right to travel" is a principle long recognized and recently reaffirmed by the Supreme Court in *Memorial Hospital v. Maricopa County*.⁷⁰ But the *Petaluma* case marks the first time a court has employed the right to travel compelling state interest rationale in a land-use context.

The city of Petaluma, California, established in 1972 a slow growth plan imposing a limit of 500 housing units per year to qualify for building permits over a period of five years. The city argued that the exclusionary zoning measures were necessary to deal with the city's

⁶⁶ 416 U.S. 1, 94 S. Ct. 1536 (1974).

⁶⁷ 416 U.S. at 6.

⁶⁸ 416 U.S. at 8.

⁶⁹ 375 F. Supp. 574 (D.N.D. Calif. 1974). The city of Petaluma plans to appeal this decision to the United States Circuit Court of Appeals.

⁷⁰ 415 U.S. 250, 94 S. Ct. 1076 (1974).

sewage and water problems and to preserve the "small town" character of Petaluma. The court found that the defendant city's arguments did not constitute a compelling state interest and struck down the ordinance as unconstitutional. In oral remarks handed down before its written opinion the court said that ". . . no city can regulate its population growth numerically so as to preclude residents of any other area from traveling into the region and establishing residence therein."

Crucial to the court's decision was its finding that Petaluma could easily have contracted for a greater water supply and that its sewage facilities were really capable of being expanded well beyond the size called for in the plan.

The court saw the issue in this case as being whether "a municipality capable of supporting a natural population expansion may limit growth simply because it does not prefer to grow at the rate which would be dictated by prevailing market demand. It is our opinion that it may not."⁷¹

The *Petaluma* case is a nationally important judicial decision as it is the first time a Federal judge has ruled on a phased, local growth control plan.⁷² The implications of this decision—that a town cannot "stand in the way" of population growth, and that it must absorb its share of regional development—will affect the land use planning decisions of towns and cities across the country.

In recent years State courts have increasingly focused on the need for a regional approach to meet the problems of growth and development. Of particular interest are the decisions striking down local zoning ordinances which have the effect of excluding lower-income families.⁷³ Recent developments in the case of *Oakwood at Madison, Inc. v. Township of Madison*,⁷⁴ illustrate the increasing sensitivity of State courts to this problem.

In 1970 Madison Township, New Jersey, adopted a zoning ordinance to further a policy of curbing its population and stabilizing its tax rates. The ordinance provided for restrictive minimum lot requirements and interior floor space requirements. The New Jersey Superior Court invalidated the ordinance because it did not provide sufficient zoning for apartments and failed to promote a reasonably balanced community.⁷⁵ The court cited the need for housing, especially apartment housing, in the area surrounding Madison Township and held that a municipality has a responsibility to provide a fair proportion of land for lower-income housing in its region.

The Superior Court ordered the township to revise its zoning ordinance and the township appealed to the New Jersey Supreme Court. Before the state's highest court could rule, the township amended its ordinance to provide some zoning for apartments. The case was remanded to the Superior Court, and on April 29, 1974,

⁷¹ 375 F. Supp. at 583.

⁷² The *Petaluma* slow growth plan is somewhat similar to the well-known plan of Ramapo, New York, which has been upheld by a divided state court in *Golden v. Planning Board of Ramapo*, 285 N.E. 2d 291 (1972).

⁷³ See *Molino v. Borough of Glassboro*, 116 N.J. Super. 175, 281 A. 2d 401 (1971). In *Re Appeal of Girsh*, 437 Pa. 237, 263 A. 2d 395 (1970).

⁷⁴ 117 N.J. Super. 11, 283 A. 2d 353 (1971). Cf., *Southern Burlington County NAACP v. Township of Mount Laurel*, 119 N.J. Super. 164, 290 A. 2d 465 (1972), appeal to New Jersey Supreme Court pending.

⁷⁵ *Oakwood at Madison, Inc. v. Township of Madison*, 117 N.J. Super. 11, 283 A. 2d 353 (1971).

the court rejected the amended ordinance.⁷⁶ The amendments enlarged the amount of land available for housing and apartments, and decreased and/or eliminated the minimum lot size and maximum floor space requirements, but the court held that the changes were only a taken advance toward providing lower-income housing opportunities.

The court defined "region" for housing purposes as "the area from which, in view of available employment and transportation, the population of the township would be drawn, absent invalid exclusionary zoning."⁷⁷ The court found that Madison Township had not met its housing responsibilities.⁷⁸

Without the rigidity of a mathematical formula this Court holds that Madison Township's obligation to provide its fair share of the housing needs of its region is not met unless its zoning ordinance approximates in additional housing unit capacity the same proportion of low-income housing as its present low-income population, about 12 percent, and the same proportion of moderate-income housing as its present moderate-income population, about 19 percent. The amended zoning ordinance under review falls palpably short and must be struck down in its entirety.

In *Warth v. Seldin*,⁷⁹ the Second Circuit Court of Appeals held that low-income minority residents of Rochester, New York do not have standing to challenge the zoning practices of the adjacent suburban town of Penfield. The non-resident plaintiffs alleged that Penfield's zoning ordinances unconstitutionally barred low-income persons, especially persons of racial minorities, from moving into the town.

The court distinguished this case from others in which a developer owning land in a town is prevented from constructing low-income housing on his land by the town's zoning ordinances. In that situation the non-resident developer has been held to have standing to challenge the town's zoning practices on civil rights grounds.⁸⁰

However, in this case the court found the dispute between the parties to be primarily a "political disgruntlement." The plaintiffs alleged "neither capability nor intent to construct housing for themselves on any land which the court might order rezoned as an element of relief."⁸¹ Without a personal stake in the outcome of the controversy such as ownership of land within the town, the court would not grant plaintiffs standing to challenge Penfield's zoning practices.

Finally, in a significant decision in Minnesota, a State law that provided for sharing the benefits of financial growth throughout a metropolitan area was upheld.⁸² The Fiscal Disparities Act of 1971 guarantees every unit of government in the metropolitan area a share of 40 percent of the region's future growth in commercial-industrial assessed valuation, regardless of where the new growth is physically located. Each community's share of the 40 percent is based mainly on population. The State Supreme Court found that "the payment of

⁷⁶ *Oakwood at Madison, Inc. v. Township of Madison*, 128 N.J. Super. 438, 320 A. 2d 223 (1974).

⁷⁷ 128 N.J. Super. at 441, 320 A. 2d at 224.

⁷⁸ 128 N.J. Super. at 447, 320 A. 2d at 227. Madison Township has appealed this case to the New Jersey Supreme Court.

⁷⁹ 495 F. 2d 1187 (2d Cir. 1974), cert. granted, 43 U.S.L.W. 3208 (U.S. Oct. 14, 1974) (No. 73-2024); accord, *Evans v. Lynn*, 373 F. Supp. 327 (S.D.N.Y. 1974).

⁸⁰ See *Kennedy Park Homes Association, Inc. v. City of Lakawanna*, 436 F. 2d 108 (2d Cir. 1970), cert. denied, 401 U.S. 1010 (1971).

⁸¹ 495 F. 2d at 1192.

⁸² *Village of Burnsville v. Carl Honischuk, Auditor, Dakota County*, 222 NW 2d 523 (Minn. Supr. Ct., September 13, 1974) appeal pending before the U.S. Supreme Court.

taxes in a metropolitan area may have only slight relationships to use and enjoyment which residents make of other areas in the district. . . . The Fiscal Disparities Act recognizes that to some extent the location of commercial-industrial development may be irrelevant to the question of the cost of services which are added to a municipality's budget occasioned by the location of such a development within its boundaries." As a result of this ruling, the Act will be implemented in 1975.

AREAWIDE PLANNING AND MANAGEMENT

The problems created by unplanned growth and development are felt most clearly at the local level, and many communities have responded to citizen pressures for improving the quality of life by acting to slow, stop, or redirect growth. These actions, taken in isolation from the surrounding communities, have raised new questions as to how to equitably and efficiently deal with the loss of population from central cities, racial concentration, and expansive growth in suburban and outlying areas. The 1974 *Report on National Growth and Development* identified the following questions with regard to growth in metropolitan areas:⁸³

As more single communities seek to guide growth, what balance will be struck between individual rights and community rights?

What are the areawide impacts of individual community actions to control growth?

How will broad changes in economic activity affect the comparative position of older cities?

What is needed to overcome the isolation of minorities that leads to waste of human talent and social estrangement?

What is the relationship of the need for a balanced transportation system to local and areawide growth strategies?

What kinds of neighborhood preservation strategies are needed in the central cities to make these areas viable residential alternatives?

What strategies for older suburban areas?

What effect will energy cost increases have on metropolitan growth trends?

Obviously, none of these questions can be answered and none of the problems solved by individual communities working in isolation. Some clues as to the result of various development choices are indicated in a 1974 report, *The Costs of Sprawl*,⁸⁴ which is the first comprehensive analysis by the Federal government of the economic, environmental, and social costs associated with various types of community and metropolitan development patterns from low-density single-family detached homes to high-density planned communities. The study was jointly financed by HUD, the Council on Environmental Quality, and the Environmental Protection Agency and prepared by the Real Estate Research Corporation.

Somewhat disconcertingly, however, the cover page of the report notes that "the data, analyses, and opinions presented do no necessarily reflect official positions of any of these agencies". Nevertheless

⁸³ U.S. President, 1974—(Ford). Report on National Growth and Development, 1974. Washington, 1974. pp. 15-16.

⁸⁴ *The Costs of Sprawl: Executive Summary*. Washington, U.S. Govt. Print. Off., April 1974. The results of the study show a surprising consistency: good planning and especially higher density development results in lower economic and environmental costs, reduced natural resource consumption, and some positive and negative personal effects for any given number of dwelling units.

the analyses indicates that, with respect to economic costs, in terms of total investment costs, the high density planned community is distinctly lower than the conventional quarter-acre single family house development pattern. With densities of 4 people per acre costs are 44 percent below the low density sprawl (two families per acre) community. The largest cost savings are in construction of residential dwellings, although important savings are attributable to reduced costs for roads and utilities, which are about 55 percent lower in the high density than in the low density community. With respect to environmental costs, the report concluded that higher density developments require less energy for heating, and higher density and better "planned" communities stimulate less automobile use. Thus the high density planned community generates about 45 percent less air pollution than the low density sprawl community. In the more intangible area of personal cost, the analyses revealed that increased density reduces the amount of time that family members spend traveling to work, school, etc., and higher density developments typically take less of the residents' time to clean and maintain. There are likely to be fewer traffic accidents with better planning, but crime may increase with higher densities, as will various psychic costs which are particularly dependent upon design and planning details.

If the conclusions of this report are correct, they further illustrate the need for a governmental institution which is capable of undertaking the planning and decision making necessary for guiding growth into the more favorable patterns. Such an institutional capacity does not currently exist at any level of government. According to the Task Force on Organizational Structures of the Science Advisory Panel, House Committee on Public Works, there are five alternatives available in creating areawide institutions which are capable of achieving more satisfactory patterns of national growth and development within the new environmental, resource, and energy constraints under which public officials must operate:⁸⁵

- (1) Leave decisions solely to states and localities.
- (2) Establish Federal standards, but without direct Federal involvement in implementation.
- (3) Provide Federal incentives and rewards for regional cooperation at the interstate or substate level, but without direct Federal involvement. This requires adoption of a national regional policy.
- (4) Keep experimenting as at present with new Federal-interstate-substate organizations created as the need arises.
- (5) Establish a national system of interstate and substate organizations:
 - (a) Conversion of the Federal Regional Councils (administratively created bodies at the moment) into Intergovernmental Commissions on which States (and perhaps major metropolitan areas) would sit in much the same manner as they do on the present Economic Development Regional Commission.
 - (b) Strengthening of Federal leadership on national growth and development policy by creating in the Domestic Council or the Office of Management and Budget a position answerable to the President for Federal Coordination and Planning. The Chairman of each Regional Council would answer to this representative of the President.
 - (c) Requiring existing regional bodies with special functions to conduct their work under the umbrella of the Intergovernmental Commission. Regional bodies for special purposes could be created or disbanded as the need

⁸⁵ U.S. Congress. House. Committee on Public Works. Science Advisory Panel. A National Public Works Investment Policy . . . pp. 33-34.

arose. Existing regional economic development commissions could be dismantled and their functions folded into the new intergovernmental commissions.

(d) Development of block grant or special revenue funding that would be administered by these commissions for purposes of managing growth and development on a regional basis. The commissions would be authorized to allocate the funds in accordance with plans for influencing the distribution of population and economic activity, construction of public works and facilities, protection and enhancement of the environment, etc.

(e) Formal use of substate districts as local planning and development mechanisms for these purposes within the larger regional framework.

In recent years, various institutions have been established at the areawide level, largely in response to Federal legislation and regulations. For example, under the Intergovernmental Cooperation Act of 1968 and OMB Circular No. A-95, units of State and local government are required to submit applications for most Federal aids to State and areawide clearinghouses for review as to conformance with comprehensive development plans for the area. Under this stimulus, State and local governments have created 455 regional clearinghouses—220 metropolitan and 235 nonmetropolitan. Other areawide agencies have been established to deal with economic development, law enforcement planning, and other specific functions. A recent evaluation of these new institutions concluded that:

Clearly, the credibility of substate organizations depends upon whether they grow out of real local needs clearly perceived by both officials and the public. If established solely in response to Federal requirements, they have no durability or credibility. If they serve as true mechanisms for de-centralization of state administration and are creatures of the state and if the Federal government genuinely puts its own house in order with respect to the use and support of such groups, then there may be sufficient "real" functions to provide the local credibility required.⁸⁶

GAO Review of A-95

The General Accounting Office has completed a report to the Congress assessing the implementation and impact of the Office of Management and Budget Circular of the A-95 review and comment process, one of the first Federal attempts to encourage areawide planning and management.⁸⁷

Recommendations were made on the need for increased program coverage, improvements in the project notification and review system, direct Federal development projects, OMB administration, and the regional grant information system. GAO recommends that A-95 be expanded to cover *all* Federal financial assistance programs which can impact on area or community development. Currently only 138 of the 550 Federal assistance programs are covered. GAO found that the limited and changing coverage has confused officials at all levels as to which programs are subject to review. In addition, it has kept local governments from fully exercising their prerogative of determining whether a proposed project has potential impact on an area or community.

While A-95 has provided substantial savings by avoiding duplication and conflicting projects, GAO found that it is not achieving it

⁸⁶ *Ibid.* p. 53.

⁸⁷ U.S. General Accounting Office. *Improved Cooperation and Coordination Needed Among All Levels of Government—Office of Management and Budget Circular A-95. Report to the Congress by the Comptroller General of the United States.* (Washington) 1975. (CB-146285. Feb. 11, 1975). 102 p.

full potential. Violations of basic requirements, confusion among all parties, and lack of guidance by OMB have all contributed to problems in the process.

All parties are prone not to comply with important parts of A-95. Applicants fail to give clearinghouses and potentially affected parties an opportunity to review and comment on proposals. Clearinghouse operations are such that A-95 could break down in several key areas. Federal agencies are not adequately instructing applicants on A-95 requirements and are not assuring that proposals are afforded A-95 review. OMB's low-keyed approach to implementing the process has contributed to and in some cases, caused these problems.

GAO also found that Federal agencies constructing buildings and other public work projects did not consistently notify State and local governments and clearinghouses of their planned development. As a result, projects met with delays, cost overruns, and adverse reactions from citizens and government officials.

GAO has made extensive recommendations to the Office of Management and Budget for dealing with the problems identified. OMB has identified an additional 150 programs which could be covered by A-95, but indicates any increases will depend on the ability of clearinghouses to handle the increased workload and of Federal agencies to monitor compliance.

State Action on Areawide Planning and Management

In 1974, at least two States acted to create areawide institutions that are "true mechanisms for de-centralization of state administration and are creatures of the State", rather than simply responses to Federal prodding. Furthermore, a recent survey by the National Association of Regional Councils shows that 31 States are now providing more than \$12 million in general support funding to regional councils.⁸⁸ This is an increase of five States and \$3 million over last year. General support funding is defined as State money given to councils to use at their own discretion, rather than grants tied to specific functional programs. These funds can be used as the local share to meet Federal matching requirements, for general administrative support, or for special projects. States that have recently initiated such funding include Alabama, Delaware, Florida, Kansas and West Virginia.

In addition to providing increased funding to areawide organizations, the States are beginning to use these organizations for various new functions and procedures. For example in New York, the State Office of Planning Services will work with regional councils in a cooperative effort to develop a State Coastal Zone Management Program. The State will pass through 50 percent of its \$550,000 grant to affected regional councils. In Michigan, representatives from the 14 substate planning districts were invited to participate in the State's budget hearings and to present their fiscal and legislative concerns to State officials. This is the first time that regional council representatives have been invited to participate in the formulation of the State's budget. A coalition of regional councils and State agencies in Kentucky, in cooperation with the Southeastern Federal Regional Council,

⁸⁸ National Association of Regional Councils. Summary of State Financial Assistance to Regional Councils, Washington, 1975. 5 p.

is operating a statewide Integrated Grant Administration program. This permits the funding for all major problems carried out by the 15 districts to be brought together under one application.⁸⁹

Broad-based State support for regional institutions was indicated in significant actions in Colorado and Minnesota. In Colorado, an Executive Order issued on July 1, 1974 directs that all constitutional and statutory agencies of the State which carry out functions that in any way affect local government or citizens in local areas must realign their functional substate areas to make them coincide with the 13 planning and management regions established by Executive Order in 1973.⁹⁰ Agencies are to use the 13 regions in all their planning, programming, budgeting, and reporting, so that the State will be able to develop uniform statistical and operational bases for all purposes and for all levels of activity. This action was to be completed by January 1, 1975.

In Minnesota, the Legislature enacted the Metropolitan Reorganization Act of 1974,⁹¹ which makes many changes in the operation of the Metropolitan Council for the Twin Cities region. The Council is required to adopt regulations establishing standards and guidelines for determining whether any proposed matter is of metropolitan significance. An advisory committee of locally elected officials from the Council districts is to provide advice and make recommendations in the preparation of these regulations, the purpose of which is "to promote the orderly and economic development, public and private, of the metropolitan area." The Council is to submit the standards, guidelines and procedures to the legislature for approval by April 11, 1975. If approved by the legislature, the regulations become effective July 1, 1975. Once the regulations are adopted, the Council is required to review the following matters to ensure that they are in conformance with the regulations:

All proposed matters of metropolitan significance to be undertaken by any private organization, independent commission, board or agency, local governmental unit, or any State agency;

All applications of a metropolitan commission, independent commission, board or agency, and local governmental units for funds, grants, or loan guarantees from the United States if review by a regional agency is required by Federal law or the Federal agency;

All applications of a metropolitan commission for grants, loans, or allocations from funds made available from the United States to the metropolitan area for regional facilities pursuant to a Federal revenue sharing or similar program; and

All applications or requests of a metropolitan commission, independent commission, board or agency, and local governmental units for State funds allocated or granted for proposed matters of metropolitan significance or if review by a regional agency is required by State law or the granting State agency.

The Council will have authority to suspend for up to one year any project, public or private, that it determines is of metropolitan significance.

⁸⁹ State News of Interest to Councils. National Association of Regional Councils Newsletter, No. 89, Nov. 5, 1974:7.

⁹⁰ Vanderhoff, John D. Planning Frontiers for the State of Colorado. AIP Newsletter, October 1974: 10-11.

⁹¹ Minnesota, ch. 422, Acts of 1974.

The legislation also provides that the Council prepare "long-range comprehensive policy plans" for various functional areas such as transportation and waste disposal.

Responsibility for each functional area is assigned to a Metropolitan Commission, which will prepare "development programs" containing the appropriate implementation plans. If the Council finds that a development program is not consistent with its policy plan, the commission must make the necessary changes. The commissions cannot undertake any capital improvements unless they are part of the Council-approved development program.

PENDING ISSUES IN IMPROVED AREAWIDE PLANNING AND GOVERNANCE

Each level of government has great potential for creating governing institutions that are metropolitan in scale and for improving regional decision-making. The Federal government and the States do have a number of options, authorities and leadership potentials for initiating policies to ameliorate the present problems of metropolitan governance.

Standard Setting

National standards of performance established for a region (as in air and water quality, interstate highway construction, etc.) have a determining impact on local public decision making. As a counterpart to "buying in" through grants-in-aid, consideration might be given to extending this regulatory approach through legislation to other clearly interjurisdictional programs. Legislative performance standards could be set, for example, to achieve access to equivalent transportation services which might require a variety of mass transit facilities and subsidies; uniform provision of employment information; a range of housing choices; or to availability of recreational, educational and other opportunities throughout the metropolitan area.

Revenue Sharing and Reform

It has been suggested that the State and Local Fiscal Assistance Act of 1972 could be revised in the context of a set of national goals for improved metropolitan governance and/or policy making. Future eligibility for grants to local governments in metropolitan areas could be contingent on local plans that would move toward elimination of fiscal disparities, metropolitan delivery of adequate public services in each jurisdiction, and governmental reform.

Areawide Planning

The Advisory Commission in Intergovernmental Relations (ACIR) has called for enactment of legislation that would consolidate all areawide planning requirements (and, hopefully, funding) associated with Federal categorical assistance. Comprehensive and functional planning could be linked with a view to achieving a better balance among and blending of areawide activities that are now too often inconsistent. Federal support for comprehensive and functional planning to States and their subdivisions is now available from over 30 separate programs. Could State, regional, metropolitan and local plans be inte-

grated to produce a more coherent growth and development policy for the U.S.? At a minimum, the time for consolidation of planning aid and uniformity in requirements appears to be at hand.

Shared Authority

ACIR has proposed a metropolitan institutional strategy of developing a decision-making mechanism that builds on existing councils of governments. Basically this mechanism would have policy control over areawide planning, programming and policy development in its region. Made up predominantly of local government officials, the organization would be assigned the decisive policy role but not the operating authority over special districts. The Intergovernmental Cooperation Act of 1968 would be amended to give the council of governments review and approval authority (along with the federal agency involved) over all of the Federal grant-in-aid applications covered by the A-95 clearinghouse process. The longer-term intent would be to focus on councils of governments as the preferred multi-jurisdictional organization for basic policy development and, where designated by State law, as the implementing institution.

Governmental Reorganization

ACIR has also urged the Federal executive branch and Congress to adopt policies which accommodate State and local efforts to reorganize governmental responsibilities at the sub-state regional and local levels. The Commission also found that present patterns of local assignment of functions are often haphazardly determined by fiscal pressures on State and local government and numerous Federal and state program initiatives. These programs can result in inappropriate and conflicting functional assignments among State, regional, and local levels.

To divide the responsibilities among the levels more consistently and logically, the Commission adopted recommendations calling upon the States to enact an on-going policy and process to deal with the problem. ACIR also urged the Federal government to respect State and local policies in the allocation of governmental functions.

Community Development Act Implementation

The Housing and Community Development Act of 1974 requires that Title I community development grant applications be submitted to review by an official area-wide agency for comment as to the application's conformance to regional plans. HUD application requirements call for an assurance to be provided by each applicant that it has fully complied with OMB Circular A-95 requiring such reviews. However, it is not clear whether HUD will critically examine negative comments by clearinghouse agencies in the initial and subsequent years of the Title I program.

By design, necessity, and even inadvertance, the Federal government, the States, and the courts continued in 1974 to respond to the challenge of guiding metropolitan area growth and redevelopment. Neither the actions taken in 1974 or the issue options noted above are simplistic nor readily achievable. Each of the new proposals are con-

troversial and would require careful examination. Even if national policies of standard setting, revenue-sharing reform, planning consolidation and support for council of governments decision making were enacted into law, considerable detailed work would be required by knowledgeable people at all levels of government. Nevertheless, the positive actions taken in recent years, and the new direction now being identified, can be expected to contribute to improving the quality of decision making in the nation's metropolitan areas.

CHAPTER II. RURAL DEVELOPMENT AND ECONOMIC GROWTH

INTRODUCTION

The Housing and Urban Development Act of 1970 included the following goals as elements of a national growth policy:

Foster the continued economic strength of all parts of the United States, including central cities, suburbs, smaller communities, local neighborhoods and rural areas;

Help reverse trends of migration and physical growth which reinforce disparities among States, regions, and cities.

The thrust of these goals is to provide job and income generating economic conditions in rural areas and small towns, as well as in large urban areas, so that the people of the United States will have a greater choice in deciding where to live. Access to jobs, income, and services in nonmetropolitan areas is seen as a necessary precondition to halting the migration to overcrowded and overburdened metropolitan areas, thereby creating more desirable growth patterns.

In 1974, against a background of deteriorating economic conditions nationwide, a major debate took place between the Congress and the Administration over the desirability and achievability of these goals. The debate centered around the renewal or extension of the Public Works and Economic Development Act of 1965 and the implementation of the Rural Development Act of 1972. The availability of various public services in rural areas, and the impact of the energy crisis on rural growth and development were the subject of hearings, although no legislation was enacted in this area. Emergency legislation was enacted, however, to help alleviate unemployment problems through a Job Opportunities Program.

ECONOMIC GROWTH AND DEVELOPMENT

Public Works and Economic Development Amendments of 1974

Section 8 of the Public Works and Economic Development Act Amendments of 1973 required the President to “. . . reexamine current and past Federal efforts to secure balanced national economic development and . . . submit to Congress within six months after the enactment of the Act a proposal for the restructuring of the various Federal economic development programs.” This report was submitted to the Congress on February 1, 1974,¹ and formed the basis for the Administration’s proposals for an alternative approach to Federal economic development efforts, which were articulated in the State of the Union Message, the FY 1975 budget, and the Economic Adjustment Act of 1974 (S. 3041).

¹ U.S. Department of Commerce and U.S. Executive Office of the President, Office of Management and Budget. Report to the Congress on the Proposal for an Economic Adjustment Program. [Washington] 1974. (Mimeographed) 57 p.

The *Report to Congress on the Proposal for an Economic Adjustment Program* lists six possible objectives for an area or regional economic assistance program:

1. Permit early and orderly adjustment to structural changes in regional or area economic conditions to minimize economic and social distress.
2. Stimulate employment opportunities for the unemployed of areas of persistent and substantial unemployment.
3. Stimulate more productive employment opportunities for the under-employed of areas with low average income.
4. Stimulate expanded employment opportunities in rural areas.
5. Help assure more rational economic growth patterns to make more efficient use of natural resources and maintain an acceptable balance between economic and environmental objectives.
6. Encourage a more even population distribution throughout the country.

Although the two latter points are Congressionally-declared objectives of a national growth policy, the report rejects them as objectives for an area or regional economic assistance program. Assuring more rational growth patterns in order to make better use of natural resources and maintain an acceptable balance between economic and environmental objectives was viewed as a national economic objective underlying all development programs, but which area-oriented development programs alone could do little to implement. On the other hand, the Administration believed that States and communities should be concerned with this objective, and that the Federal government's role is to give people in local areas the ability to make their own decisions with regard to economic and environmental objectives. The objective of encouraging a more even distribution of population throughout the country by encouraging people to live in smaller communities rather than increasing the concentration in large metropolitan centers was also rejected as a desirable goal of Federal economic development programs. The report concluded that although a more even distribution of population might be a desirable goal, it was a goal that should fall within the jurisdiction of the individual States, rather than the Federal government.

The report concluded that the Economic Development Administration and the Title V Regional Commissions had had little impact on area development. Federal programs intended for purposes other than development, such as military base locations and procurement patterns, have had a far greater impact. The Administration viewed EDA's mission as a supplement to and a limited coordinator of the private economy, which it saw as the main force behind economic development patterns.

According to the report, certain specific characteristics of EDA operations contributed to the agency's inability to implement its goal of creating employment opportunities in pockets of persistent unemployment, including:

- (1) The lack of continued focus or defined objective.
- (2) Dispersal of available resources in subcritical amounts.
- (3) Substitution of priorities of Federal civil servants for those of elected State and local officials.
- (4) Inability of EDA to carry out coordinated development efforts with State, local, and private resources.

The report was particularly critical of what its authors saw as an inadequate opportunity to obtain the planning input of State and

local officials in the formulation of EDA projects. The EDA structure tended to encourage proposals which area representatives thought would meet with the approval of Federal agency officials, rather than those which accorded with their own priorities. On the other hand, the authors praised EDA's Economic Development District program, calling it "one of the potentially most useful and encouraging results of the EDA experiment." The report cited EDA accomplishments in the areas of planning and the coordination of other programs related to economic development.

The Administration's evaluation concluded that the Title V commissions had been ineffective in coordinating other Federal grant programs, through their authority to provide supplementary grants-in-aid to Federally funded projects, although they could continue to serve as useful planning instruments on a multistate level. The report acknowledged the substantial difference between the Title V commissions and the Appalachian Regional Commission. It pointed out that ARC could make resource allocation decisions in dealing with a truly regional program. ARC was commended for its demonstration that multilevel regional cooperation could work well in the absence of a cumbersome, self-imposed, Federal bureaucracy, and continued Federal support for the ARC was recommended.

The Administration had decided that current approaches to economic development were not working, and proposed, in the State of the Union message, a new "economic assistance program, that would help States and communities to create employment opportunities where they have been affected by structural changes in their economies which has brought about persistent unemployment or depressed incomes."² The FY 1975 Budget called for a new economic assistance program that would "permit States and communities to respond flexibly to problems of economic change and unemployment."³ The proposals were spelled out in greater detail in the Administration's proposed Economic Adjustment Act of 1974 (S. 3041), which was submitted to the Congress on February 19, 1974.

The focus of the Administration's program, as contained in S. 3041, was on revenue sharing and the decentralization of planning responsibilities and priority-setting to State and local governments. This reflected the findings of the Administration that existing economic development programs had failed, in part, because of the substitution of the priorities of Federal civil servants for those of elected State and local officials.

The Administration recommended that the Economic Development Administration be abolished, partly because its principal impact was the improvement of community facilities, rather than solving unemployment problems or increasing income levels in economically distressed areas. The Administration contended that the efforts to improve community facilities would be adequately handled under the proposed Better Communities Act and the Rural Development Act.⁴

² U.S. President, 1969-1974 (Nixon). State of the Union—Message from the President of the United States. Congressional Record (daily ed.), v. 120, January 30, 1974; H 360.

³ U.S. President, 1969-1974 (Nixon). The Budget Message of the President. Congressional Record (daily ed.), v. 120; H 507.

⁴ U.S. Congress. House. Committee on Public Works. Subcommittee on Economic Development. H.R. 12942 and Related Bills to Amend the Public Works and Economic Development Act of 1965, and for other purposes. Hearings, 93rd Congress, 2nd Session. March 28, April 1, 23, 24, 1974, Washington, U.S. Govt. Print. Off., 1974, p. 30.

Consequently, the President's FY 1975 budget request included proposals for transferring many of EDA's activities to other Federal agencies and departments. These changes were reflected in appropriations for the loan programs authorized by the Rural Development Act in the areas of public works construction, community facilities, and business and industrial development. In addition, the Administration would have transferred EDA's Indian economic assistance programs to the Bureau of Indian Affairs.

The Economic Adjustment Act would have continued the funding of EDA and the Title V regional commissions through fiscal year 1975, while simultaneously substituting a new economic adjustment program. The Administration requested \$200 million for all the programs authorized by the Public Works and Economic Development Act of 1965, including the Title V commissions, and \$100 million for the new adjustment program. As of July 1, 1975, EDA would be disbanded and the Title V regional commissions would no longer be Federally funded although the States could use their revenue sharing money to finance the Title V commissions if they wished to do so.

The legislation would have made money directly available to States and substate districts. Responsibility for economic development planning would rest with the States. The program would be implemented in a two-step fashion over a period of two years. Eighty percent of the funds would be allocated to States via a formula based on land area, population, median income, and unemployment. The remaining 20 percent would be set aside for discretionary use by the Secretary of Commerce to deal with emergency adjustment situations.

In general, the new proposal allowed flexibility in the formulation of State development priorities. The only requirement a State would have to fulfill in order to receive Federal funds was that it draw up a State economic adjustment plan for approval by a Regional Administrator. The money could be spent in almost any way; it could provide anything from public works construction employment and business loans to tax rebates and unemployment compensation. Although Federal approval for the overall State plan would be required, the Regional Administrator could not veto any individual project. The continuing role of the Regional Administrators was not made clear. Aside from the approval of State plans, their function appeared to be consultative, providing the States were interested.

In the Spring of 1974, hearings were held on the Administration's proposals and other bills to amend and extend the Public Works and Economic Development Act.⁵ Almost without exception, the witnesses favored the continuation of the EDA and Title V programs in approximately their present form. The recommended period of extension varied from two to five years. Almost as uniformly as EDA was supported, witnesses spoke out against the Administration bill, for several reasons. Principally, witnesses questioned the ability of the States effectively to administer a block grant program, and the capacity of State and local areas to develop the necessary expertise and capabilities to undertake economic adjustment and growth

⁵ Ibid. and U.S. Congress. Senate. Committee on Public Works. Subcommittee on Economic Development. Extension of the Public Works and Economic Development Act of 1965. Hearings on S. 3041 and S. 3641. April 3 and June 26, 1974. Serial No. 93-H38. 93rd Congress, 2nd Session. Washington, D.C., U.S. Govt. Print. Off., 1974. 356 p.

activities within one year. Testimony indicated the need to provide continued planning and technical assistance to communities suffering from both long and short term unemployment. Various witnesses also expressed dissatisfaction with the plan to transfer the special Indian programs to the Bureau of Indian Affairs, an agency they viewed as largely unresponsive to Indian needs.

In reaction to public testimony, both the House and the Senate committees reported out alternatives to the Administration's bill to amend and extend the Economic Development Act.⁶ The thrust of both bills was to (1) provide new authority to increase the capacity of State and local areas to undertake economic adjustment and development programs; (2) to provide for better coordinated planning on the State and local level; and (3) to strengthen the Economic Development Districts already in operation. The Title V commission structure was basically retained. On September 27, 1974 the Public Works and Economic Development Amendments of 1974 became law (P.L. 93-423).

The Act authorized \$1.475 billion for a two-year extension of economic development programs. It included a new \$30 million authorization for the operation of any health projects operating under a health care plan approved by the Department of Health, Education and Welfare. It also authorized \$75 million annually for business loans and guarantees for leases and loans made to private borrowers by private institutions within redevelopment areas, as well as the existing direct business loan program. Working capital loans are authorized, and working capital loans made to private borrowers by private institutions are guaranteed. All loan guarantees are authorized for up to 90 percent of the outstanding balance of loans.

Technical assistance funding authorizations were increased to \$75 million. Grants for economic development planning are authorized for up to 80 percent of the cost to States, cities, and substate planning organization, including redevelopment areas and EDAs. States may receive planning grants of not more than \$15 million annually. The seven Title V regional action planning commissions received an authorization of \$150 million per year.

Special Economic Development and Adjustment Assistance

Perhaps the most innovative change made by P.L. 93-423 was the establishment of a new Special Economic Development and Adjustment Assistance Plan (Title IX). The purpose of the new program is to provide assistance to areas either experiencing or about to experience significant structural economic dislocations. Although it is certainly the case that communities already impacted are eligible for aid, the main thrust of this program is to give States and local areas the technical and financial tools they need in order to (1) identify a potential dislocation problem before their communities become impacted and (2) deal appropriately with the adjustment problem according to their own priorities and using their own manpower resources to the maximum extent practicable. As examples of dislocations, the legislation puts particular emphasis on those resulting from a change in

⁶ U.S. Congress. House. Committee on Public Works. Extension of Public Works and Economic Development Act of 1965. Report together with supplemental and additional views to accompany H. R. 14883. (93rd Congress, 2nd session. Report no. 93-1094); U.S. Congress. Senate. Committee on Public Works. Public Works and Economic Development Act Amendments of 1974. Report together with minority and additional views to accompany S. 3641. (93rd Congress, 2nd session. Report no. 93-1055).

public policy, such as the decision to close or relocate important Federal installations, most particularly military bases, or the enforcement of environmental legislation which requires the cessation or curtailment of certain business activities. The title also encourages the development of demonstration programs aimed at testing new approaches to adjustment problems. Technically, the program also authorized assistance to communities effected by economic adjustment problems other than unemployment as well.

The Secretary of Commerce is authorized to give grants to States, redevelopment areas, EDDs, cities, Indian tribes, or any other political subdivisions of States to accomplish the purposes of the title. An eligible area desiring assistance must first submit for the Secretary's approval a plan describing how it intends to deal with its adjustment problems. Various restrictions exist with respect to the plan. It must identify the adjustment problem, describe the type of activity proposed to deal with the problem, and describe how specifically the activity is to be carried out. It must also set forth the level of planning detail required and the provisions made to insure adequate coordination with appropriate regional commissions.

Grant monies may be used either directly by the eligible recipients, or redistributed through them in the form of grants, loans, loan guarantees, or in other forms to public and private entities, to carry out the purposes of the title. If the grants are to be redistributed in the form of loans, then the overall plan must detail the method and schedule of repayment to the original eligible recipient. The only significant restriction on the redistribution of the original grant money is that no eligible recipient may make grants to profitmaking enterprises.

Uses to which the money may be put are almost unlimited. They include payment for rent supplements, planning, research, technical assistance, job training, employee relocation, and other related purposes as well as for the construction of public facilities, public services, and business development. The eligible recipient must be a State if the plan includes the delivery of unemployment compensation; \$75 million is authorized for fiscal 1975 and \$100 million for fiscal 1976 for this title.

It is essentially through this title that the Congress intended to mount a limited demonstration of several of the concepts articulated in President Nixon's Adjustment Act. It is an attempt, among other things, to develop the technical and planning capacities of States and local areas in order that they might act more independently, according to their own as well as national economic development priorities.

The Emergency Public Works Employment Bill

In the late Fall of 1974, President Ford called for the creation of a Community Improvement Corps (CIC) to provide work for the unemployed "through short-term useful work projects to improve, beautify, and enhance the environment of our cities, towns, and our countryside." The program would become operative when the national unemployment rate had exceeded 6 percent for 3 consecutive months. Local labor areas would qualify for grants when unemployment exceeded 6½ percent.

The Congress responded to the President's request by enacting the Emergency Jobs and Unemployment Assistance Act of 1974 (P.L.

93-567). Its Title III adds a Title X to the PWED Act. Title X, entitled the Job Opportunities Program, authorizes the Secretary of Commerce to provide emergency financial assistance to programs and projects which will expand or accelerate the job creating impact of such programs or projects. In order to complete swiftly the process of project eligibility, all departments and agencies of the Federal government are required to evaluate the job creation effectiveness of programs which they administer and to submit to the Secretaries of Commerce and Labor recommendations for funding of programs which have a potential for stimulating employment in areas designated as eligible under Title X. In allocating funds, the Secretary shall give priority according to the severity of unemployment in the area and the appropriateness of the project in relation to the number and needs of the unemployed there. Funds should be concentrated in labor intensive projects and their allocation should take into account an equitable balance between urban and rural needs.

The aid provided is of an emergency nature and projects funded should be such that they can be promptly initiated and completed. To carry out Title X \$500 million is authorized to be appropriated for fiscal 1975. Any amounts appropriated but not obligated by the end of fiscal 1975 will remain available to be obligated until but not beyond December 31, 1975. No funds shall be obligated after the Secretary of Labor determines that the national unemployment rate has been below 6.5 percent for three consecutive months.

As of January, 1975, \$125 million has been appropriated to carry out Title X by H.J. Res. 1180, an Urgent Supplemental Appropriations resolution. It should be understood that Title X is essentially an emergency measure and does not relate to long term economic development.

Economic Development in the States

The 1974 Report on National Growth and Development identified the various ways in which the States have attempted to promote economic development over the years.⁷ The methods range from establishing overseas offices to attract foreign industry (15 States) to industrial development programs which provide services such as leasing buildings and providing loans or guarantees (30 States). Twenty States utilize revenue or general obligation bonds to finance industrial development and 43 have authorized cities and counties to do so. All 50 States use tax incentives in one form or another, and many States are developing manpower training programs that are geared to the needs of newly arrived industries.

Generally, the States have remained neutral as to the specific location of new industries in the State, although in recent years several States have acted to encourage industrial development in specific areas so as to achieve a better balance of jobs and services. For example, in 1974 the State of Missouri implemented a new Interim Investment Plan designed to provide concentrated doses of State assistance to certain intermediate size growth centers in order to develop their potential as regional centers of employment opportunity and commercial services.⁸ The thirteen target communities will benefit

⁷ U.S. President, 1974—(Ford), Report on National Growth, p. 34.

⁸ Whiting, Vaughn. A Community Development Experiment in State Government, Missouri Municipal Review, v. 39, August 1974: 18-21.

from the gathering together of various public investment resources in such fields as health, environment, transportation, education, and industrial development in an experiment designed to make possible the formulation of comprehensive solutions to community development problems, which require coordinated planning and action from a variety of governmental agencies that were previously approached only on a problem-by-problem basis.

This consciously planned location of economic growth and development reflects a new trend in the States, toward orderly and planned growth rather than growth for growth's sake, particularly in the new industrial areas in the South and West.⁹ One observer has suggested that the conventional wisdom that growing industrialization leads to higher income is not necessarily true for the following reasons:¹⁰

(1) The "announcement effect": early news of fast growth in an area can bring in more population than is warranted by the degree of actual economic growth.

(2) The capital stock problem: the capital resources of an area may not grow nearly so fast as the number of new workers, nor so fast as the needs of the area.

(3) The effect of imbalances: a rapidly growing economy can easily outpace the ability of the local government to provide essential services, and various sectors of the private economy also often fail to keep pace with one another.

For these and other reasons, there is some change in the emphasis of State industrial and economic development programs. Nevertheless, the traditional tools are still being used, and are being adopted by new States. For example, in 1974 the Mississippi Legislature enacted a Manpower Development and Training Act in order to provide vocational training for its citizens and to provide a pool of trained employees for industries locating within the State. In Massachusetts, an Industrial Development Authority was established to create more jobs, and the Department of Commerce was authorized to establish "mini-embassies" in certain foreign nations. Rhode Island created a Department of Economic Development, and Pennsylvania established an authority to make loans to minority businesses.

RURAL DEVELOPMENT

Introduction

Attainment of the goals of economic revitalization of rural areas and balanced national growth continued to elude policymakers in 1974. Although no major legislation was enacted which dealt directly with rural development, a number of related issues were focused on by the Congress, the administration, and public and private rural leaders. One such issue was the continued nonimplementation of the Rural Development Act of 1972 (P.L. 92-419). Concern focused particularly on the conflict between the Congress and the Administration over levels of funding and the initiative (or lack thereof) taken by the executive branch to breathe new life into rural communities. In addition, particular aspects of the rural economy were given attention, such as community facility and business and industrial development, housing, transportation, and the effect on rural areas of the energy crisis.

⁹ States Woo Industry—But Not Blindly, *Business Week*, No. 2339, July 13, 1974: 32.

¹⁰ *Ibid.*: 32 D.

Job and Business Development

Aside from the call to dismantle EDA and the proposed lack of funding for the Title V commissions, the most important focus of Congressional concern with respect to rural job creation was the Business and Industrial (B&I) loan program, established under the Rural Development Act and administered by the Farmers Home Administration (FmHA) in the U.S. Department of Agriculture.

By the beginning of 1974, FmHA had received 907 B&I loan applications totaling over \$500 million. For fiscal 1974, however, Congress had only authorized \$200 million in B&I loans to be made out of the Rural Development Insurance Fund (RDIF), in response to the administration's budget request. The administration, which had originally desired to give State administrators control over B&I loan allocation, claimed to be moving forward with caution on a program with which it had had little administrative experience. Acting for the avowed purpose of curbing inflation and easing the strains on the budget, the administration impounded about 10 percent of the \$200 million. Thus by the end of 1973, only 6 loans had actually been made by the RDIF, their value totalling only about \$1.4 million. Also \$1 million of the \$10 million in B&I grants appropriated in 1974 was impounded.

The Independent Bankers Association, in testimony concerning the current viability of the loan program, stressed the need for adequate funding and the negotiation of B&I loans at competitive interest rates in times of general interest rate inflation which persisted in 1974. In line with this,¹¹ they pointed out that the purpose of putting more capital into rural areas would be well served by strengthening certain aspects of the guarantee program in order that an active secondary market for the loans be created.

Most strongly emphasized by IBA, however, was the need to restructure the FmHA effort, particularly on the local level. This recommendation was supported by other witnesses, who said that the FmHA field staff needed assistance in responding to the needs of nonfarm people. Throughout 1974, it was noted that administrative paperwork bottlenecks, understaffed field offices, and untrained (sometimes apathetic) staff impeded the implementation of the B&I program. Both potential borrowers and FmHA personnel have tended to shy away somewhat from these programs because of the unfamiliar difficulties they present. Debate has raged between Congress and the administration as to whether the root of the problem lies in understaffed or apathetic field offices or a noncommittal attitude on the executive level which has affected the field level.

Community Facilities

The year 1974 saw a continuation of the battle between the Congress and the administration over the Federal commitment to provide essential community facilities to small towns and rural areas. Attention centered on both the loan and the grant programs carried on by FmHA, as well as EPA's sewage treatment plant grant program.

¹¹ U.S. Congress. Senate Committee on Agriculture and Forestry. Subcommittee on Rural Development. Implementation of the Rural Development Act. Hearings, Part 3. 93rd Congress, 2nd session. May 8 and 9, 1974. Washington, U.S. Govt. Print. Off., 1974. 389 p.

The Community Facilities loan program is the most heavily funded section of the Rural Development Act. When the President's 1974 budget proposed \$100 million in 5 percent interest rate loans for water and sewer and other facilities, Congress responded by appropriating \$520 million which included \$470 million for water and sewer systems and \$50 million for other facilities. Of the \$470 million, the Administration impounded \$47 million. For fiscal year 1975, the administration proposed substantial increases in this program, recommending \$400 million for water and sewer loans, and \$200 for other essential facilities. After a prolonged battle involving other appropriations, Congress appropriated \$470 million for water and sewer loans, and \$200 million for other community facilities.

Perhaps nowhere in the implementation of the Rural Development Act has the conflict between the administration and rural leaders in the Congress over rural development priorities been more clearly depicted than in the history of the rural water and waste disposal grant program. In fiscal 1974, the Nixon administration announced that it would not be funding the grant program on the grounds that it was excessively inflationary, tended to strain the budget, and that local development was not really a valid priority for Federal resources. When Congress appropriated \$150 million, the entire amount was put into "reserve" by OMB. For virtually all of calendar year 1973 the program was moribund. When in January, 1974, \$30 million was finally released, the regulations published to govern the fund implementation stipulated that Federal participation would be lowered from 50 to 25 percent of project cost, and limited to those projects whose approval had been pending during 1973. After considerable protest and pressure exerted by the Senate Agriculture Committee and oversight hearings on the subject of implementation in May, the remaining \$120 million was released in June. New regulations were issued which reversed the lowering of Federal cost-sharing limitations, and permitted new projects to be considered.

The battle of full implementation of the grant program did not stop there. When the administration proposed only \$20 million for community water and sewer facilities in its budget for fiscal 1975, Congress responded in the summer of 1974 with an appropriations bill which included \$345 million for water and sewer grants, incorporating the \$120 million only recently released from impoundment. One of President Nixon's final official acts was to veto this bill on August 8. Finally, on December 31, a compromise was reached in which \$150 million, including the left-over \$120 million, was appropriated for fiscal 1975.¹²

In 1974, the Administration continued to impound \$9 billion in EPA sewerage treatment plant grant funds.

Rural Transportation

During 1974, the immediate crisis in transportation of grains and soybeans, the general decline of railroad facilities and services, and the mobility problems of rural people continued to cause concern among Congressmen over the serious inadequacy of the existing rural trans-

¹² U.S. Congress. Senate. Committee on Agriculture and Forestry. Subcommittee on Rural Development. Revised Guide to the Rural Development Act of 1972: (Committee Print) Washington, U.S. Govt. Print. Off., 1975. 102 p.

portation systems. This was seen as preventing the full utilization of agricultural resources and inhibiting rural development.¹³

The principal transportation issues in 1974 were (1) the potential abandonment of thousands of miles of rural rail lines, (2) the need to improve the rural road systems, and (3) the input of rural development needs into the formulation of transportation policy.¹⁴

Earlier in the year, rural leaders in Congress had been alarmed by the administration's proposal to cut back highway aid for rural areas, affecting some 300,000 miles of a 900,000 mile road system. In addition, the President proposed the abandonment of at least 78,000 miles of railroad track, much of it in the countryside. When these members charged that these proposals threatened the health of the nation's food and fiber distribution system upon which rural economies and urban consumer and production markets depended, the administration took the position that the transportation void created by the rail abandonment could be filled by barge and truck transport. Many in Congress were not satisfied, on the grounds that: (1) vast rural regions where food and fiber are produced are not serviced by navigable streams and (2) most rural roadways cannot currently endure the weight of transport freight trucks. Indeed, it was estimated that in 1974, of the 3.17 million miles of roadway in rural areas, only about 14.2 percent was capable of bearing heavy freight loads. These leaders pointed to the obvious overuse of this portion in the event of massive rural rail abandonment.¹⁵

Particularly under fire was the lack of input of the Secretary of Agriculture—charged by Title VI of the Rural Development Act with national rural policy coordination—in the formulation of priorities articulated in the Administration's Unified Transportation Assistance Act. Various rural groups called for the development of "multimodal" (rail, road, and water) transportation, implying balanced investment in various systems.¹⁶

Congress also focused on the issue of increased fuel costs and fuel shortages on rural transportation, and the attempts made by both the government and the private sectors to meet transportation-related energy needs. It concluded that such shortages could result in a major problem of rising food and fiber costs to all consumers.¹⁷

Housing in Rural America

In the 1968 Housing and Urban Development Act, the Congress set a goal of 26 million housing units to be built or rehabilitated over the next 10 years. Six million of these units were to be for families with low incomes.

¹³ U.S. Congress. Senate. Committee on Agriculture and Forestry. *Prelude to Legislation to Solve the Growing Crisis in Rural Transportation*. (Committee Print) Washington, U.S. Govt. Print. Off., 1975. 351 p.

¹⁴ U.S. Congress. Senate. Committee on Agriculture and Forestry. *Transportation in Rural America: An Analysis of the Current Crisis in Rural Transportation; An Interim Report*. (Committee Print) Washington, U.S. Govt. Print. Off., 1974. 18 p.

¹⁵ Alexander. Bill. House Democratic Response to the President's Message and Administrative Actions on Community Development in the Countryside. Remarks in the House. *Congressional Record* (daily ed.), v. 120, February 4, 1974: H444-448.

¹⁶ U.S. Congress. Senate. Committee on Agriculture and Forestry. *The Immovable Feast; A Series of Papers Examining the Growing Crisis in Rural Transportation*. (Committee Print) Washington, U.S. Govt. Print. Off., 1973. Part I. 134 p.

¹⁷ U.S. Congress. Senate. Committee on Agriculture and Forestry. *The Immovable Feast; Transportation, the Energy Crisis, and the Rising Food Prices for the Consumer*. (Committee Print) Washington, U.S. Govt. Print. Off., 1974. Part II. 40 p.

Serious equity problems have existed among the badly housed people of rural America. Over half the occupants of substandard housing in 1970 had incomes of less than \$3000. Although only 23 percent of rural households are headed by elderly people, these households comprise one-third of all those in substandard housing. Also black families account for 29 percent of all nonmetro households in homes lacking complete plumbing but only 7 percent of all non-metro households.

Another important problem in rural housing involves credit availability. There is evidence to suggest that rural homeowners are more limited in their access to credit channels and must take home loans on less favorable terms than their urban counterparts.¹⁸

The general Federal response to the commitments it made has been poor. In the period between 1968 and 1973, only 487,000 housing loans were provided. In January, 1973, the President suspended all subsidized housing programs and stopped FmHA and HUD from making any new commitments. For fiscal 1974, although Congress appropriated \$1.1 billion for low and moderate income housing loans, \$350 million of this was held in reserve, and \$400 million was earmarked for rehabilitation rather than new construction.¹⁹

Most of the relevant programs to aid the development of housing in rural areas, or places of 10,000 or less are administered by FmHA. In recent years, the Nixon Administration raised serious questions about their usefulness. At the beginning of 1973, the President's budget for fiscal 1974 stated:

No new obligations will be incurred under the low-income housing, rural rental housing, and farm labor housing loan programs after January 8, 1973, pending completion of a thorough evaluation of federally subsidized housing programs. This evaluation will focus on whether the programs: (1) are the most effective mechanisms available for providing housing assistance to low-income families; (2) are providing excessive benefits to other than the intended beneficiaries; (3) represent a proper Federal role. Applications which had been certified for approval by this date will be processed for approval and disbursement.²⁰

The rural housing programs were resumed in July, 1973, after a Federal court order to that effect. The Administration, however, persisted in its efforts to reorient the rural housing program and clarified its intent in the proposed budget for fiscal 1975:

This budget provides for an interim rural housing policy which moves in the direction supported by the President's housing study through greater emphasis on using existing housing, rental housing, home repairs and rehabilitation, and makes Farmers Home Administration programs more available to persons with the greatest housing needs. This action is being taken pending completion of the HUD experimental housing program. Guaranteed loans are to be used on an experimental basis during 1974 and 1975 for a portion of both the moderate income and rental housing program.²¹

By far the majority of loan assistance was in the form of Section 502 (of Title V of the Housing and Urban Development Act) home ownership loans. Exactly 86,543 loans were provided for moderate and low income families to purchase, construct, or enlarge family dwellings.

¹⁸ U.S. Congress. Senate. Committee on Agriculture and Forestry. Subcommittee on Rural Development. *Rural Housing: Needs, Credit Availability, and Federal Programs.* (Committee Print) Washington, U.S. Govt. Print. Off., 1975. 16 p.

¹⁹ Alexander, *op. cit.*

²⁰ U.S. Executive Office of the President. Office of Management and Budget. Appendix to the Budget for Fiscal Year 1974. Washington, U.S. Govt. Print. Off., 1973. p. 175.

²¹ U.S. Executive Office of the President. Office of Management and Budget. Appendix to the Budget for Fiscal Year 1975. Washington, U.S. Govt. Print. Off., 1974. p. 171.

This amounted to only about half of the 154,775 unit which Congress had authorized to be assisted. In dollar terms, Congressional authorization under the 502 program was \$1.985 billion, as contrasted with FmHA obligations of \$1.590 billion. Although the annual dollar amount obligated under the 502 program remained roughly the same in the period 1972-4, the 86,543 unit loan level of fiscal 1974 was less than both the 1972 and 1973 levels by about 20 percent, undoubtedly reflecting cost inflation in the construction industry.

The 502 program authorizes loans both for medium and low income families, the latter being eligible for interest credits as well. During fiscal 1974, the main shortfall occurred in the low-income loan program. Whereas in response to Congress' authorization of 41,000 loans for moderate income families FmHA actually obligated 42,000 such loans, FmHA obligated only 44,541 low-income loans, less than one-half of the 113,775 low-income unit rate authorized by Congress. FmHA has used its discretionary authority to shift loan funds within the 502 program. Moreover, although Congress indicated that for fiscal 1974 almost two-thirds of the total section 502 funds should go to interest-credit loans, only a little over one-third of the funds obligated were so allocated.

Thus, the bulk of the unobligated \$400 million for rural homeownership loans was originally targeted for low-income families receiving credit subsidies. Virtually all the funds authorized for rural rental housing under section 515 was obligated, about \$173 million (12,590 units). The farm labor housing loan and grant program of section 514 and 516 respectively, authorized about \$10 million each. These funds were obligated in full, effecting some 1,751 dwelling units. The housing repair loans under section 504 were substantially under-obligated, although the annual authorization was only \$10 million (estimated to effect 5,500 units) to begin with. Of this money, only about \$4.4 million (loans to 2,185 units) was obligated.²²

As noted above, FmHA was required in 1974 to shift the emphasis of its low income homeownership loan program from new construction to existing and rehabilitated housing. This change has proved difficult to implement. FmHA officials initially projected almost 80,000 loans for existing or rehabilitated housing. Very few of these were actually made. Ultimately, less than 16,000 loans were made on existing housing, more than 80 percent short of the goal.

On the other hand, FmHA made interest credit loans on 29,000 new units and 42,000 new unit loans to moderate income families. About three out of five moderate income loans were on newly constructed housing. Figures for July and August, 1974, (the beginning of fiscal 1975) indicate a continuation of this trend.

Experts have speculated on several reasons as to why the Administration position is meeting with so much practical difficulty. In part it may be due to the primitive state of the rehabilitation industry in rural areas. It is deemed more likely, however, that no substantial surplus of suitable existing property exists. Moreover, the Administration's rationale that lower income families would be served at lower cost per unit has been brought into question; the lower performance ratio in number of houses served per dollar expended reflects a higher than anticipated average cost for existing housing.

²² U.S. Congress. Senate. Committee on Agriculture and Forestry. Subcommittee on Rural Development. Rural Housing: Needs . . .

Progress toward the implementation of housing goals in rural areas was evaluated in a report published in 1974 by the Senate Subcommittee on Rural Development:²³

1. Eliminating or narrowing the general credit deficit for rural housing

Some progress is indicated by the growth of savings and loan associations in nonmetro areas and the reduced dependence upon individuals for mortgage loans. But a persisting credit gap is suggested by the light participation of outside institutions such as insurance companies and mutual savings banks in the mortgage markets of nonmetro areas. Rural homebuyers cannot obtain as favorable mortgage terms as metropolitan homebuyers; they are charged higher interest rates and are required, on average, to pay off loans over a shorter period. Some Federal agency programs have helped; others, such as FHA and the federally-chartered FNMA, have made only minor contributions.

2. Production targets

In 1968 Congress set ten-year housing production targets of 26 million units including 6 million for lower income families. No specific allocation was made for rural areas. It can be reasonably inferred, however, that between one-fourth and one-third of the subsidized units, or 1.5 to 2 million, should be provided to lower income rural families over a ten-year period. If one assumes that Section 502's moderate as well as low income programs meet such needs and includes the rental units of Section 515 as well, the programs of FmHA have been running at between one-half and two-thirds of target levels over the past five years.

3. Needs of very low income families

Both Congress and the Administration have indicated from time to time that poverty-level families should receive priority in housing programs. In fact, the interest-credit programs of the Farmers Home Administration are not deep enough subsidies to reach many poverty-level families. As noted earlier, only 12 percent of the families obtaining interest-credit loans in fiscal 1973 had incomes below \$4,000.

Repair loans at 1 percent under Section 504 and loans and grants for farm labor housing are intended to serve very low income people. Neither program has received more than nominal appropriations over the past five years. The Administration's proposed budget for fiscal 1975 provided no funds at all for farm labor housing.

The 1974 Housing and Community Development Act permits rent supplements to be paid in behalf of low income families in rural rental housing. To fill a significant part of the housing needs of elderly and other eligible renter families in rural areas it would be necessary not only to provide rent supplement money but to enlarge substantially the rural rental housing program.

As a result of the energy crisis, tight money conditions, high interest rates, and general inflation, unemployment in the housing construction industry soared in 1974. Housing starts were off 50 percent from 1973 levels and were at the lowest point in four and a half years by November. Unemployment in the construction industry nationwide has surpassed 12 percent.

In response, President Ford released \$3 billion of the \$7.75 billion appropriated by Congress to subsidize the mortgage industry. These funds were to be used by the Government National Mortgage Association (GNMA) to buy mortgages on new homes which have been made at below market rates.

Critics of rural housing programs charge that the program does not go far enough to stimulate the market and that it might in fact act to exacerbate the problem. The funds, intended to create 100,000 new homes must be borrowed by the Treasury from the open market. Many claim that this will draw from Saving and Loan (S&L) deposits, a primary source of mortgage funds.

The Rural Housing Alliance made several suggestions for alternatives to the mortgage assistance plan. These included the adoption of

²³ *Ibid.*

a credit allocation approach, a reduction of FmHA's loan rate to $8\frac{1}{2}$ percent, and increases in FmHA's staff by 20 percent in order to process loan applications more efficiently. These proposals were accompanied by calls for Congress to devise legislation to stimulate savings in S&Ls by, among other things, authorizing tax exclusion of the first \$1,000 of interest earned on accounts in financial institutions specializing in home loans.²⁴

Energy Problems and Rural Development

As the energy crisis developed during the Winter and Spring of 1974, rural leaders in Congress become increasingly concerned with the current and potential affects of energy shortages on rural areas.

Specifically, their concern was twofold: (1) how would an immediate energy crunch effect the quality of life of farm and nonfarm families and communities in rural areas, and (2) how would a protracted energy shortage impact upon the attainment of such policy goals as rural revitalization and balanced national growth.

With respect to the long-term question, experts asserted that continuing energy scarcities definitely would require a reassessment of development strategies on the part of policy makers. One major report concluded that national efforts to solve the energy crisis could provide the nation with the opportunities to further rural development and balanced growth through environmentally sound exploitation of fossil fuel deposits in rural areas, particularly in Appalachia and the Rocky Mountain States. The report suggested that an intergovernmental approach to formulating energy and development policies should be taken, making the maximum use of the Regional Commissions and substate multicounty planning districts. While the report predicts that rural development goals could seriously be undermined by a policy of increased energy efficiency through the encouragement of high density living and concentration of economic activity, it asserts that a rural development policy based on energy development could lead to the expansion and diversification of the rural economic base.²⁵

Also addressed was the short-run problem of how economic activity in rural areas would be affected by an immediate energy shortage. Many rural leaders forecast undue hardship on rural people, for several reasons.

Shortages of gasoline would result in more than proportional hardship on rural people dependent on automobile transportation, in the face of the absence of alternative modes available in many metropolitan areas. Given the lower density of rural areas, increased transportation costs—particularly those associated with freight trucking—can be expected to have a more severe impact on rural businesses in general and small enterprises in particular. The heating of rural homes usually consumes more fuel; it was speculated that a rise in fuel cost would have a greater effect on the rural homeowner.

The options for immediate energy conservation put forward by the Administration in late 1974 were contained in FEA's Blueprint for Project Independence; the Ford Foundation's Energy Project, and a

²⁴ Housing Slump Will Hurt Rural Development, Area Development Interchange, December 15, 1974.

²⁵ U.S. Congress. Senate. Committee on Agriculture and Forestry. Subcommittee on Rural Development. *The Effects of Uncertain Energy Supplies on Rural Economic Development.* (Committee Print) Washington, U.S. Govt. Print. Off., 1974. 136 p.

plan by the Committee for Economic Development (CED). All three reports stressed that a primary emphasis would have to be placed on the curtailment of gasoline consumption in order to reduce the nation's dependency on imported oil. The reports pointed out that gasoline consumption accounted for some 6.5 million of the 17 million barrels of oil consumed daily in the United States.

The major Federal tools to be considered for conserving gasoline included a quota on crude oil imports, gasoline rationing, and gasoline taxation. Rural leaders noted that any one of these measures could impose disproportionate hardships on rural areas, at least in the absence of careful planning.

An import quota could result in a situation in which sparsely settled areas would be the first to experience fuel shortages and the last to be relieved of them. Such areas are often situated at the end of the energy "pipeline," where high transportation costs and relatively low demand (high marginal costs) would tend to inhibit deliveries.

Rationing, if not carefully planned to take into account the limited availability of alternative transportation modes, could severely impact rural residents. Almost all rural nonfarm workers rely on automotive transportation. Moreover, it is not uncommon for nonmetropolitan residents to drive 35 miles to their workplaces. The difficulties of carpooling in low density areas could make inadequate gasoline supplies disastrous.

Finally, the proposal for a gasoline surcharge seemed to receive the least negative reaction. While the income effects could be expected to have a disproportionate effect on rural residents, this could conceivably be offset somewhat by a redistribution of tax receipts, based on income level.²⁶

The States and Rural Development

A recent analysis of the State role in nonmetropolitan development identified five key areas for State action.²⁷ The first item on the agenda for State action is assuring coherence of State policy with regard to rural areas by identifying contradictions in the policies of the various State agencies and attempting to eliminate them through a coherent State policies plan. The second item is to develop local governmental institutions which are capable of overcoming the problems of scale faced by many rural local governments. One method of doing this is the establishment of substate planning and development districts which can provide areawide planning, can hire professionals for planning and provide circuit-riding "city managers," and can provide assistance to component local governments in dealing with problems associated with Federal and State aid programs. The remaining three items deal with the provision of services, especially education and health services, and with providing a system of public transportation in rural areas which is necessary to achieve the outreach required for successful rural and small town health and education services.

Several States did act in 1974 to provide access to better health services in rural areas. Indiana provided loans to medical students who will establish practices in rural areas, as did Minnesota. Georgia

²⁶ Energy and Economy Measures Could Burden Rural Residents Most. Area Development Interchange, December 15, 1974.

²⁷ Rainey, Kenneth D. Realism and Ruralism: The State Role in Nonmetropolitan Development. State Government, v. XLVII, Autumn 1974: 199-203.

has implemented a new program designed to help small rural communities attract doctors by allowing foreign medical school graduates to practice in the State by obtaining a one-year provisional license. The license can be renewed after one year if the doctor is delivering quality medical service in the judgment of the State medical examining board. The Oklahoma legislature authorized the creation of rural ambulance service districts throughout the State.

A recent survey of State programs designed to alleviate housing problems in rural areas found that a relatively small amount of resources has been allocated to this problem.²⁸ However, a few States have conducted a wide variety of small-scale programs, including State financing of public housing, State administration of Federally financed housing, secondary mortgage financing, the provision of "seed money," and the regulation of mobile home construction and mobile home parks.

Rural communities seldom have access to the capital that is needed to build community facilities to serve the needs of their residents. In order to help alleviate this problem, the Indiana General Assembly created a Rural Development Fund.²⁹ This fund, which will be administered by the Commissioner of Agriculture, will pay up to 40 percent of the cost of the construction of airports, tourist facilities, streets and sidewalks, sewage facilities, and other community facilities that will strengthen rural development efforts.

PENDING ISSUES IN ECONOMIC AND RURAL DEVELOPMENT

The Congress must continue to seek innovative legislative ways in which to assure balanced national growth. Among other things this will imply the full implementation of the Rural Development Act of 1972. The problems of the small communities which this Act is primarily intended to benefit are being exacerbated by the persistent crises of inflation, unemployment, and potential fuel shortages. Aid to regions and local areas in times of national austerity is quite a different proposition than the one envisioned when this and other development legislation was passed. During a cyclical contraction of the economy as a whole, local or regional economic development can not consist merely of channeling national economic growth to local areas or regions.

Also, the Congress must consider new ideas and policies with respect to the Economic Development Administration. In June of 1976 the EDA authorization will expire. The Congress must reach a decision on whether to continue the present Federally centralized planning and development agency. In reaching such a decision, the most important issues which emerge are (1) whether and how to continue funding development efforts, (2) if such funding is to be continued, are States and local areas more able now to assume more of the economic development planning burden than they were two years ago when the EDA extension was passed, and (3) the formulation of national economic development priorities which are in keeping with local and regional priorities.

²⁸ Council of State Governments. *A Place to Live* . . . , pp. 31-34.
²⁹ Indians, Public Law 78, Laws of 1974.

Related to the issues listed above is the fate of the Title V Regional Action Planning Commissions as well as that of the Appalachian Regional Commission. In 1975, the authorization of the non-highway programs of ARC will expire. The highway programs are authorized to continue for only two more years. Many Appalachian leaders claim that more time and funds are necessary to carry out the intent of the Act. In line with this, focus has increasingly been placed in the Appalachian and Rocky Mountain regions as new major sources of fossil fuel supplies. Rural leaders have argued that although the ecology of these regions should be respected, their sound economic development is in the interest of the nation as a whole.

Finally, the question of a national public works investment policy remains to be addressed. Included in this is the issue of national transportation policy, balanced both with respect to geographic service and to the different modes to be developed. Accelerated public works will be an issue particularly (1) in an era of widespread unemployment (especially as such employment is severe in the construction and related industries), and (2) when many local and State governments are experiencing fiscal crunches which impede their ability to develop needed public facilities and deliver vital community services.

CHAPTER III. RENEWING OLD COMMUNITIES AND CREATING NEW COMMUNITIES

INTRODUCTION

Congress has declared that a national urban growth policy should foster the continued economic strength of all parts of the United States—the central cities, the suburbs, the smaller communities, local neighborhoods, and rural areas; that it should treat comprehensively the problems of poverty and employment (including the erosion of tax bases and the need for better community services and job opportunities) which are associated with disorderly urbanization and rural decline; and that it should refine the role of the Federal Government in revitalizing existing communities and encouraging planned, large-scale urban and new community development.¹

This chapter describes Federal, State, local and court actions in 1974 related to the physical, economic, and social development and renewal of our country's communities, particularly with regard to the revitalization of older communities and the development of new communities.

The major Federal action with regard to older communities during 1974 was the establishment of a program of community development block grants under the provisions of Title I of the Housing and Community Development Act of 1974. Major actions related to the development of new communities were oriented toward evaluation of the Federal new communities program, a program beset by management problems and by financial strains brought on by the continuing inflation and the economic uncertainties of the mid seventies.

COMMUNITY DEVELOPMENT LEGISLATION

The single most important action on community development during recent years was the passage of the Housing and Community Development Act of 1974 (P.L. 93-383). Title I of the Act, which established a community development block grant program, capped an effort that had begun late in the second session of the 91st Congress to rationalize the fragmented structure of Federal community development assistance. In mid-October of 1970 the House Subcommittee on Housing established three study panels addressed to various aspects of housing and urban development. Panel III was charged with the study of urban development problems generally, and upon completion of its work in June 1971 it recommended the "consolidation of all major HUD physical development programs into a single community development block grant."² The same year the President proposed a program of urban community development special revenue sharing.³

¹ P.L. 91-609: 84 Stat. 1761.

² U.S. Congress. House. Committee on Banking and Currency. Housing and the Urban Environment. Report and Recommendations of Three Study Panels of the Subcommittee on Housing. (Committee Print) Washington, D.C., U.S. Govt. Print. Off., June 1971. p. 41.

³ H.R. 8853. 92d Congress.

The three years since those recommendations were made were consumed by repeated efforts to pass omnibus housing and urban development legislation that would provide some form of community development block grants. An acceptable compromise among the House of Representatives, the Senate, and the Administration was finally achieved during the summer of 1974.⁴

Title I of the Act sets forth national purposes for community development; it establishes a community development block grant program that gives a greater degree of discretion and responsibility to elected local officials in the allocation of Federal assistance funds according to local priorities; it specifies simplified planning, application and review requirements; it specifies a formula approach for allocating funds to principal recipients on the basis of relative need, subject to declining hold-harmless constraints; it provides for a discretionary fund to assist certain special community development activities, for full faith and credit loan guarantees for acquisition of property, for non-discrimination on the basis of race, color, national origin, or sex, and for compliance with the Davis-Bacon Act; it sets forth remedies for noncompliance by block grant recipients; it authorizes use of Title I funds to settle outstanding urban renewal loans; it terminates several categorical community development programs; it provides for transition from the categorical grant programs to the block grant program; and it requires the HUD Secretary to report annually on the implementation of the Title. The major provisions of Title I are discussed below.

National Community Development Purposes

In the statement of findings and purpose at the outset of Title I of the Housing and Community Development Act of 1974, the primary objectives of the title are set forth:

The primary objective of this title is the development of viable urban communities, by providing decent housing and a suitable living environment and expanding economic opportunities, *principally for persons of low and moderate income*. Consistent with this primary objective, the Federal assistance provided by this title is for the support of community development activities which are directed toward specific objectives—

(1) the elimination of slums and blight and the prevention of blighting influences and the deterioration of property and neighborhood and community facilities of importance to the welfare of the community, *principally persons of low and moderate income*;

(2) the elimination of conditions which are detrimental to health, safety, and public welfare, through code enforcement, demolition, interim rehabilitation assistance, and related activities.

(3) the conservation and expansion of the Nation's housing stock in order to provide a decent home and suitable living environment for all persons, but *principally those of low and moderate income*;

(4) the expansion and improvement of the quantity and quality of community services, *principally for persons of low and moderate income*, which are essential for sound community development and for the development of viable urban communities;

(5) a more rational utilization of land and other natural resources and the better arrangement of residential, commercial, industrial, recreational, and other needed activity centers;

(6) the reduction of the isolation of income groups within communities and geographic areas and the promotion of an increase in the diversity and vitality of neighborhoods through the spatial deconcentration of housing opportunities for

⁴ The Housing and Community Development Act of 1974 was signed by the President on August 22, 1974. (P.L. 93-383).

persons of lower income and the revitalization of deteriorating or deteriorated neighborhoods to attract persons of higher income; and

(7) the restoration and preservation of properties of special value for historic, architectural, or esthetic reasons.⁵

To reemphasize the thrust of this statement of purpose, the Act requires that applicants for Title I community development block grants certify that their community development program "has been developed so as to give maximum feasible priority to activities which will benefit low- or moderate-income families or aid in the prevention or elimination of slums or blight."⁶

Eligible Recipients

States, cities, urban counties, other counties, and other units of general local government, including designated public agencies, are eligible for community development assistance under Title I. Certain private developers of new communities and new community citizens associations are also eligible to receive assistance funds.

Eligible Activities

Activities eligible for assistance under the provisions of the Title I block grant program are limited to the following:

(1) the acquisition of real property (including air rights, water rights, and other interests therein) which is (A) blighted; deteriorated, deteriorating, undeveloped, or inappropriately developed from the standpoint of sound community development and growth; (B) appropriate for rehabilitation or conservation activities; (C) appropriate for the preservation or restoration of historic sites, the beautification of urban land, the conservation of open spaces, natural resources, and scenic areas, the provision of recreational opportunities, or the guidance of urban development; (D) to be used for the provision of public works, facilities, and improvements eligible for assistance under this title; or (E) to be used for other public purposes;

(2) the acquisition, construction, reconstruction, or installation of public works, facilities, and site or other improvements—including neighborhood facilities, senior centers, historic properties, utilities, streets, street lights, water and sewer facilities, foundations and platforms for air rights sites, pedestrian malls and walkways, and parks, playgrounds, and recreation facilities, flood and drainage facilities in cases where assistance for such facilities under other Federal laws or programs is determined to be unavailable, and parking facilities, solid waste disposal facilities, and fire protection services and facilities which are located in or which serve designated community development areas;

(3) code enforcement in deteriorated or deteriorating areas in which such enforcement, together with public improvements and services to be provided, may be expected to arrest the decline of the area;

(4) clearance, demolition, removal, and rehabilitation of buildings and improvements (including interim assistance and financing rehabilitation of privately owned properties when incidental to other activities);

(5) special projects directed to the removal of material and architectural barriers which restrict the mobility and accessibility of elderly and handicapped persons;

(6) payments to housing owners for losses of rental income incurred in holding for temporary periods housing units to be utilized for the relocation of individuals and families displaced by program activities under this title;

(7) disposition (through sale, lease, donation, or otherwise) of any real property acquired pursuant to this title or its retention for public purposes;

(8) provision of public services not otherwise available in areas where other activities assisted under this title are being carried out in a concentrated manner, if such services are determined to be necessary or appropriate to support such other activities and if assistance in providing or securing such services under other

⁵ P.L. 93-383. Sec. 101(c). *Italic added.*

⁶ P.L. 93-383. Sec. 104(b)2.

applicable Federal laws or programs has been applied for and denied or not made available within a reasonable period of time, and if such services are directed toward (A) improving the community's public services and facilities, including those concerned with the employment, economic development, crime prevention, child care, health, drug abuse, education, welfare, or recreation needs of persons residing in such areas, and (B) coordinating public and private development programs;

(9) payment of the non-Federal share required in connection with a Federal grant-in-aid program undertaken as part of the Community Development Program;

(10) payments of the cost of completing a project funded under Title I of the Housing Act of 1949;

(11) relocation payments and assistance for individuals, families, businesses, organizations, and farm operations displaced by activities assisted under this title;

(12) activities necessary (A) to develop a comprehensive community development plan, and (B) to develop a policy-planning-management capacity so that the recipient of assistance under this title may more rationally and effectively (i) determine its needs, (ii) set long-term goals and short-term objectives, (iii) devise programs and activities to meet these goals and objectives, (iv) evaluate the progress of such programs in accomplishing these goals and objectives, and (v) carry out management, coordination, and monitoring of activities necessary for effective planning implementation; and

(13) payment of reasonable administrative costs and carrying charges related to the planning and execution of community development and housing activities, including the provision of information and resources to residents of areas in which community development and housing activities are to be concentrated with respect to the planning and execution of such activities.⁷

In contrast to the categorical programs that Title I supercedes, local recipients are given wide discretion in allocating assistance funds among these various eligible activities according to locally determined priorities. This discretion is not entirely without conditions, however. Community development activities assisted under the provisions of Title I must be linked to the recipient's housing needs by way of inter-related community development and housing assistance plans. These planning requirements are discussed in the following section.

Planning, Application, and Review Procedures

Under Title I, block grants do not go automatically to eligible recipients. Applications must be made for assistance on an annual basis. The application must contain a three-year community development plan summary, an annual community development program, a housing assistance plan, certifications of compliance with various provisions of Title I and with other laws, and—except for the first program year—an annual performance report. The planning and programming elements underlying the applications, together with the provisions of Title II, which provides a mechanism for implementing the housing assistance plan, provides an opportunity to local governments to link community development and housing activities in a mutually supportive way.

The application must contain a summary of a three-year community development plan (1) identifying community development needs and objectives that are in accordance with areawide development planning and with national urban growth policies, and (2) demonstrating a comprehensive strategy for meeting those needs. The application must also contain the formulation of a community development

⁷ P.L. 93-383. Sec. 105(a).

program that (1) includes activities to meet community development needs and objectives, (2) indicates resources other than Title I assistance expected to be available for meeting such needs and objectives, and (3) takes appropriate environmental factors into account. The application must offer a description of a program to eliminate or prevent slums, blight, and deterioration where such conditions or needs exist, and a program to provide improved community facilities and public improvements, including supporting health, and social services where necessary and appropriate. Under some circumstances, requirements for the community development plan and the community development program may be waived for some smaller communities.

The applicant must also prepare a housing assistance plan that (1) accurately surveys the condition of the applicant's housing stock and assesses the needs for housing assistance on the part of lower income persons residing or expected to reside in the community, (2) specifies a realistic annual goal for the number of units or persons to be assisted and for the mix of housing within the jurisdiction in terms of new, existing and rehabilitated units and in terms of the size and types of projects and assistance best suited to the needs of the area's lower-income persons, and (3) indicates the general locations of proposed lower-income housing with a view to furthering revitalization, the promotion of greater housing choice and the avoidance of undue concentration of low-income persons. The housing assistance plan must assure availability of adequate public facilities and services for such housing.

Applicants must certify that they have complied with civil rights laws, OMB Circular A-95, and provided for adequate citizen participation. In all but the first year's application, an annual performance report must be submitted as well. The report must include an assessment of past activities' relationship to the objectives of Title I and to the stated objectives of the recipient.

Allocation of Funds

Of the total appropriation for a given fiscal year, 80 percent of the amount remaining after discretionary funds are set aside is to be allocated to recipients in metropolitan areas (SMSA's). In principle, each metropolitan city and urban county is eligible for an annual grant from an individual SMSA's allocation. The SMSA allocation is equal to its "hold-harmless" amount or to an amount calculated using a formula based on population, housing overcrowding, and the extent of poverty (counted twice). The basic grant amount to the individual metropolitan city or urban county is a share of the SMSA allocation, calculated using an analogous formula.

After formula allocations are made, any remaining SMSA funds are to be allocated first to meet hold-harmless provisions within the SMSA, second for grants to States and local governments other than urban counties and metropolitan cities. Any additional remainders may be reallocated for use by States, metropolitan cities, urban counties, or other general local governments, first in any SMSA in the same State and, second, in any other SMSA.

The 20 percent non-metropolitan fund is to be allocated first to meet hold-harmless requirements of non-metropolitan recipients, and, second, to States for use in non-metropolitan areas, with a State's al-

location being calculated using the same basic formula that includes population, housing overcrowding, and the extent of poverty (counted twice). Remainders are to be reallocated in a way analogous to that for metropolitan remainders.

An eligible recipient's hold-harmless amount is based on the amount of assistance the recipient was getting through categorical community development programs. During the first three years of the Title I program, the hold-harmless amount remains stable. During the second three years, however, it is to be phased down by thirds until it disappears in fiscal year 1980.

Title I also establishes a discretionary fund—a 2 percent set-aside from the total appropriation—to be used in grants to Federally-assisted new communities, to State and local governments that join together in carrying out areawide housing and community development programs, to certain U.S. territories, to State and local governments to demonstrate innovative community development projects, to meet emergency community development needs caused by Federally-recognized disasters, or to correct inequities resulting from the formula and hold-harmless allocation provisions.

Report to Congress

Title I of the 1974 Act requires the Secretary of Housing and Urban Development to report annually to the Congress indicating progress being made in accomplishing the objectives of the title and summarizing the use of Title I funds during the preceding fiscal year. The Secretary is authorized to require block grant recipients to submit reports and information the Secretary may require in order to make the annual report to Congress.

State Community Development Activities

Several States acted in 1974 to encourage the redevelopment and rehabilitation of obsolete industrial and residential properties in urban areas and communities. The Michigan Legislature enacted the Plant Rehabilitation Act⁸ and the Economic Development Corporations Act⁹ in order to provide methods by which municipalities can encourage industrial and commercial development or redevelopment. The Plant Rehabilitation Act authorizes cities, villages, and townships to establish plant rehabilitation or industrial development districts and to provide property tax exemptions to encourage the improvement and renovation of obsolete industrial plants. The Economic Development Corporations Act authorizes three or more persons to petition a municipality to form a nonprofit economic development corporation to plan, finance and implement projects involving land or improvements suitable for industrial or commercial enterprises or replacement housing projects incidental to such projects. The Economic Development Corporation must designate specific project boundaries, provide a detailed plan for the project, and must consult with a citizens' council created to monitor the project. The municipal governing body must approve the project plan before the corporation can acquire property. The municipality, but not the corporation, may

⁸ Michigan, Act 198, Laws of 1974.

⁹ Michigan, Act 338, Laws of 1974.

take property by condemnation. The Minnesota Legislature authorized municipalities to create development districts and to establish development programs to be carried out in the districts.¹⁰ Within these districts, the municipality may adopt a development program to acquire, construct, reconstruct, improve, alter, extend, operate, maintain, or promote developments aimed at improving the physical facilities, quality of life, and quality of transportation in the district.

The municipality may acquire land or easements through negotiation or through powers of eminent domain. The Act makes provisions for the relocation of all persons who would be displaced by a proposed development district, for the establishment of an advisory board to monitor development projects, and for the financing of development projects through general obligation bonds. Minnesota also authorized municipal housing and redevelopment authorities to acquire real property which contains buildings and improvements which are vacant and substandard.¹¹ The legislation provides for the maintenance of a current inventory of such property, and establishes procedures for making vacant residential structures available to low or moderate income persons or families which have the financial ability and/or building skills to repair, improve, or rehabilitate the properties.

RELOCATION ASSISTANCE

The public purposes that are involved in community growth and change at all levels of government often result in displacement of individuals, families, and organizations from their places of residence or business. Recognizing that this is often injurious to those involved, there have been for many years programs of relocation assistance to those displaced by such public actions. These programs were consolidated under the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970.

One of the provisions of the 1970 Act is a requirement that Executive agencies with relocation responsibilities make an annual report on their role in implementing the Act. On February 7, 1974, the President transmitted to the Congress the third annual report of each executive agency and department on their activities during fiscal year 1973 under the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970.

According to the President's message accompanying the reports, response by individuals and communities affected by relocation assistance was largely favorable. The report asserts that the down-payment assistance provision of the Act has resulted in increased home ownership opportunities for some displaced persons. However, the report went on to say that the principal criticism of the relocation assistance program was that agencies are not able to deal with the problems of firms displaced from their places of business as well as with problems of individuals and families displaced from their homes. The message said that this problem was being reviewed in order to find possible solutions.

¹⁰ Minnesota, Chapter 485, Acts of 1974.

¹¹ Minnesota, Chapter 228, Acts of 1974.

LANDLORD-TENANT RELATIONS

Rent controls were again an issue in 1974, as inflation pushed rents steadily upward. In Maine, the Legislature enacted legislation to enable local governments to adopt rent control legislation if "a serious public housing emergency exists in a municipality which would result in a shortage of rental housing accommodations and abnormally high rents and will produce serious threats to the public health, safety and general welfare of the citizens of the community unless residential rents are regulated and controlled."¹² The legislation exempts housing units owned and operated by governmental units or agencies. The rent controls will be administered by a board or administrator appointed by a local mayor or city manager. Several specific factors are to be considered in making rent adjustment determinations: increases or decreases in property taxes and operating and maintenance expenses; capital improvements made (as opposed to ordinary maintenance and repair); increases or decreases in living space and services; deterioration of the unit; and failure to perform repair and maintenance services.

Other issues in the landlord-tenant relationship were also the subject of State legislation in 1974. In Virginia, for example, the General Assembly established minimum conditions to be met by both parties in any rental agreement.¹³ The Act sets a ceiling on the amount of money that can be required as a security deposit, requires the payment of 3 percent interest on all security deposits held more than 13 months, protects against arbitrary eviction, and sets rules governing access to dwellings. Landlord-tenant legislation was also enacted in Alaska, Maryland, Montana, Nebraska, Ohio, and Washington.

There is a modern trend in the courts toward recognizing an implied warranty on the part of the landlord that the leased premises are suitable for human occupancy and will be maintained in such condition during the tenancy. In 1974 another state court recognized this warranty of habitability in residential leases. The Supreme Court of Kansas held that provisions of a city housing code which prescribe minimum housing standards give rise to an implied warranty of habitability in urban residential leases.¹⁴

DISASTER RELIEF

The President has had statutory authority since 1950 to take certain emergency actions and to offer Federal assistance after natural disasters occur. Over the nearly two and a half decades since then, the powers and duties of the President relating to natural disasters have grown.

Disaster Relief Act of 1974

On May 22, 1974, the Disaster Relief Act of 1974 was enacted (P.L. 93-288). The act was intended to strengthen and improve disaster assistance available to individuals and to local and State

¹² Maine, Chapter 244, Acts of 1974.

¹³ Virginia, H.B. 220, Acts of 1974.

¹⁴ *Steele v. Latimer*, 214 Kan. 329, 521 P. 2d 304 (1974).

governments. It provided grants for repair or reconstruction of recreational facilities and of private, nonprofit education, utility, emergency, medical and custodial care facilities that are damaged or destroyed by major disasters; 90 percent grants to State and local governments for restorations of certain damaged public facilities or construction of new facilities; disaster preparedness planning grants to States; emergency assistance in disaster situations that are less than major; insurance provisions intended to protect State and local governments against hardships resulting from future disasters; grants to States for financial assistance to individuals or families with serious needs created by disasters; loans to local governments that suffer substantial revenue losses because of major disasters and which have immediate need for financial assistance in order to perform their governmental functions; and a long-range economic recovery authority for major disaster areas. The individual and family grant programs were made retroactive to April 20, 1973; all other provisions of the Act became effective on April 1, 1974.

One of the most significant provisions of the Act related to the options available to the President when faced with a need for providing disaster relief: Before the passage of the 1974 Act the President had two choices when facing a request from a State governor for disaster assistance. First, the President could declare a major disaster if he found losses to be so severe that State and local governments would not be able to adequately respond to the problem. Such a declaration would cause the full array of aid programs to be made available to those in the disaster area. The second choice was not to declare a major disaster. This would deny all disaster relief to the victims of the disaster, except for aid available through individual agencies such as the Small Business Administration and the Farmers Home Administration.

The 1974 Act provides a third choice—one which lies between total assistance and no assistance. The Act allows the President to declare an "emergency," which would make an impacted area eligible for a number of forms of assistance, but not the full array that would be available under the declaration of a "major disaster."

In summary, the 1974 Act brings together in one statute the 44 separate Presidential powers and duties related to disaster relief, and it repealed most prior disaster relief legislation. Exceptions were provisions that authorized the Small Business Administration and the Farmers Home Administration to make low-interest loans without a Presidential declaration, and provisions related to disaster relief in various statutes on housing, highways, education, and internal revenue.

The provisions of the Disaster Relief Act of 1974 were implemented by Executive Order 11795, dated July 11, 1974. This Executive Order delegates to the Secretary of Housing and Urban Development all of the authority vested in the President by the 1974 Act, except authority to declare emergencies and major disasters, to prescribe the time limits for granting priorities for certain public facilities and public housing assistance, to provide for the repair, reconstruction, restoration, or replacement of Federal facilities, and to provide for economic recovery.

Each of these authorities are reserved to the President. Other exceptions pertain to the use and availability of the Federal civil defense communications system for the purpose of disaster warnings and the availability and distribution of food coupons after a disaster. The former authority is delegated to the Secretary of Defense; the latter, to the Secretary of Agriculture.

Under the provisions of the Executive Order, the HUD Secretary may delegate to the head of any other executive agency (subject to the proposed delegee's consent) any authority or function delegated to the HUD Secretary under the Executive Order.

The order requires the HUD Secretary to prepare a plan for the provision of legal services under provisions of the act and to submit that plan to the President through the Director of the Office of Management and Budget.

Fire Prevention and Control Act

One of the many problems that affect the quality of life in urban and other areas is the problem of fire prevention and control. In the United States, fire kills 12,000 people each year, injures another 300,000 and destroys about \$3 billion worth of property. The total cost of fire in the United States has been estimated at about \$11 billion per year.¹⁵

The Fire Prevention and Control Act (P.L. 93-498) was enacted in order to reduce fire losses through improved prevention and control. The Act establishes in the Commerce Department a National Fire Prevention and Control Administration, the Administrator of which is to be appointed by the President with Senate approval. Among the duties of the Administrator is a mandate to take all steps necessary to educate the public and to overcome public indifference to fire and fire prevention.

The Act directs the establishment by the Secretary of Commerce of a National Academy for Fire Prevention and Control. The purpose of the Academy is to advance the professional development of persons engaged in fire prevention and control activities.

The Administrator of the National Fire Prevention and Control Administration is directed to conduct a continuing program of development, testing, and evaluation of equipment for use by fire, rescue and civil defense services; for the purpose of improving such equipment and making use of latest technological advances in the field.

The Administrator is also directed to operate, either directly or through contracts or grants, an integrated comprehensive National Fire Data Center that would collect, analyze, publish or otherwise disseminate information related to the prevention, occurrence, control and results of fires.

The Act directs the Administrator to establish master plan demonstration projects at the State level, and it authorizes appropriations for such grants.

¹⁵ U.S. National Commission on Fire Prevention and Control. Final Report. Quoted in U.S. Congress. Senate. Committee on Commerce. Federal Fire Prevention and Control Act. Washington, U.S. Govt. Print. Off., 1973. (93rd Congress, 1st session. Senate. Report No. 93-470) p. 6.

It provides for the reimbursement of fire services that have fought fires on property under Federal ownership. Reimbursement would be for the amount of direct expenses and direct losses incurred in the fighting of such a fire.

The Act authorizes the Administrator to review, evaluate and suggest improvements in State and local fire prevention codes, building code and any relevant Federal or private codes and regulations. It also authorizes him to encourage owners and managers of multiple family residential, commercial, industrial, or transportation structures to prepare Fire Safety Effectiveness Statements.

The Act establishes a Fire Research Center in the Commerce Department for the purpose of performing and supporting research on all aspects of fire. The aim of the Center's activities would be providing scientific and technical knowledge applicable to the prevention and control of fires. The Act sets forth areas of research to be included in the Center's agenda.

For the victims of fire, the Act directs the Secretary of Health, Education and Welfare to establish an expanded program of research on burns, burn treatment, and rehabilitation of burn victims; and it requires the National Institutes of Health to sponsor and encourage an expanded and improved burn treatment system across the nation. The Act authorizes appropriations to carry out the program for victims of fire.

SOCIAL SERVICES

In Title VII of the Housing and Urban Development Act of 1970 the Congress declares that a national urban growth policy should "treat comprehensively the problems of urban poverty . . ." Providing assistance for social services is part of the Nation's attack on poverty.

Services Through Community Development Block Grant Programs

Under the provisions of the Housing and Community Development Act of 1974, provision of social services is an eligible item under Title I community development block grants if such services are not otherwise available in areas where other activities assisted under Title I are being carried out in a concentrated manner. Such services must be necessary or appropriate to support the other community development activities. Assistance under Title I may be provided only if assistance in providing or securing such services under other Federal programs has been applied for and denied, or applied for but not made available within a reasonable period of time. The services must be directed toward improving the community's public services and facilities, including those concerned with the employment, economic development, crime prevention, child care, health, drug abuse, education, welfare, or recreational needs of those residing in community development areas and toward coordinating public and private development programs.

The social services language of the act is based largely upon that of the Senate-passed S. 3066. The conference report on the bill stressed that such services need not be available in areas of concentrated activities so long as they principally serve residents of such areas.¹⁶

¹⁶ U.S. Congress. House. Committee on Banking and Currency. Subcommittee on Housing. Compilation of the Housing and Community Development Act of 1974. (Committee Print) Washington, U.S. Govt. Print. Off., 1974. p. 303.

Revision of Social Service Regulations

During 1973 there was a major conflict between the Administration and the Congress over proposed revisions to regulations governing social services programs in the Department of Health, Education, and Welfare. By the end of the year disagreements had not been resolved and the proposed new regulations were suspended by Public Law 93-233 until December 31, 1974.

The disagreements were resolved by the passage of the Social Services Amendments of 1974 (P.L. 93-647), which was cleared for the President's signature in December. The Act again postponed new social service regulations until September 30, 1975, at which time new Title XX, which the 1974 amendments add to the Social Security Act, becomes effective. The 1974 amendments also replace the current provisions of Title IV-A and VI as of October 1, 1975.

The Act makes major changes in the roles of the Federal Government and the State governments. The act gives the States primary responsibility for the allocation of social service funds to various categories of persons, geographic areas, and services. The Federal responsibilities to be carried out by the Department of Health, Education and Welfare, are to (1) insure compliance with the law; (2) evaluate the program, and (3) offer technical assistance to States.

The law says that social services must be aimed at achieving the goals of self-support, self-sufficiency, prevention or remedy of neglect, abuse or exploitation of children and adults; preserving, rehabilitating or reuniting families; preventing or reducing inappropriate institutional care, and service to individuals in institutional care.

Requirements placed on the States by the law are described by HEW as follows:

While in general, the law does not define the services to be provided or the groups to be served, it does list certain services which are mandatory: a State must provide one service directed towards meeting each goal; it must provide three types of services to recipients of SSI; family planning services must be offered to recipients of AFDC. Also, expenditures are prohibited for capital improvements; room and board and medical services, unless they are integral but subordinate to a social service (room and board for not more than six months); education when it is generally available without cost; services to individuals living in institutions and foster homes, with the exceptions of in-reach services and, in the case of foster homes, services for special needs of the resident.¹⁷

Among its other provisions the new law broadens eligibility for social services. Eligibility based on broad income levels replaces eligibility tied to the categorical programs of Aid to Families with Dependent Children (AFDC) and Supplemental Security Income (SSI). It sets a maximum income for Federal participation; it allows States the option of selecting income standards below the Federal maximums; and to insure that some resources go to those at the lower income levels, it requires that 50 percent of the Federal funds be spent on current AFDC, SSI and medicaid recipients or persons eligible for those programs. The law requires the State to publish an annual services plan before it can receive Title XX funds. Provisions must be made for public review and comment on the proposed plan.

The law retains the existing \$2.5 billion ceiling on Federal spending and the existing method of distribution among States on the basis of population:

¹⁷ Correspondence from the U.S. Dept. of Health, Education, and Welfare, March 10, 1975; attachment, p. 3.

Headstart, Economic Opportunity, and Community Partnership Act of 1974

The Headstart, Economic Opportunity, and Community Partnership Act of 1974 was cleared for the President's signature in December 1974 and was signed as P.L. 93-644 in the first days of 1975. The Act extended programs under the Economic Opportunity Act and authorized a program for increased State and local participation in antipoverty efforts.

The Act creates a Community Services Administration as an independent Executive agency to administer the Community Action Program, which the act continues, as well as most of the programs formerly administered by the Office of Economic Opportunity. The act also provides a mechanism for shifting the Community Services Administration into the Department of Health, Education, and Welfare.

NEW COMMUNITIES

In Title VII of the Housing and Urban Development Act of 1970, the Congress declared that "the national welfare requires the encouragement of well planned, diversified, and economically sound new communities, including major additions to existing communities as one of several essential elements of a consistent national program for bettering patterns of development and renewal." Title VII went on to establish a program of loan guarantees, loans, public service grants, supplementary grants for public facilities, technical assistance and special planning assistance to encourage the development of large-scale new communities.

The new authority was never fully implemented. Only the loan guarantees and supplementary grants were made; none of the loans or other grants authorized under Title VII ever materialized. Moreover, the supplementary grant program was terminated as of June 30, 1973. By the end of 1974 there were 16 new community developments approved for loan guarantees.

All in all, 1974 was not a good year for the Federal new communities program. The 17 new communities approved for the program were far less than the 91st Congress had hoped for; a draft HUD evaluation report recommended a restricted role for the Federal Government in new community development in the future; a report by the General Accounting Office criticized HUD's administration of the Federal program; the new communities themselves were having severe difficulties; and HUD was increasingly involved in working out ways to improve the short-term financial viability of Federally-assisted new communities. The situation was such that one headline writer was to label the program a "fading dream."¹⁸

HUD Evaluation Report

A draft evaluation report on the new communities program, prepared by HUD's Office of Policy Development and Research and dated October 4, 1974, examined the rationale for Federal support of

¹⁸ Lippman, Thomas W. and William Richards, *New Towns: the Fading Dream*. A series of six articles. *Washington Post*. January 12-17, 1975.

new community development, compared the program's cost and benefits, and examined the equity of the program. It addressed the following issues: (1) whether and to what degree new communities differ from other forms of urban development; (2) imperfections in the capital market which make it difficult to obtain new community financing; (3) whether there are major societal benefits in new communities for which the developers are not rewarded; (4) the value of new communities as laboratories for innovation; (5) the Federal Government's contribution to developers of new communities and the return the Federal Government receives; (6) the costs of the Federal new communities program; and (7) the distribution of benefits and costs.

The report concludes that the imperfection of the capital market is a weak justification for Federal involvement; that although innovations in new communities are a potential justification for Federal involvement, the experience in innovation has so far been less than impressive; and that "other externalities"¹⁹ that might justify the Federal presence do not exist. It also concludes that the revolving fund that underlies the guarantee program is not actuarially sound. It estimates, perhaps conservatively, that Government costs would be about \$13 million or perhaps more depending upon the amount of loss per foreclosure. The estimate is based upon the assumption that "all new communities which are viable from a long-run perspective will obtain the short-run financing necessary to overcome temporary cash-flow problems."²⁰

Generalizing from a study conducted by the University of North Carolina, the report concludes that there are few if any benefits created by Federally assisted new communities that are not also created by conventional suburban developments. Finally, from the point of view of equity, the report asserts that because of the "absence of significant costs or benefits the question of equity is moot."²¹

In a draft policy-option paper, also prepared by the Office of Policy Development and Research, and dated October 8, 1974, HUD staff analysts discuss six major policy options for the HUD Department with regard to the new communities program. The options are as follows:

1. Continued current Federal role, maintaining the present approach and direction of the New Community Administration program.
2. Expanded current Federal role with new direction through increased Federal support for the current new communities.
3. Major alteration of Federal role to focus on experimental or laboratory functions. This option implies a reduction in the current rate of new community commitments.
4. Major alteration of Federal role to one of catalyst for a variety of new growth forms, including new communities, PUD's, etc.
5. Major alteration of Federal role to allow the Government to become an active partner in, or to become the developer of, new town construction.
6. Major de-emphasis of the Federal role in new town activity.

¹⁹ The draft report associates the notion of "other externalities" with such things as achieving economically and racially balanced new communities. It asserts that the ability of new communities to achieve such balance is unproven and that the program would "have to be operated at a substantially higher volume to make a meaningful contribution toward" the goal of fair housing. U.S. Department of Housing and Urban Development, Evaluation Report on the New Communities Program, Second draft, Washington, October 4, 1974, p. 94.

²⁰ Ibid., p. 95.

²¹ Ibid., p. 95.

The draft policy-option paper recommends that some combination of options 3 and 4 be selected:

On the one hand, the evidence does not support either a "business as usual" stand or an enlargement of the program through the encouragement of new commitments. On the other hand, the projected long-run viability of most of the current projects does not justify a shut-down of the program.

We believe that the focus of the program should shift in the direction of a Federal role built upon studying existing new communities and other forms of growth and disseminating to the private sector information about the relative success of different growth forms under various environmental conditions. Thus, Federal activities, which now involve overseeing the development of existing new communities and processing new applications, would emphasize research and management studies of both Title VII new communities and other growth forms and the accumulation, organization, and transfer of information on new forms of growth collected by the Federal government and other institutions examining new growth forms.

Under this new role the Federal Government would guarantee additional new communities only where it could be clearly demonstrated that such additional new town is necessary as a laboratory for the testing of some new process, technique, or plan which cannot be adequately evaluated in an existing setting. Moreover, such an innovation would have to be of major importance to U.S. urban development and not some innovation which may be intriguing but not relevant to land use planning, zoning, income and racial mix, etc.²²

The New Communities Administration, which manages the Federal new communities program within HUD, disagreed with much of the evaluation report and prepared a detailed rebuttal, dated November 5, 1974.

The rebuttal, which is quite lengthy, calls the evaluation report "unbalanced" and asserts that it was based on inadequate data and was not sufficiently comprehensive in its approach to evaluation of the program in terms of the full range of its statutory objectives. The rebuttal criticizes the report for reaching "a number of flat conclusions based on heavily qualified information or inadequate analysis."²³

GAO Report on New Communities

On November 15, 1974, the Comptroller General of the United States released a report entitled "Getting the New Communities Program Started: Progress and Problems."²⁴ The report found that HUD has made some progress in implementing the new communities program but that only certain ones of the four types of new communities identified in the legislation underlying the program were being developed with Federal assistance. Title VII of the 1970 Housing and Urban Development Act identifies new communities in existing metropolitan areas, in older central cities, in smaller towns, and in rural areas, as different types to be encouraged. However, of the 15 projects approved for guarantee at the time of the GAO study, all but two were of the first type—on the outskirts of fast-growing metropolitan areas. One of these two is a new town in an older central city, called a "new town in town;" the other is in a rural area. The report asserted that new community projects were not being undertaken in other areas because of the high costs and risks that must be borne.

²² U.S. Dept. of Housing and Urban Development. New Communities Program Policy Options Paper. Second Draft. Washington, October 8, 1974. p. 34.

²³ U.S. Department of Housing and Urban Development. New Communities Administration. Comments on "Evaluation Report on the New Communities Program." (Second Draft, Oct. 4, 1974). p. 3.

²⁴ U.S. Comptroller General. Report to the Congress. Getting the New Communities Program Started: Progress and Problems. B-170971. Washington, D.C., U.S. General Accounting Office, November 15, 1974.

The GAO report criticized HUD's conduct of market feasibility analysis in the review of applications for Title VII assistance. It said that in four of the projects studied by GAO, HUD had relied on market feasibility reports provided by developers that "were in some respects either outdated or lacked the information HUD needed to make a proper determination."²⁵ GAO also said that "HUD did not adequately evaluate market studies and other information supplied by three of the four developers."²⁶

The GAO report went on to say that improvements were needed in the way that HUD determines the financial feasibility of new community projects. A project may be judged financially feasible if the project land can be sold at prices that will cover the developer's purchase and development costs and also retire Federally-guaranteed bonds, but according to the GAO report the financial projects submitted to HUD by some developers "did not show that enough money would be generated to retire the guaranteed bonds nor did they contain all the information HUD needed to determine whether the projects were financially feasible."²⁷ The GAO report said that HUD failed to fully evaluate the financial projections of two of the developers, that the four projects in the GAO sample were not meeting their forecasts of sales, revenues, and costs,²⁸ and that HUD was not fully aware of the financial difficulties new community developers were encountering because it did not require periodic revisions of financial projections and because it did not require developers to submit information with which HUD could determine their financial condition.²⁹

According to the GAO report the Federal Government may be inadequately protected from financial loss if developers default on the Federally-guaranteed bonds because of the inadequacy of the developers' collateral. The report says that HUD accepted as collateral "real property that was not properly valued" and "items that would have little or no value."³⁰

Because of these findings GAO recommended that the HUD Secretary should accomplish the following:

Evaluate the current market and financial feasibility of each project HUD has approved.

HUD should (1) analyze the approved development plans in terms of present market conditions and revise them, if necessary, and (2) prepare a current financial plan to determine whether the projects appear able to generate enough revenue to meet the anticipated costs and to retire the federally guaranteed obligations.

Require the New Communities Administration to periodically monitor the financial progress of the developers and affiliated companies and reevaluate the market and financial feasibility of each project when actual performance is much lower than projected.

Require the New Communities Administration to establish guidelines for evaluating the proposed projects' market and financial feasibility, including how information supplied by the developer should be accepted or verified.

Require that developers either own or control all project land before project agreements are signed.

Review HUD's current policy pertaining to collateral so that only items which can be liquidated will be accepted as collateral for the federally guaranteed obligations and review each approved project's collateral to determine its current value.³¹

²⁵ *Ibid.*, p. 11.

²⁶ *Ibid.*, p. 11.

²⁷ *Ibid.*, p. 11.

²⁸ *Ibid.*, p. 11.

²⁹ *Ibid.*, p. 11.

³⁰ *Ibid.*, p. 11.

³¹ *Ibid.*, pp. 11, 12.

The GAO report said that HUD generally agreed with the report's recommendations and that the department was either taking or planning to take actions to improve its review and monitoring procedures for new communities assistance.³²

The report recommended that the Congress provide additional incentives to encourage the development of the types of new towns which were not receiving Federal assistance, if these types are Congressional priorities. It recommended consideration of increasing the \$50 million guarantee limit, provision of grants for local governments for locating new community projects within central cities, and consideration of provisions for additional tax incentives to the private sector for locating new community projects in small towns and rural areas.

State action on new communities in 1974 was highlighted by the enactment of Tennessee's New Community Development Act, which includes some innovative provisions relating to the governance of new communities, as well as procedures for safeguarding the integrity of the basic plan for the new town development in relations between the developer and governmental agencies.³³ The Act created a State Community Development Board which will establish standards and promulgate regulations for new town developments and serve as the review agency and final ruling authority for appeals to decisions made pursuant to the Act. The Director of the Tennessee State Planning Office will administer the Act. New community developers must submit to the Director a general development plan dealing with land use, economic feasibility, urban services, and resident participation. A public hearing must be held on the plan, and if the Director then determines that the plan satisfies the standards established by the board, he will grant the developer a certificate which protects the new community from annexation or municipal incorporation except as specified in the Act. The residents of the new community may create a municipality, once their number is sufficient to support a fiscally viable governmental unit. All planning and zoning actions of the new municipality must conform to the State-approved general plan. Other provisions of the Act require consultation by the developer with local governments which will be asked to provide services, establish procedures for local suggestions or plan amendments, and stipulate arrangements so that the new town development will not cause adverse fiscal impacts on neighboring communities.

ISSUES

In reviewing developments in 1974 one becomes increasingly aware of being in a period of significant transition. This is true in many dimensions of national life, including the renewal of old communities and the creation of new communities. In this period of transition four sets of issues can be highlighted: conserving our investment in older communities during what may become an era of scarcity, implementation of the new program of community development block grants, relocation assistance to firms and businesses displaced by public action, and Federal involvement in the development of large-scale new communities.

³² *Ibid.*, p. v.

³³ Tennessee, Chapter 749, Acts of 1974.

Older Communities and the Problem of Scarcity

The second annual report on the state of the cities, published in late 1974 by the National League of Cities, concluded that:³⁴

The urban crisis has been obscured by the urban policy crisis. While the problems that provoked the flurry of social programs in the sixties persist into the seventies, the confidence that launched these programs does not. The most serious urban problems have not been solved. And they have not been solved in a way that suggests that they have not been understood. Furthermore, it is certain that some of the solutions have worsened the situation. Finally, and most importantly, the same "old" problems are being carried into a new era. They must be seen in this new setting in order to avoid making policy for the past.

The report characterizes the new setting for cities as one in which the world is passing out of an era of abundance into one of scarcity. In this new setting, the United States can no longer afford an urban policy which supports the abandonment of older cities and the growth of sprawling new urban areas, since the costs connected with this type of growth will no longer be supportable. The costs are of three kinds: the resources consumed by expansion and addition—land, materials, energy and water; the loss of already developed resources in areas of decay and deterioration; the high cost of maintaining and operating the form of development which has come to dominate urban areas—costs in energy, capital transportation, and pollution, to name but a few. The report argues that the existing, implicit urban policy of the United States encourages decay and pollution and discourages rehabilitation and re-use; it encourages sprawl and outward dispersion of public and private investment; it encourages the over-use and waste of natural resources; it encourages the permanent dependence and unproductiveness of a large segment of the population; and it encourages ever-greater regulation of the lives of Americans in order to solve the very problems it has created. The report recommends the adoption of an explicit national urban policy directed toward conservation of urban resources, and including the following elements:³⁵

Federal policy must reverse the incentives that encourage city decay and urban sprawl.

Federal policy must redesign the taxation and subsidy systems to encourage urban conservation and city recycling, rather than abandonment and increased consumption.

Federal policy must support transportation systems which reinforce sound urban development.

Federal policy must tie its procurement expenditures and programs of public works to sensible urban growth goals.

Federal policy must balance the demands for production and prosperity and the necessities of urban environmental quality.

Implementation of Community Development Block Grants

There are several important issues regarding the implementation of Title I community development block grants. Of major importance is the way the primary objectives of the Title are being met. It can be argued that the implementation mechanism as specified in the legislation itself allows HUD to play a relatively passive role in insuring that recipients address themselves to the Act's primary objectives. A

³⁴ National League of Cities, *State of the Cities, 1974: A Changing World of Problems for Urban Policy*. Washington, 1975, p. 1.

³⁵ Pritchard, Allen E. *Second Annual State of the Cities Message*. Washington, National League of Cities, 1974, p. 12.

number of questions can be raised: Are grant recipients allocating an appropriate portion of their grants to the benefit of low- and moderate-income persons and toward the prevention of slums and blight? Are housing and community development activities being effectively linked in a coordinated approach to local needs?

Other issues include whether Title I funds are being used on "community development activities that are consistent with comprehensive local and areawide development planning," and whether assurances regarding citizen participation, equal opportunity and civil rights considerations are being fulfilled.

Finally, there are major questions regarding the adequacy of funding of the Title I program and the suitability of the allocation formula as specified in the legislation. There may emerge evidence to support alterations in the formula language.

Relocation Assistance

The problems associated with the provision of relocation assistance to displaced firms and businesses may be worthy of additional congressional attention. Of interest will be the degree to which the Executive Branch responds to the problem it identified in its 1974 report.

Also at issue is whether the implementation report requirement should be extended after it expires. The report covering 1974 implementation activities is the final report required under the Act.

New Communities

Considering most of the signs observed during the year 1974, one could indeed agree that in the short-term at least, the dream for the development of large-scale new communities as a major tool for shaping urban growth was indeed fading. However, there remain a number of issues to be faced if a Federal policy decision on this matter is to be made. First, are the problems facing new community developers predominantly the result of national economic conditions, their own inadequate management of new community development undertakings, or maladministration by the Department of Housing and Urban Development? As in most complex systems, there is probably not a single resolution to this issue, and the Congress might wish to consider action addressed to the full range of likely cause of the development problems facing new communities.

Second, the Congress may wish to reexamine the role of new community development as a tool for shaping national urban growth, considering the place of new communities in the long-term trends of change in the pattern and structure of American urbanization. Such a reexamination may reinforce the original commitment of the Congress to new community development purposes as identified in Title VII of the Housing and Urban Development Act of 1970. On the other hand, it may give rise to a revised policy regarding the Federal interest in new communities. In any event, such a reexamination could be made against a background of increased experience with new town development—experience that could potentially provide the Congress with more facts and data than were available when Title VII was first conceived.

CHAPTER IV.—TOWARD A DECENT HOME

INTRODUCTION

The Congressional goal, stated in 1949 and reaffirmed in 1968, of a decent home and a suitable living environment for every American family seemed far from attainment in 1974 as the housing industry faced its worst crisis in years. A year-end report on housing in California summarized the housing "depression" in that State and the factors, including growth-related factors, which combined to create the "depression".¹

The housing industry has suffered more than any other sector of our economy from the effects of inflation, tight money, and consumer confidence (now at an all time low).

The building industry has become highly inefficient because of the violent fluctuations in production caused by the availability of credit. The average home owner simply cannot compete with the government and major corporations for funds.

The middle class is being priced out of the housing market; housing low and moderate income families verges on impossibility.

The energy crisis is forcing us to rethink the way housing is to be provided for our people. Urban sprawl means extensive energy consumption.

For the last fifty years, the suburbs have been the relief valve for people fleeing the problems of our cities. Today they are fighting growth.

Restrictions, uncertainties, and endless delays imposed on the developer have frustrated all and bankrupted many.

On the national level, 1974 was one of the most dismal years for housing in recent decades. The 1,350,000 housing units started were 34 percent fewer than the number started in 1973 (2,057,500).²

This represented the steepest annual percentage decrease since 1943, when starts fell 39 percent from 1942. The number of housing permits issued fell even more dramatically—the 1,079,690 permits issued in 1974 were a full 41 percent fewer than the 1973 total (1,830,200).³ In addition, unemployment in the construction industry, which is strongly dependent on housing, soared to 15.0 percent at the end of the year. As bleak as these statistics were, the outlook for the beginning of 1975 was even bleaker.

It was against this background that the Federal Government enacted several important housing laws, including the Housing and Community Development Act of 1974, the Veterans Housing Act of 1974, the Emergency Home Purchase Assistance Act of 1974, and the Real Estate Settlement Procedures Act of 1974. The Federal Home Loan Bank Board created an Urban Reinvestment Task Force to stimulate neighborhood preservation. The General Accounting Office and several other agencies issued reports on various aspects of Federal housing policies and programs.

¹ The San Francisco Development Fund. A California Housing Program 1975. San Francisco, December 1974, p. 18.

² U.S. Department of Commerce, Social and Economic Statistics Administration, Bureau of the Census, Construction Reports: Housing Starts, Washington, U.S. Gov't. Print. Off., 1974. (Its Report M.C. 20-74-12) p. 3.

³ U.S. Department of Commerce, Social and Economic Statistics Administration, Bureau of the Census, Construction Reports: Housing Authorized by Building Permits and Public Contracts, Washington, U.S. Gov't. Print. Off., 1974. (Its Report No. C40-74-12), p. 5.

CONGRESSIONAL ACTION ON HOUSING

The Housing and Community Development Act of 1974

The omnibus Housing and Community Development Act of 1974 (P.L. 93-383), enacted on October 18, was the first major housing law in six years. The Act provides for a broad range of new and modified Federal housing programs. (The community development provisions of the Act are described in detail in Chapter III.)

The new Lower-Income Housing Assistance Program ("Section 8") created by the Act could have pronounced effects on a national urban growth policy. The legislative objective of this program, which replaces the Section 23 Leased Housing Program, is to aid lower-income families in obtaining a decent place to live and to promote economically mixed housing.

Under this program, housing assistance payments are made with respect to existing, newly constructed and substantially rehabilitated housing on behalf of eligible families. Assistance payment contracts are made with owners (who may be private owners, cooperatives, or certain public housing agencies).

Administration and management of the program is to be carried out by the Department of Housing and Urban Development and local public housing agencies. With regard to *existing* housing, the HUD Secretary is authorized to enter into annual contributions contracts with public housing agencies which, in turn, may enter into contracts for assistance payments to owners. Under certain circumstances the HUD Secretary is authorized to enter into contracts and perform other functions assigned to public housing agencies. With regard to *new or substantially rehabilitated* housing, the HUD Secretary can contract directly with owners or prospective owners (which may be public housing agencies) who agree to build or rehabilitate.

Contracts to make assistance payments entered into by a public housing agency with an owner of existing housing units provide that the selection of tenants is the function of the owner; the agency has the sole right to give notice to vacate, with the owner having the right to make representation to the agency for termination of tenancy; maintenance and replacement (including redecoration) is in accordance with the standard practice for the building concerned; and the agency and owner carry out other terms and conditions as may be mutually agreed to by them.

Each contract for an existing structure entered into is for a term of up to 180 months. The HUD Secretary may contract to make assistance payments for a new or rehabilitated dwelling unit for up to 240 months.

The contract between HUD and the owner of new or rehabilitated units provides that all ownership, management, and maintenance responsibilities, including tenant selection and termination of tenancy, are assumed by the owner.

Rental units eligible for assistance under the program may be new, existing or substantially rehabilitated. New or rehabilitated units are eligible for mortgage insurance under FHA programs; and assistance with respect to such units may not be withheld or made subject to preferences because of the availability for such units of mortgage insurance on a co-insurance basis or by reason of the tax exempt status of the bonds or other obligations used to finance construction or

rehabilitation. Assistance is available with respect to (1) units in cooperatives (occupancy charges are deemed to be rent for purposes of making assistance payments) and (2) in accordance with regulations of the Secretary, some or all of the units in a section 202 project for the elderly or handicapped.

Assistance contracts establish maximum monthly rent (including utilities, maintenance and management charges) to be paid to eligible owners. Monthly rent generally cannot exceed by more than 10 percent the fair market rental established by the HUD Secretary periodically for existing or new units in market areas. Assistance contracts are adjusted annually or more frequently in the maximum monthly rents for units to reflect changes in fair market rentals.

Assistance payments, generally, amount to the difference between 15 and 25 percent of family income and the maximum rent, taking into consideration the income of the family, the number of minor children and the extent of unusual family expenses. In the case of a large very low-income family, a very large lower income family, or a family with exceptional medical or other expenses, the monthly payment is the difference between 15 percent of income and maximum monthly rent. Assistance contracts provide that assistance payments are made only for leased units for lower income families. However, payments may be made for unoccupied units for up to 60 days (1) if a family vacates a dwelling unit before the expiration date of the lease for occupancy or (2) where a good faith effort is being made to fill an unoccupied unit. Assistance payments may be made with respect to up to 100 percent of the units in any structure upon the application of the owner. The HUD Secretary may give preference to applications for assistance involving not more than 20 percent of the units in certain projects.

Eligible families are those who, at the time of initial renting of units, have total annual family incomes not in excess of 80 percent of area median income, with adjustments for smaller and larger families, but the HUD Secretary may establish higher or lower income ceilings if he finds such variations necessary because of prevailing levels of construction costs, unusually high or low family income, or other factors. At least 30 percent of the families assisted with annual contract authority allocations must be families with gross incomes not in excess of 50 percent of area median income, subject to adjustment by the HUD Secretary.

The Act also extends HUD's Section 235 homeownership program's statutory authority to June 30, 1976, but with no additional contract authority; extends the statutory authority of the Section 236 rental program to June 30, 1976, and adds \$75 million in contract authority; raises savings and loan single family mortgage ceilings from \$45,000 to \$55,000 (higher still in Alaska, Hawaii, and Guam); expands the secondary mortgage activity limits on the Federal Home Loan Mortgage Corporation and on the Federal National Mortgage Association; extends the Federal Housing Administration's mortgage insurance and rate setting authorities to June 30, 1977 (except for the 235 and 236 programs noted above); increases FHA's mortgage ceilings for most programs; reactivates HUD's Section 202 elderly housing program; expands the definition of "rural area" in which the Farmers Home Administration may operate; requires HUD to establish national mobile home construction and safety standards; and contains

a variety of miscellaneous authorities (e.g., the creation of a National Institute of Building Sciences, and authorization for the Secretary of HUD to undertake a demonstration program to determine the feasibility of utilizing solar energy for heating or cooling residential housing).

The Emergency Home Purchase Assistance Act of 1974

In late 1974 the Congress, recognizing the increasingly prohibitive price of, and unavailability of mortgage credit, passed the Emergency Home Purchase Assistance Act of 1974 (P.L. 93-449) in order to provide an alternate source of residential mortgage credit through extension of the "Tandem Plan." Under the conventional Tandem Plan the Government National Mortgage Association (GNMA) ". . . makes a commitment to a lender to buy a mortgage at a future date following which GNMA will then resell at the best price obtainable, absorbing the difference between the purchase and selling price."⁴ However, prior to the enactment of P.L. 93-449, GNMA was restricted to purchasing". . . (1) mortgages covering one-to-four-family residences which are insured or guaranteed by the Federal Housing Administration or the Veteran's Administration, . . . and (2) mortgages insured by FHA covering multi-family properties."⁵

The Emergency Home Purchase Assistance Act of 1974 extends GNMA's purchasing authority to one-to-four-family residences". . . which are conventionally financed and have a loan-to-value ratio not in excess of 80 percent unless the excess is privately insured."⁶ It is hoped that this extension of GNMA's purchasing authority to conventional mortgages will provide a much needed boost to a severely depressed industry in which, at year's end, construction industry unemployment stood at 15.0 percent and hundreds of home builders filed for bankruptcy.

The dollar limit on the mortgages GNMA may purchase is \$42,000 (except in Alaska, Hawaii, and Guam, where the limit is \$55,000), at an interest rate prescribed by the Secretary of HUD, ". . . but in no event shall such rate exceed a rate equal to the average yield during the month preceding the month in which a commitment to purchase such mortgage was issued on all marketable bonds of the United States maturing in more than six but less than twelve years from the date of such commitment (exclusive of bonds with a coupon rate of less than 6 per annum) plus one-half of 1 per centum, adjusted upward to the nearest one-eighth of 1 per centum. . . ."⁷

Shortly after the Act became law on October 18, 1974, GNMA began to purchase FHA, VA, and conventional mortgages with the first \$3 billion released under this new Tandem Plan. Initially, it was hoped that this \$3 billion would result in an additional 100,000 housing units being constructed, but for a variety of reasons the actual number is likely to be less than that.

⁴ U.S. Department of Housing and Urban Development. Explanation of the Tandem Plan. Washington, September 4, 1974. p. 1.

⁵ U.S. Congress. House. Committee on Banking and Currency. Summary of Activities: A Report of the Committee. Washington, U.S. Govt. Print. Off., 1975. (93rd Congress, 2nd Session. House. Report No. 93-1657) p. 72.

⁶ *Ibid.*

⁷ The Emergency Home Purchase Assistance Act of 1974, P.L. 93-449, Sec. 313(b) (2) (c).

Finally, it should be noted that this Act provides only interim authority and is applicable "Whenever the Secretary [of HUD] finds inflationary conditions and related governmental actions are having a severely disproportionate effect on the housing industry and the resulting reduction in the volume of home construction or acquisition threatens seriously to affect the economy and to delay the orderly achievement of the national housing goals contained in Title XVI of the Housing and Urban Development Act of 1968. . . ." ⁸ The Act provides, then, not a general authority for GNMA, but rather a temporary authority which may be used only under certain specified conditions.

The Veterans Housing Act of 1974

Another significant piece of housing legislation enacted by the 93rd Congress was The Veterans' Housing Act of 1974 (P.L. 93-569), which amends and improves upon the basic veterans' housing benefits. Among other things, the Act allows veterans to use their Veteran's Administration mortgage guarantees as many times as they wish, as long as they pay off their old mortgages and sell their old homes. Thus, a veteran can now move for whatever reason he chooses and still be eligible for a V.A. guaranteed loan, whereas previously he had to present "compelling reasons." In addition, the Act increases the maximum V.A. mortgage guarantee to \$17,500 from \$12,500, increases the maximum mortgage on single width mobile homes from \$10,000 to \$12,500, and authorizes up to a \$20,000 guarantee for double-width mobile homes. Other provisions in the Act establish, or increase benefits previously available, for such things as guaranteed loans for mobile home site preparation and specially adapted housing for disabled veterans.

Real Estate Settlement Procedures

Congress acted in 1974 to reform the real estate settlement process and to protect consumers from unnecessarily high settlement charges caused by abusive practices found to exist in certain areas of the country. The Real Estate Settlement Procedures Act of 1974 (P.L. 93-533) was signed into law late in the year, and its provisions will take effect in mid-1975.

The purposes of the reform law include advance disclosure to home buyers and sellers of settlement cost, elimination of kickback or referral fees unnecessarily inflating the costs of settlement services, reduction of real estate and insurance escrow account levels, and reform and modernization of local land title record-keeping. This supplements HUD's already existing, albeit as yet unused, authority to set standards for allowable settlement charges for FHA and VA residential mortgage transactions.

The settlement law supplies those consumers who are using "federally related mortgage loans" with protection and information not usually available with regard to costly but little understood home purchase settlements. Among other things, the law requires HUD to prescribe a standard form for stating settlement charges in residential mortgage transactions. It also requires advance disclosure of settle-

⁸ Ibid., Sec. 3(a).

ment costs to borrowers at the time of the loan commitment or thereafter, but not later than 12 days prior to settlement. The law also requires HUD to prepare and distribute special information booklets to help home buyers and sellers understand settlement services. Among other things, the booklet is to include a description and explanation of the nature and purpose of costs incident to real estate settlement and an explanation of the unfair practices and unreasonable or unnecessary charges that prospective buyers should avoid. The Act prohibits kickbacks given or received in connection with the referral of settlement service business and the practice of requiring a buyer to purchase title insurance from a particular company as a sale condition. Lenders are prohibited from requiring home loan borrowers to make excessive deposits in escrow accounts to maintain pay for property taxes and hazard insurance.

The law authorizes the establishment of a demonstration model system for recording land title information, thus facilitating land transfer and mortgage transactions. The goals of this provision are the reduction of cost and the possible development of a nationally uniform system of land parcel recording.

Condominiums

The Senate Banking, Housing and Urban Affairs Subcommittee on Housing held hearings in October 1974 on proposals for Federal regulation of condominium sales and conversions. Interest in this form of housing has been sparked by the growing importance of condominiums to the overall national housing supply and by reported problems and abuses associated with this relatively new form of ownership. Various bills introduced in 1974 included provisions for requiring the disclosure of certain information to prospective purchasers of condominiums, the initiation of various regulatory requirements, and requiring developers to allow condominium owner associations to take control of management no later than a year after initial occupancy.

In testimony on October 9, 1974 an Assistant Secretary of the Department of Housing and Urban Development outlined plans for a Congressionally mandated HUD study of condominium and cooperative housing problems, which is due in 1975.⁹ Included in the hearing record was a HUD consumer booklet completed in 1974: "Questions About Condominiums: What to Ask Before You Buy."

The potential importance of condominium regulation is suggested by HUD's reported prediction that half the U.S. population may be living in condominiums within 20 years.¹⁰ Several States reacted to the growing condominium movement by enacting legislation to regulate various aspects of condominium sales and operations. The Florida Legislature enacted a bill of rights for condominium owners and buyers.¹¹ In Maryland, the General Assembly enacted legislation to protect condominium purchases which requires developers to maintain escrow accounts for deposits and to give 120 days' notice to tenants of conversion of apartments to condominiums.¹² In Virginia, the

⁹ U.S. Congress. Senate. Committee on Banking, Housing and Urban Affairs. Subcommittee on Housing. Condominiums. Hearings, 93rd Congress, 2nd Session on S. 2658 and S. 4047, October 9 and 10, 1974. Washington, U.S. Govt. Print. Off., 1974. 278 p.

¹⁰ Condominiums: Is Federal Regulation Needed? Congressional Quarterly Weekly Report, v. 32, October 26, 1974: 2980.

¹¹ Florida, H.R. 2155, Acts of 1974.

¹² Maryland, Chs. 641, 704, Laws of 1974.

General Assembly enacted a "second generation" condominium act, which has been described as a law which "provides more protection for prospective unit purchasers than any other condominium statute in the United States."¹³ Among other things, the Act requires landlords to give prospective buyers a detailed list of the operating expenses, and to provide warranties covering major items which come with the property.

FEDERAL HOME LOAN BANK BOARD ACTIONS AFFECTING HOUSING FINANCE

The principal task faced by the Federal Home Loan Bank Board during 1974 was assisting member institutions by expanding the amount of funds available to meet demands for housing financing during a period when the savings and loan industry was experiencing a net decrease in savings.¹⁴

Several different methods were used to increase the amount of funds available to member institutions. The regional Federal Home Loan Banks in May of 1974 undertook a special advances program which was called "below market interest rate program" (BMIR). Under this program, advances were offered to associations at $\frac{1}{2}\%$ below the Federal Home Loan Banks' cost of obtaining the funds. A total of \$3.55 billion was advanced or committed under this program. The Federal Home Loan Bank System borrowed \$3 billion from the U.S. Treasury at $7\frac{1}{8}\%$ which was thereupon lent to the Federal Home Loan Mortgage Corporation (FHLMC) to enable it to purchase mortgages at below market rates. In a separate policy action, liquidity requirements for member institutions were reduced to 5% effective September 29, 1974.

On April 22, 1974, Federal Home Loan Bank Board Chairman Thomas R. Bomar and Department of Housing and Urban Development Secretary James T. Lynn jointly announced the creation of the Urban Reinvestment Task Force. This task force has received staffing and administrative support from the Bank Board and grants totaling \$3 million from HUD to replicate Neighborhood Housing Services programs in approximately twenty cities and to investigate other forms of neighborhood preservation. At the beginning of 1974, there were five NHS programs in operation. At the end of the year, the number had expanded to eleven and programs were under active development in six additional cities. The programs are designed to bring about a coordinated reinvestment by private financial institutions, local governments, and residents themselves in urban neighborhoods which can still be saved.

The Board, through its Office of Economic Research, undertook studies in the following areas: long range structural reform of the thrift industry; alternative mortgage instruments, e.g. variable rate mortgages, and flexible payment mortgages (the latter was authorized in 1974 for use in special circumstances); long term mortgage backed bonds to be issued by member associations; and various cost analyses of savings and loan operations.

¹³ Virginia Rewrites Condo Act To Cover Current Innovations. Land Use Digest, v. 7, August 1974: 1. Virginia, H.B. 46, Acts of 1974.

¹⁴ Correspondence from the Federal Home Loan Bank Board, February 1975.

FEDERAL RESERVE BOARD ACTIONS AFFECTING HOUSING FINANCE

In an effort to help curb the "double-digit" inflation experienced in the U.S. in 1974, the Federal Reserve Board of Governors pursued a relatively restrictive monetary policy (e.g. the money supply grew at approximately 4.5 percent in 1974 compared to 6.1 percent in 1973). In a September 16 press release, the Board endorsed the Federal Advisory Council's recommendations on commercial bank lending policies. In its statement, the Council endorsed the Board of Governors' pursuit of a restrictive monetary policy in order to help reduce the rate of inflation. However, the Council issued the following statements:

A regrettable aspect of restrictive monetary policy is that it tends to produce impact, bearing more heavily on some sectors of the economy than others. Therefore, banks should make an effort to utilize their limited funds equitably, giving consideration, for instance, to the special vulnerability of the home-building industry.¹⁵

In endorsing the Advisory Council's recommendations (which generally stated, urged commercial banks to make fewer loans for "speculative purposes" and more for productive purposes), the Board issued the following comment:

The Board noted particularly that the Council in its statement recognized "the special vulnerability of the home-building industry." An active home-building industry is vital to the well-being of local communities as well as of the nation as a whole, and it is to the interest of banks and other financial institutions to give reasonable support to the financial needs of that industry.¹⁶

FEDERAL HOUSING STUDIES

In 1974 the General Accounting Office conducted a number of investigations relevant to housing and urban growth.

A March 1974 report having important future implications concerned Federally-backed experimental housing allowances. This program, initially authorized by Congress on a small scale in 1970, allows the Department of Housing and Urban Development (HUD) to supply income supplement payments to lower income families to enable them to shop for quality housing anywhere in a given area. In recent years, the Administration has viewed these allowances as a promising new approach to providing large-scale housing assistance, perhaps replacing past housing assistance programs oriented more toward housing production than toward directly supplementing the family budget for housing.

Among the concerns voiced by GAO in its March report was the perceived need to conduct housing allowance experiments in a wider variety of local contexts to assure that such subsidies will not result in generally higher local rent scales due to increased housing demand generated by housing allowances.¹⁷ In August 1974 Congress continued the housing allowance program on an experimental basis in the omnibus Housing and Community Development Act (P.L. 93-383).

Inquiries made by GAO also included, among others, reviews of HUD's administratively developed homeownership opportunities

¹⁵ Statement of the Federal Advisory Council on Commercial Bank Lending Policies, Sept. 16, 1974, p. 3.

¹⁶ Federal Reserve press release, September 16, 1974, p. 1.

¹⁷ U.S. General Accounting Office, *Observations on Housing Allowances and the Experimental Housing Allowance Program*. Report to the Congress by the Comptroller General of the United States. [Washington] 1974. (B-171630, March 28, 1974). pp. 3-4.

program for low-income families (HOPLIF)¹⁸ and problems of disposition of acquired properties in Detroit, Michigan.¹⁹ One of the reasons HOPLIF was studied was that this program was not specifically included in an overall HUD housing subsidy evaluation study published in 1973. The Detroit inquiry was conducted at the request of a House Government Operations Subcommittee concerned about a rapid rise in mortgage defaults in Detroit under HUD's single-family mortgage insurance programs.

In December of 1974 the President released the Domestic Council's Report on National Growth and Development. In the section entitled "Federal Influence on Growth and Quality of Life,"²⁰ it was reported that in fiscal year 1973, Federal outlays for housing (which includes guaranteed insured loans and home mortgage insurance) totaled \$19.02 billion, of which 92.4 percent went to metropolitan counties and the rest to nonmetropolitan counties. The percent of Federal housing funds going to metropolitan counties was significantly higher than the 75.5 percent average for all Federal outlays in Agriculture and Natural Resources, Community Development, Housing, Human Resources and DEFENSE-NASA-AEC.²¹ Thus, Federal outlays for housing tend to benefit metropolitan areas disproportionately.

Also, in the area of Credit Management, the various Federal organizations involved (i.e. the Federal Reserve System, Federal Home Loan Bank Board, Farm Credit Administration, Government National Mortgage Association, Federal Housing Authority, Farmers Home Administration, and Veterans' Administration) strongly influence the direction of urban development:

These credit-related institutions do not deliberately operate to achieve predetermined impacts on community or regional economic development. But they often do. For example, housing mortgage guarantees and interest rates which these agencies influence have played a key role in encouraging suburbanization by encouraging construction of new housing rather than conserving existing housing stock. The result has been to give inadvertent impetus to outmigration from central cities.²²

Housing Goals Report

Late in 1974 the President transmitted an annual report to Congress on national housing goals. This report is required by the 1968 Housing Act, which established numerical housing production targets for the ten year period through fiscal year 1978. Among other things, it was reported that despite the recent decline in housing, "... for the first six years of the decade [through fiscal 1974], total new housing production aggregated 13,909,000 units, or 5 percent above the targets for these years, as set forth in the Second Annual Report on the National Housing Goal."²³ It should be noted, however, that the President's report includes mobile housing. The number of traditional housing units actually started in the six year period is given as 11,066,400. This

¹⁸ U.S. General Accounting Office. Problems in the Homeownership Opportunities Program for Low-Income Families. Report to the Congress by the Comptroller General of the United States. [Washington] 1974. (B-171630, March 27, 1974). 44 p.

¹⁹ U.S. General Accounting Office. Disposal of Acquired Properties in Detroit, Michigan. Report to the Legal and Monetary Affairs Subcommittee, Committee on Government Operations, U.S. House of Representatives, by the Comptroller General of the United States. [Washington] 1974. (B-114860, March 12, 1974) 18 p.

²⁰ U.S. President (Ford). Report on National Growth . . . pp. 21-29.

²¹ Ibid., p. 22.

²² Ibid., p. 25.

²³ U.S. President, 1974- (Ford). Sixth Annual Report on National Housing Goals: message . . . (Washington, U.S. Govt. Print. Off., 1975) (94th Congress, 1st session. House Document No. 94-18) Message dated June 14, 1975, p. 6.

is below the number needed to meet the goal of 26 million units over ten years, exclusive of mobile homes.

At the same time, the report cautioned that the national housing problem should not be viewed only in terms of new housing provided. Other obstacles to fulfilling the national commitment of a decent home and suitable living environment included cases where people lived in run-down surroundings or paid excessive amounts of income for shelter.

The report indicated that the recovery of the national housing production system in 1975 would depend on a number of factors. Not the least important of these was the reversal of lessened housing demand in 1974 as a result of uncertainties about the energy and general economic situations. The timing and rate of recovery in particular housing markets, it was pointed out, might vary considerably due to localized past overbuilding, the availability of fuel hookups, and local restrictions on water supply and sewer connections.

Mini-Economic Summit on Housing

On September 12, President Ford held a Mini-Economic Summit specifically on the housing problem as a prelude to a much broader Economic Summit held later in the year on the problem of inflation.

At this conference, which was held in Atlanta, scores of groups from the housing and construction industries presented their views on ways to stimulate the housing industry. "*Favorite among industry comments*, for specific aid, was the need for new financial incentives—and leading that pack was exemption for income tax for some interest paid on savings desposit in thrift institutions. Most often quoted figure is \$1,000 exemption." ²⁴

Other recommendations which were popular at the conference included reactivating Federally-subsidized housing programs (which had been suspended at the beginning of 1973), expanding secondary market programs such as the tandem plan [which later was done in the Emergency Home Purchase Assistance Act of 1974 (P.L. 93-449)], and having the Federal Reserve Board allocate credit.

STATE HOUSING DEVELOPMENTS

The turmoil and disruptions that characterized Federal housing programs in 1974 was reflected at the State level, as the States tried to clarify their future roles in providing decent housing for all Americans. Four new States—Georgia, North Carolina, Ohio, and Vermont—joined the ranks of States with housing finance agencies geared to increase construction of low- and moderate-priced homes. Additional bonding funds for existing housing agencies were provided in Massachusetts and Minnesota.

A Uniform Building Code was enacted in Washington, and Wisconsin enacted new requirements for State licensing of mobile home manufacturers and one-year written warranties for all mobile homes

²⁴ Community Development Services, Inc., *Housing Affairs Letter; The Weekly Washington Report on Housing*, No. 74-36, September 13, 1974, p. 1.

sold in the State.²⁵ These activities reflect the traditional functions of State housing programs, which include:²⁶

- (1) Direct loans to housing developers, usually with funds raised by issuing tax-exempt revenue bonds.
- (2) The provision of interest-free "seed-money" loans to nonprofit and public housing sponsors to help defray early development expenses.
- (3) A secondary mortgage-market to assist in the financing of low- and moderate-income housing, usually financed through tax-exempt revenue bonds.
- (4) Insurance for mortgage loans made for the purpose of constructing, rehabilitating, leasing, purchasing, or refinancing housing.
- (5) Acquisition and assembling of land to be used for low- and moderate-income housing.
- (6) Acting as public housing authorities under the Federal public housing program.
- (7) Subsidy programs for low-income residents.
- (8) Provision of technical assistance, and support for research and educational activities related to housing.
- (9) Developing and enforcing statewide building codes to facilitate the introduction of new building materials and techniques and the aggregation of larger market areas.

The States vary in their participation in these programs, with some States performing all of these functions and other States performing some of them. In some States, one agency provides all housing programs, in other States there are several agencies which deal with various aspects of the total housing program. Some States have been directly involved in a broader range of housing activities than the Federal Government, while others have confined their role to information gathering and to authorizing local participation in Federally-aided programs.

The States have become increasingly active in housing activities over the past 15 years; these activities have, to a great extent, been modeled after and supported by Federal housing programs. Since "federal housing policy establishes the framework for state activity,"²⁷ the 1974 debate over and changes in Federal housing policy was reflected at the State level in several studies which evaluated the strength and future role of State housing agencies and programs. Some of the findings and recommendations of these studies related directly to the role of housing in the implementation of growth policies. The Council of State Governments outlined opportunities for State action in three areas: improving the housing conditions of families residing in substandard housing and neighborhoods; preserving and fostering high-quality residential neighborhoods; and increasing the importance of regional values and needs in local government decisions bearing on housing policy.²⁸

Among other things, the Council suggested that States might: use their housing finance agencies and urban development corporations

²⁵ For a survey of State regulation of mobile homes and factory-built homes, see Cooke, Patricia W. *State Building and Regulatory Programs for Mobile Homes and Manufactured Buildings: A Summary*. Washington, National Bureau of Standards [for sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 30 p. (U.S. National Bureau of Standards. Technical note 953.)

²⁶ The Bureau of National Affairs. *State Housing Finance Programs; Introduction, Housing and Development Reporter Reference File*. Washington, 1973. p. 50:0011. See also, *The Council of State Governments. A Place To Live. . . .* pp. 14-38; Council of State Housing Agencies: Roles and Accomplishments. In the San Francisco Development Fund. *A California Housing Program*. San Francisco, 1975. pp. 79-90.

²⁷ Council of State Governments. *A Place To Live. . . .* p. vii.

²⁸ *Ibid.*, pp. 41-44.

to channel Federally-financed housing production to sites that are consistent with statewide growth strategies; provide effective enforcement of antidiscrimination laws in order to prevent the neighborhood deterioration that sometimes results from racial or ethnic changes; establish metropolitan housing information services in order to encourage the wider distribution of information on housing for sale or rent; allow greater expenditures for public services in deteriorating parts of a community than in the rest of that community, possibly through a special State fund; assure the availability of mortgage money to owners of property in declining areas; adopt fair share plans to equitably distribute the supply of low-income housing throughout a metropolitan region, and provide tax and other incentives to developments that conform to these plans.

The impact of shifts in Federal housing policy was the focus of a report prepared for the Commonwealth of Pennsylvania, where "[State] involvement in housing has been considerable, [but] has to a very large extent been linked to and dependent upon the growing Federal programs."²⁹ A second report will look at the issue of how Pennsylvania can deal with housing needs without Federal subsidies, through the use of its own powers and resources. The report concludes that recent housing policy shifts have had especially strong effects in the following areas:³⁰

(1) The decline or disappearance of a previously strong infrastructure for developing subsidized housing, including local public housing authorities, non-profit organizations, and State agencies, which "have found their roles and effectiveness limited over the last eighteen months. These agencies now face critical choices about the extent to which they can and should take on major new burdens."

(2) A shift of emphasis from benefits for low-income families to benefits for moderate and low-middle incomes.

(3) Reduced housing opportunities for blacks and other racial minorities.

(4) Reduced opportunities for homeownership.

(5) A shift of emphasis from new construction to the rehabilitation or subsidization of existing standard units.

(6) Reduced opportunities for ensuring an equitable geographic allocation of subsidized units among different housing market areas.

(7) Reduced concern for the quality and efficiency of housing management.

The report includes recommendations for a comprehensive package of administrative and legislative changes at the State level to maximize the use and effectiveness of current programs; to obtain revisions in Federal regulations and legislation to improve and supplement current programs; and to supplement Federal legislation or improve the Federal programs' ability to achieve major Commonwealth goals.

One recent evaluation of State housing finance agencies concludes that their futures "must now be viewed within a less certain and more fluid context than ever before."³¹ This results partly from the States' dependence upon Federal housing programs, partly from the new role that States will be playing in the administration of the Section 8 subsidies, and partly because of uncertainties surrounding the traditional method of financing State housing programs through tax exempt bonds rather than through legislative appropriations.³²

²⁹ The Center for Community Change. *Shelter and State Action: A report to the Commonwealth of Pennsylvania on Federal Housing Programs and State Initiatives*. Washington, Mount Vernon Publishing Co., Inc., 1974, p. 2.

³⁰ *Ibid.*, pp. 9-12.

³¹ Stegman, Michael A. *Housing Finance Agencies: Are They Crucial Instruments of State Government?* *Journal of the American Institute of Planners*, v. 40, September 1974: 307-320.

³² *Ibid.* and Silverman, Jane. *The States Emerge as Primary Clients for Subsidized Housing*. *AIA Journal*, v. 63, February, 1975: 24-27.

The author concluded that "It may well be that the future growth and even the survival of many state housing agencies will depend upon their respective abilities to secure state financial support. Whether they have the political clout to secure their financial futures remains in doubt."³³

ISSUES

At the beginning of 1975, the housing industry was, as noted earlier, in a severely depressed state. Therefore, one of the primary unresolved issues facing the Federal policy makers is, given the current economic slump, how can the housing industry be stimulated? Credit allocation was discussed as a possible solution to this question during the 93rd Congress, and may receive consideration in the 94th.

One problem resulting from the depressed state of the economy is that many homeowners have become involuntarily unemployed. As a result, some form of foreclosure relief, perhaps even a new Home Owners Loan Corporation such as existed during the Depression, may become necessary.

Another problem resulting from the economy's poor condition is the lack of a sufficient number of homebuyers to purchase the inventory of over 400,000 new homes which were completed, but unoccupied, at the beginning of 1975. Some steps to help "move" this large inventory may be required.

Another unresolved issue was whether or not the new Section 8 leased housing program would "get off the ground" in 1975 and subsidize the predicted 400,000 units. To a large extent this will depend on the fair market rentals established by the Secretary of HUD, as well as the administrative procedures developed for the program.

³³ Stegman, *op. cit.*, p. 307.

CHAPTER V. IMPROVING THE ENVIRONMENT

INTRODUCTION

During 1974, Congress and the Administration dealt with a wide range of important energy, environmental and land-use issues. Important measures were passed in some areas of concern; in others, such as land-use planning assistance and surface mining control, significant measures just failed of enactment. Implementation of previously enacted laws was the major focus in still other areas, such as air pollution.

ENERGY AND GROWTH

The energy shortages of the past few years have affected growth patterns in many ways; economic growth, transportation patterns, industrial development, residential preferences in terms of location, and most other growth variables have been affected by energy and fuel availability. The year 1974 encompassed the second session of the 93rd Congress, a time when energy issues had become a central focus of Congressional activity, and when a large number of enactments on energy issues came about. Most of these had important implications, and often direct consequences, for growth patterns—both immediately and in the long-range.

The particular importance of energy problems was highlighted by President Nixon when, on January 23, 1974, he preceded his State of the Union Message with a special Energy Crisis Message. In that message he began by stating:

America is undergoing a period of rapid change and growth when decisions made in Washington could affect the patterns of our national life for the rest of this century. * * *

No single legislative area is more critical or more challenging to us as a people, however, than the subject of this first message to the Congress: the energy crisis.¹

The widespread growth impacts of certain types of energy development was noted by the Council on Environmental Quality in its 1974 Annual Report:

* * * there are some decisions that may have an impact on regional growth. This is exemplified by proposed energy-related developments—deepwater ports for super-tankers, outer continental shelf (OCS) oil and gas production, extensive strip mining of western coal, the Alaska pipeline, and the production of crude petroleum from oil shale. In addition to affecting air and water quality, water supplies, marine resources, wildlife, and land resources, these facilities are expected to generate substantial industrial, commercial, and residential development.²

New Organizational Approaches

In 1974, Congress enacted two major reorganization bills in order to improve Federal management of energy problems. One established

¹ U.S. President, 1969–1974. (Nixon). The Energy Crisis—Message From the President. Congressional Record (daily ed.), v. 120, January 23, 1974: H7676.

² Council on Environmental Quality. Environmental Quality: The Fifth Annual Report of the Council. Washington, U.S. Govt. Print. Off., December 1974. p. 44.

the Federal Energy Administration (FEA) to more effectively manage energy distribution and allocation, and the other established a major energy research and development effort in the Federal Government through the new Energy Research and Development Administration (ERDA) and also created a new nuclear regulatory agency and a policy council in the White House.

The Federal Energy Administration Act of 1974 (P.L. 93-275) evolved directly from the many internal reorganization efforts of the Administration during 1973. In December 1973, in the third major internal reorganization of that year, President Nixon established the Federal Energy Office (FEO), headed by Treasury Deputy Secretary William Simon. The FEO was given fuel allocation, rationing and pricing duties, along with energy data collection, energy conservation, and advisory policy roles. Four offices in the Interior Department functioned through the FEO: the Offices of Petroleum Allocation; Energy Conservation; Energy Data and Analysis; and Oil and Gas. Also transferred to FEO direction were the functions of the Energy Division of the Cost of Living Council. At the same time the FEO was established, legislation was introduced to give it statutory authority as the Federal Energy Administration (FEA), an independent agency with a two-year lifespan. This legislation was signed into law on May 7, 1974.

The duties assigned to FEA in the Act have many direct impacts on growth factors. They include administration of petroleum and gas distribution and consumption programs; actions to reduce demand for fuels and improve efficiencies of use; development of Project Independence, which is an effort to plan a strategy for reducing dependence on imported fuels, largely through conservation and development of domestic fuel resources; development of plans and programs generally for dealing with energy production shortages; promotion of energy price stability; administration of propane gas pricing regulation; and various data and information duties. The Act also directs FEA to submit numerous reports on phases of energy needs and energy organization in the Government.

The Energy Reorganization Act of 1974 (P.L. 93-438), signed into law on October 11, 1974, created the Energy Research and Development Administration (ERDA) to serve as a central energy R&D agency for the Federal effort in this area. The Act abolished the Atomic Energy Commission (AEC) and assigned its energy and weapons R&D functions to ERDA to use as the core facilities for a broadened, comprehensive energy research program. The Office of Coal Research, the Bureau of Mines energy centers, and underground electric power transmission research were transferred to ERDA also, along with National Science Foundation (NSF) functions in solar heating and cooling development and geothermal power development, and the alternative automotive power systems research of the Environmental Protection Agency (EPA).

ERDA is organized into six major units which delineate the major areas of concern in the R&D effort: fossil energy; nuclear energy; environment and safety; energy conservation; solar, geothermal and advanced energy systems; and national security. The major responsi-

bility of ERDA is to do the necessary research and development to make available viable alternative energy resources for the immediate and long-range future. This effort will be of particularly crucial importance by 1985, when the FEA estimates that the availability of these alternatives will have a marked impact on the levels of economic growth and development which can be sustained at that time.

In addition to the purposes of the Atomic Energy Act which are vested in ERDA for development of nuclear power, mandates for non-nuclear energy R&D were contained in several laws enacted in 1974 which will be administered by ERDA:

The Federal Nonnuclear Research and Development Act of 1974 (P.L. 93-577, approved December 31, 1974), provides the major guidance to the ERDA Administrator as to the principles, authorities and duties to be carried out with respect to R&D in energy technologies other than nuclear;

The Solar Heating and Cooling Demonstration Act of 1974 (P.L. 93-409);

The Geothermal Energy Research, Development, and Demonstration Act of 1974 (P.L. 93-410); and

The Solar Energy Research, Development, and Demonstration Act of 1974 (P.L. 93-473).

Project Independence

In light of the Arab oil embargo of 1973 and the greatly increased price of oil following resumption of oil shipments, an important function of the FEA was preparation of a major report detailing strategies for U.S. independence from oil imports. In November 1974, "Project Independence" was published by the FEA. It discussed four alternative strategies which the U.S. might follow in reaching independence from imports, and indicated what impacts would follow from each of these strategies, both at a \$7 per barrel price for oil, and at an \$11 per barrel price.

The four strategies, which are not mutually exclusive, were: "Base Case" in which present policies would continue without major changes; "Accelerated Supply" based on greatly increased domestic fuels production, "Conservation" which would emphasize reduction of consumption and lower growth of energy demand, and "Emergency Storage" programs which would include extensive purchases of oil in the current market and in the near future to build substantial reserves. These strategies were evaluated for their effects in 1985.

The report concluded that a price of \$11 would make self-sufficiency much easier to achieve; the reduction in demand for foreign oil at that price would also have the result in 1985 of substantially reducing outflow of dollars for oil purchases. However, reduction of imports at such a swift rate also would mean substituting more expensive domestic energy sources, resulting in a drop in gross national product, continued inflation, and environmental degradation. The following tables from the report indicate some of the consequences of these strategies:

BALANCE OF PAYMENTS IMPACT OF ENERGY STRATEGIES,¹ 1985

	At \$7 imports		At \$11 imports	
	Imports (million barrels per day)	Annual outflows for oil (billions)	Imports (million barrels per day)	Annual outflows for oil (billions)
Base case.....	12.4	\$31.7	3.3	\$13.2
Accelerated supply.....	8.5	21.8	0	0
Conservation.....	9.8	25.0	1.2	4.8
Accelerated supply plus conservation.....	5.6	14.3	0	0

¹ U.S. Federal Energy Administration. Project Independence: A Summary. Washington, U.S. Government Printing Office, 1974, p. 39.

ENVIRONMENTAL IMPACTS OF ENERGY STRATEGIES¹ (SELECTED INDICATORS)

	1985 at \$11 oil imports alter- nate energy strategies			
	1972	Base case	Accelerated supply	Conservation
Air pollution:				
Particulates (tons/day).....	1,800	2,200	2,300	1,800
NO _x (tons/day).....	30,000	46,800	43,000	38,400
SO _x (tons/day).....	58,900	53,700	48,800	41,500
Water pollution:				
Dissolved solids (tons/day).....	37,000	5,800	5,500	5,000
Suspended solids.....	7,600	300	260	210
Solid waste:				
1,000 tons/day.....	900	1,100	2,300	900
Land disruption, 1,000 acres.....	19,800	26,700	21,800	17,900

¹ U.S. Federal Energy Administration. Project Independence: A Summary. Washington, U.S. Government Printing Office, 1974, p. 40.

The implications of the strategies were summarized by FEA as follows:

Each of the domestic strategies evaluated in the Blueprint will require major new initiatives and each has an important set of implications, uncertainties, and drawbacks.

Accelerating domestic supply is possible without major subsidies or guarantees, provided expectations for world oil prices are between \$7 and \$11. Because increased supply must rely on existing technologies through 1985, a supply strategy generally involves some additional environmental impacts, although much less than proportional to the growth in energy. These impacts either involved increased development in previously undisturbed areas, such as Alaska, the Atlantic OCS or the West, or increased problems associated with much greater coal use. Difficult environment/energy tradeoffs must be made. As important as the environmental tradeoff is the question of regional development. At present, there is much debate over the advantages and disadvantages of increasing national energy supply from regions which generally do not need the energy for themselves. Resolution of the regional/national question is central to increasing domestic supplies. With respect to increased oil production, most increases must come from as yet unproven reserves. Resolving the uncertainty with respect to these areas is important in terms of gaining sufficient lead times to pursue other courses of action if it should become necessary to do so.

Reducing the rate of growth in energy demand has several appealing aspects, including its positive environmental impact and the avoidance of potential constraints or bottlenecks, such as limited water supply, and materials and equipment shortages. It is also clear that some level of conservation beyond the price induced level can be achieved without significant economic impact. Conversely, there are conservation programs which could reduce economic growth, industrial output,

and our standard of living. To achieve conservation savings greater than those induced by price alone will require additional Federal intervention in the marketplace. This intervention, and the nonmarket costs of conservation, such as more limited individual choices and changed lifestyles, must be weighed against the positive environmental and energy impacts of a conservation strategy.

Emergency storage programs appear cost effective in reducing the economic impact of future oil supply disruptions. However, this benefit must be weighed against several important limitations. It may take several years to design and implement a major storage program, yet our vulnerability is highest now and storage may be of little value 5 to 10 years from now. Secondly, building storage will require greater imports now. Purchases in the world market for storage will tend to sustain higher prices in the short run and put additional strains on the international financial system. Finally, if we purchase storage now to avoid the risk of a large economic loss from an embargo, we also risk a possibly large capital loss if the oil we store drops dramatically in price.³

Specific effects on growth for different energy strategies were discussed:

The four alternative strategies have very different domestic economic impacts. In terms of national economic growth, both the accelerated supply and conservation strategies have positive influence because they represent actions which have lower resource costs than continuing to use either \$7 or \$11 imported oil. Therefore, they result in lower priced domestic energy. However, this is where the similarity ends. Accelerating domestic supply will cause significant regional growth—primarily in the West and Alaska as new resources are tapped. Similarly, effects of growth—and inflationary trends—will be focused in the oil industry and related supplying industries. However, due to water constraints in several regions, energy industry growth will mean less growth in other sectors. Therefore, the net effect on employment and regional earnings may not be positive in all cases.

By contrast, the energy conservation strategy will stimulate growth in insulation and similar industries, but, by increasing auto prices and reducing vehicle miles traveled, it may result in changes in the auto recreational, and leisure industries. An important question with respect to these impacts is whether they will cause actual industrial and regional dislocations or just change the paths of future growth.

The emergency program has little direct economic effect—except to the extent it requires production of storage facilities. However, the aggregate economic effect of such a program might not be small if purchases of oil in the world market for the storage system help maintain current high prices, or drive them even higher.⁴

Offshore Development Related to Energy

Two controversial issues related to offshore energy development came to a head in 1974. In January of 1974, the President asked for greatly accelerated development of offshore oil and gas resources; and throughout the year the issue of deepwater port development to accommodate supertankers importing oil into the U.S. was the subject of active debate, ending with passage of a law authorizing licensing of such ports by the U.S. Offshore development of both types has profound developmental and growth impacts in adjacent onshore areas; the availability of the energy resources that both would facilitate has important implications for fuel availability in many parts of the nation, and thus economic implications.

In the case of deepwater port development, environmental effects of two types caused considerable concern in the Nation's coastal states: concentrations of such huge amounts of oil in one shipment would result in extremely drastic effects in the case of an oil spill—both to the marine environment and to the beaches and shores nearby; in addition, studies produced during hearings on the deepwater port

³ U.S. Federal Energy Administration. Project Independence: A Summary. Washington. U.S. Govt. Print. Off., 1974. p. 44-45.

⁴ *Ibid.*, p. 39.

bills showed that profound environmental impacts would be produced by industrial development and refinery expansion onshore related to the utilization of oil shipments by the supertankers. At present, no harbor on the East Coast or the Gulf of Mexico can accommodate the 70-foot depth required by the supertankers.

The Deepwater Port Act of 1974, which passed Congress in December and was signed into law on January 3, 1975 (P.L. 93-627) authorized the Federal Government to license construction of high seas deepwater oil ports. To carry out provisions of the Act, \$41.5 million was authorized over six years; some \$30 million of this is to be used in research on oil spills.

To meet the concerns of the coastal states that deepwater port development would pose additional environmental threats, the Act provides that in connection with each application for construction, "adjacent states" shall be designated and provided a copy of the application. The Governor of the State shall have an opportunity to disapprove the application on the basis of inconsistency with State programs relating to environmental protection, land and water use, or coastal zone management. Applications granted after such disapproval must include conditions to make them consistent with these State requirements.

President Nixon's message on The Energy Crisis made a special point of the need to achieve energy independence with respect to oil imports; in that connection, he directed the Secretary of the Interior to increase the acreage leased on the Outer Continental Shelf for oil and gas development to 10 million acres, beginning in 1975. This more than tripled the previous planned leasing program. Great concern over this plan was expressed by the Governors of East Coast states, and considerable opposition was voiced by environmental groups. Both the potential damages to the Coastal marine environment from such speedy development and the environmental hazards from the aforementioned onshore industrial and refinery development were at issue.

In addition, the Coastal States were concerned about the impact of the growth in onshore population that is expected to accompany accelerated offshore drilling operations. For example, a report released by the Texas Coastal and Marine Council in November 1974 estimates that expanded offshore oil development will result in a direct net cost of as much as \$62.1 million per year to Texas State and local governments.⁵ In response to this concern, the Administrator of the Federal Energy Administration told the Joint Economic Committee that: "Secondary development will undoubtedly lead to an expansion of the tax base over the long term. However, there is a legitimate question as to whether the growth of the tax base will keep pace with the increasing need for social services—roads, schools, sewage treatment, fire protection, etc. The need to provide for these services is an issue which the Federal Government must deal with both in potential OCS areas as well as in the Western energy producing states."⁶

In September, the Senate passed a bill (S. 3221) which would have revised bidding procedures for the OCS leases, required improved environmental protection through research and development on improved technology for production, safety, and environmental pro-

⁵ Texas Coastal and Marine Council. *Benefits and Costs to State and Local Governments in Texas Resulting From Offshore Petroleum Leases on Federal Lands*. Austin, 1974.

⁶ Quoted in *Land Use Planning Reports*, v. 2, November 25, 1974: 7.

tection, and established a Coastal States Fund to assist States in funding programs to deal with onshore impacts of OCS leasing. This bill was not passed by the House.

Plans for accelerated leasing of OCS lands for oil and gas development proceeded in the Administration and a draft environmental impact statement was circulated in October. By the end of the year, hearings were still being held on the plan, and the Supreme Court was to hear a case on the subject.

Surface Mining

Regulation of surface mining, often referred to as "strip mining," was the subject of bills which passed both the House and Senate, emerged from Conference on December 3, 1974, and eventually was vetoed by President Ford. As the energy crisis entered its second intense year in 1974, the coal mining industry faced vastly increased demand for production, and was thus extremely resistant to any form of restrictions on mining operations. The Administration was pushing hard for increased domestic fuel production, and refused to accede to Congressional action in this area. An inherent conflict exists between the need for vastly expanded fuel resources which contribute to economic growth, and the other values and amenities which are sacrificed by surface mining which is not accompanied by reclamation requirements.

The Senate bill, S. 425, which passed in October of 1973, would have established minimum standards for Federal and State programs regulating surface mining and reclamation efforts. These would be administered by an Office of Reclamation and Enforcement in the Interior Department. Further, surface mining would be prohibited on lands evaluated as nonreclaimable, on lands where mineral rights are owned by the Federal Government, and on environmentally important lands, such as national parks, refuges, scenic areas, and wild river areas. A reclamation fund would be created for rehabilitating lands ravaged by past surface mining; grants would be available to States for regulation activities.

The House bill, H.R. 11500, passed on July 25, 1974, and was generally more restrictive than the Senate bill; it would have placed severe restrictions on land available for mining because of its prohibition on mining steel slopes. It provided more rigorous environmental protection, which might have eventually directed future mine development into deep mine processes.

The Federal Energy Office had voiced objection to H.R. 11500 on the grounds that it would be too restrictive of coal production during a period of widespread energy shortages. The FEO estimated that under H.R. 11500, some 30 million tons of coal might fail to be mined during 1974, totaling a loss of 350 million tons by 1985.

A critical question during conference on the bill was how to resolve the rights of the owners of the surface lands when surface mining was instituted to obtain the minerals below, to which the Federal Government often holds title. The deadlock was broken by an amendment which provided that permission of surface owners was required before strip mining could be done, but that "wind-fall profits" to such surface owners should be limited to \$100 per acre.

The Presidential veto was based on the argument that this Act was incompatible with the large-scale coal development needed at this time. The issue was certain to continue to be an active concern in the 94th Congress.

State Actions on Energy

In its 1974 annual report on the state of the federal system, the Advisory Commission on Intergovernmental Relations noted that "As in the Economic field, the general political uncertainty at the federal level throughout much of 1974 left a void in energy policy which the states and cities could only partially fill."⁷ Many States did act in 1974 to fill the void in energy policy as best they could, by establishing emergency allocation procedures, information systems on energy availability, new organizational structures to deal with energy, and new research and development programs designed to encourage the development and production of new sources of fuel and energy, using natural resources available within the State.⁸ The Senate Subcommittee on Intergovernmental Relations held hearings on the impact of the energy crisis on State and local governments, focusing on questions such as:⁹

What are the precise dimensions of the crisis and what impact will it have on communities in Maine and the rest of the Nation? Why are competing retail fuel dealers in many communities in the State forced to sell their products at widely divergent prices resulting in grave consequences to both consumers and dealers? What are the best steps to take to combat the hardship caused by the energy shortage, and to insure that its effects will be equally shared by all citizens? What Federal assistance do State and local officials need to equip them better to deal with the consequences of dwindling energy supplies?

The States' response to the energy crisis took a variety of forms. In 15 States, the Governors were granted emergency powers to deal with the problems of energy shortages. Energy Councils or standing legislative committees on energy were established in 24 States to monitor the State's energy demands and supplies and to make recommendations for future action. Eighteen States appropriated funds for research designed to locate alternative sources of energy. Six States expanded the scope of their building codes to include requirements for evaluation of the energy use of a proposed structure.¹⁰ In order to alleviate the impact of energy-related "booms" on local communities, mineral trust funds, to be financed by mineral taxes or royalties, were authorized in Alaska, Colorado, Montana, and Wyoming. Some State utility commissions and public utilities encouraged energy conservation practices through publicity campaigns designed to promote voluntary conservation of energy, rate-structure changes, and the installation of

⁷ U.S. Advisory Commission on Intergovernmental Relations. *The Tension of Interdependence: Federalism in 1974*. Washington, U.S. Govt. Print. Off., 1975. p. 10.

⁸ U.S. Congress. Senate Committee on Agriculture and Forestry. *The Effects of Uncertain Energy Supplies on Rural Economic Development: A Compilation of Papers for the Subcommittee on Rural Development (Committee Print)* Washington, U.S. Govt. Print. Off., 1974. pp. 32-33.

⁹ U.S. Congress. Senate. Committee on Government Operations. Subcommittee on Intergovernmental Relations. *Impact of the Energy Crisis on State and Local Governments (1974)*. Hearings, 93rd Congress, 2nd session. January 14, 16, 28; February 21, 22, 1974. Washington, U.S. Govt. Print. Off., 1974. p. 2.

¹⁰ U.S. Advisory Commission on Intergovernmental Relations. *Building on Innovation; State Actions 1974*. Washington, U.S. Govt. Print. Off. 1975. pp. 20-21. See also *The Council of State Governments. State Responses to the Energy Crisis*. Lexington, Ky., 1975. 42 p.

energy-saving devices. The General Accounting Office reviewed these efforts and recommended that the Federal Office of Conservation and Environment could strengthen them by:¹¹

Obtaining, evaluating, and disseminating information on energy conservation practices which the utilities and State regulatory agencies use and advocate those practices which prove to be effective.

Providing technical assistance to utilities and regulatory agencies in establishing standards for evaluating the results of energy conservation practices.

Devising and advocating model laws for enactment by State legislatures to strengthen the capability of State regulatory agencies to carry out energy conservation practices.

The 1974 Minnesota Legislature created a Minnesota Energy agency and a Legislative Commission on Energy.¹² Among other things, the Director of the agency is to: manage the agency as the central depository within the State government for collection of data on energy; prepare and adopt an emergency allocation plan specifying actions to be taken in the event of an impending serious shortage of energy; or a threat to public health, safety, or welfare; collect and analyze data relating to present and future demands for resources for all sources of energy; specify energy needs for the State and various service areas as a basis for planning large energy facilities; require certification of need for large energy facilities; evaluate policies governing the establishment of rates and prices for energy as related to conservation; and charge other governmental departments and agencies involved in energy related activities with specific information gathering goals and require that those goals be met. The California Legislature created a State Energy Commission through legislation that requires: (1) that accurate energy demand forecasting be obtained upon which to base decisions; and that an assessment of long-term energy problems and alternatives (including the related area of diminishing resources) be submitted to the Governor and the Legislature on a continual basis for action; (2) that certain energy conservation measures be instituted (e.g., building design features such as insulation standards, appliance efficiency standards and power generation station efficiencies); (3) institution of a research and development program for energy sources uniquely suitable for California (e.g., solar and geothermal) and funded through a users mill tax; (4) minimum-stop shopping for siting of power plants; and (5) creation of certain limited emergency energy procedures.¹³ Another law requires the State Energy Commission to create a comprehensive oil industry monitoring system.¹⁴

In order to provide alternative energy sources, the Arizona legislature directed the Arizona Power Authority to encourage activities relating to production of electric power from solar, nuclear, or geothermal sources and to acquire public property for use in such developments. The Illinois legislature authorized the sale of \$70 million in State bonds in order to finance coal gasification plants and other coal development projects. The Florida Legislature directed the Board of Regents to develop by March 1, 1975, a plan for a solar energy research development and information center.

¹¹ U.S. General Accounting Office. *Energy Conservation Practices Being Encouraged by State Utility Commissions and Public Utilities.* (Report B-178205, Aug. 15, 1974) (mimeographed) Washington, 1974. pp. 10-11.

¹² Minnesota, Ch. 307, Laws of 1974.

¹³ California, AB 1575, Laws of 1974.

¹⁴ California, SB 1479, Laws of 1974.

The development of energy-conserving buildings was encouraged in Florida by legislation which requires an analysis of the life cycle costs of all buildings to be constructed or leased for use by the State which contain more than 5,000 square feet of area.¹⁵ The New York Legislature expanded the membership of the State's Building Code Council to include an energy expert who will be recommended by the Public Service Commission.¹⁶ The bill directs the New York Building Code Council to prepare an energy efficiency construction code. It is estimated that such a code could generate energy savings as high as 50 percent in some large commercial buildings.

The search for alternatives to foreign oil has focused on new domestic energy sources, such as oil shale, much of which is located in sparsely populated, undeveloped areas. In order to alleviate the dislocations that might result from rapid development in these areas, the Colorado General Assembly enacted legislation providing that all moneys from sales, bonuses, royalties, leases and rentals of oil shale lands received by the State shall be deposited by the Treasurer into a special fund for subsequent appropriation by the General Assembly.¹⁷ Such appropriations are to go to State agencies, school districts, and political subdivisions affected by the development and production of energy resources from oil shale lands, primarily for use in planning for and providing facilities and services necessitated by such development and production.

LAND-USE PLANNING ASSISTANCE

During 1974 the 93rd Congress became the second Congress in which significant land-use planning assistance legislation was approved by Interior Committees of the House and Senate, but failed to be enacted. The Senate bill, S. 268, passed in 1973; the House bill, H.R. 10294, was reported favorably from the Interior Committee, but by June 1974, had been effectively killed by a procedural vote in the House.

The significance of land-use planning policies and assistance was acknowledged widely during the hearings on the measure held in 1973. In 1974, in reporting on the measure, the House Interior Committee report stated:

Land use planning has been viewed as the product of the environmental "revolution"—the need to bring the living habits of man more into conformity with his diminishing natural habitat, the land. It is that. But what we also have come to realize is that, in the long term, land use planning is perhaps the most significant public policy step that can be taken to influence burgeoning growth patterns that since the end of World War II have been largely responsible for, among other things, a depletion of the nation's energy resources.¹⁸

In discussing the need for this legislation the Committee went on to say:

It is the view of the Committee that there is today a pressing need for early enactment of legislation designed to assist State and local governments to improve their land use planning. Many States have embarked on such programs, but substantial encouragement and additional funding are needed if the effort is to be

¹⁵ Florida, HB 3649, Laws of 1974.

¹⁶ New York, AB 11519, Laws of 1974.

¹⁷ Colorado, HB 1046, Laws of 1974.

¹⁸ U.S. Congress, House, Committee on Interior and Insular Affairs, Land Use Planning Act of 1974; Report to accompany H.R. 10294, Washington, U.S. Govt. Print. Off., 1974. (93rd Congress, 2nd session, House, Report No. 93-798), p. 23.

effective—and in time to prevent further examples of urban sprawl, mislocated jetports, and superhighways leading into congested areas that do not need an added burden of motor vehicles.

This view is shared by the Executive Branch, the State, and the counties. It was voiced by virtually all of the witnesses who appeared before the Committee over the past two and a half years.¹⁹

The land-use planning assistance legislation would establish a Federal grant program making financial assistance available to States for development and implementation of State-level land-use planning programs. Participation in the grant program would be voluntary, and Federal review of State land-use programs would not focus on substantive policy, but on whether the State has authority to develop and implement its program and whether it is making good faith efforts to do so. This is in accordance with the major purpose of the proposal—to encourage and facilitate better and more effective land use decision-making at State and local levels, but not to provide new land use authority at the Federal level.

States seeking continued land-use planning grants would be required to develop a statewide planning process within three years, including a data and information base, adequate funding, competent staff, and an appropriate agency to coordinate planning at the State level. Within five years, a land use implementation program must be developed by the recipient State which would focus on four categories of critical areas and land uses of more than local concern. These categories are (1) those of critical environmental concern, such as prime agricultural lands, flood plains, or wetlands; (2) key facilities, such as airports, or highway interchanges; (3) development and land use of regional impact; and (4) large-scale development exemplified by major subdivisions or industrial parks. All of these four categories involve areas or uses considered to be of State-level interest because decisions concerning them have impacts on citizens, the environment, the economy, or social needs beyond the jurisdiction and interests of the local zoning body or decision-makers.

The need for legislation dealing with this very pressing concern is likely to increase, not diminish, virtually assuring that land-use will again be a top priority issue in 1975.

Land-Use Planning Requirements in Flood Control Legislation

Some land-use requirements were enacted into law as part of the Flood Disaster Assistance Act of 1973 (P.L. 93-234) which became law on the last day of 1973. This law expands the scope of the National Flood Insurance Program, making available greater amounts of subsidized insurance to property owners in flood plains; but of greater importance to development questions, the Act institutes land-use requirements for communities which participate in the insurance program, and provides sanctions against those who do not take part in it.

Flood-prone communities are required to adopt flood-plain management ordinances which are consistent with land-use guidelines issued by HUD. Communities which do not enter the program will lose all Federal financial assistance otherwise available to them for construction activities and all construction-related loans and mortgages from

¹⁹ *Ibid.*, p. 26.

Federally regulated lending institutions in those areas classified as flood-prone. The land-use requirements to which the communities must conform are designed to minimize flood-related damage, such as construction setbacks from flood-hazard areas, or design of elevated structures.

Executive Branch Land Use Organization

The importance of land-use planning and activities continued to be reflected in actions of the Executive Branch. In 1973 the Department of the Interior established an Office of Land Use and Water Planning; in 1974, the Environmental Protection Agency acknowledged the growing links between its activities in pollution control and related land use regulations by establishing two land use offices.

In April the Office of Transportation and Land Use Policy was established in EPA's Administration for Air and Waste Management. Its mandate is to deal with policy development and management of implementation for those EPA regulations which relate to transportation and community impacts on land uses. Among its duties, this office develops guidelines and regulations for transportation control plans and indirect source review following from the Clean Air Act (these are discussed below under "air pollution").

In July, EPA Administrator Russell Train announced formation of an agency-wide Land Use Office. This office will coordinate the various statutory activities within EPA which have impacts on State and local land use decision-making, in areas such as air, water, and noise pollution control.

The office is to serve as liaison with State and local governments and where necessary, will provide assistance in integrating national environmental standards into their land use decisions. However, EPA statements on the functions of this office take pains to make clear that the Federal functions are not intended to usurp any of the traditional responsibility for land use decisions which resides at the State and local levels.

State Land Use Actions

A 1974 survey of State land use legislations reported that "State-wide land use planning measures in 1974 fell by the wayside in state after state in the wake of the defeat of federal land use planning assistance legislation."²⁰ However, four States—Colorado, Maine, Maryland, and North Carolina—did enact major land use legislation and fourteen other States enacted legislation that related to land use.

Several reports released in 1974 documented the State land use record to date²¹ and set out various options for future policies. The American Assembly spotlighted the major role that the States must play in land use regulation, and recommended that the States enact legislation similar to the National Environmental Policy Act in order to establish a systematic framework for goals and regulatory capacity.²² The Council of State Governments examined the intergovern-

²⁰ Eighteen State Legislatures in 1974 Enacted Land Use Related Laws. Land Use Planning Reports, v. 3, January 6, 1975: 6-8.

²¹ Coffin, James B., ed. A Summary of State Land Use Controls. Report 2. Washington, Land Use Planning Reports, 1974. 53 p. The Council of State Governments. Organization, Management and Financing of State Land Use Programs. Lexington, Ky., 1974. (Land Use Policy and Program Analysis, No. 3.)

²² Land Use in America Was American Assembly Theme. National Civic Review, v. 63, September 1974: 426-427.

mental structure of land use planning and management, and identified the following as the most difficult issues in this area:²³ "To what extent, if any, should state governments supplement or replace their political subdivisions in exercising state constitutional authority to control land use? How can broadening of development considerations be reconciled with the concept of local home rule? How can questions of more than local concern be identified? How can state activities with profound effects on land use be coordinated and rationalized? How can the significant federal interest, as expressed by both development programs and ownership of land, be recognized?" In another report, the Council defined land resource management as "the formulation of policies relating to the general use of land, the preparation of land use plans reflecting these policies, the coordination of efforts relating to land resources among state agencies and between various levels of government, and the administration of programs and implementation of mechanisms in support of the policies."²⁴ The tools that a State may use in implementing a land resource management program include the following:

(1) Tax policies, implemented by means of tax assessment, incentives, deferrals, and special levies.

(2) Facilities control, exercised by a sliding scale of fiscal support for public facilities depending on their location or by regulating the location of public facilities upon which land development is so dependent.

(3) Police power, including issue analysis and action as problems occur; State criteria or guidelines for local zoning; State or regional review of local planning and zoning; State control over critical areas (wetlands, etc.); State control over lands above a minimum acreage; State control over lands uncontrolled by local government; or statewide planning and zoning.

(4) Rights-less-than-fee-simple, such as easements, acquisition of development rights and covenants, all of which can be used to supplement any of the above mentioned tools.

HOUSING AND COMMUNITY DEVELOPMENT ACT OF 1974

The Community Development Block Grant System in Title I of the Housing Act involves two environmental concerns. First, it consolidates the bulk of categorical grants from the Department of Housing and Urban Development (HUD) into the single block grant system in which just one application is required for funds which can be applied to any of the former categorical programs. The programs that are consolidated include those which most directly affect the urban environment: urban renewal, open space grants, and water and sewage facilities grants. This provides for flexible use of the funds, and may substantially alter the proportion of HUD funds used for these environmentally related purposes by the recipient communities. The actual effects cannot be known before the Act is in operation for some time, however. The Act specifies in the application and review requirements in Sec. 104, that grants applicants must have a three-

²³ The Council of State Governments. *Intergovernmental Relations in State Land Use Planning*. Lexington, Ky., 1974. p. 1. (Land Use Policy and Program Analysis No. 1.)

²⁴ The Council of State Governments. *The Land Use Puzzle*. Lexington, Ky., 1974. p. 6.

year community development program which identifies the community's development needs, describes a strategy for meeting them, and formulates a program which outlines the activities to be undertaken in this regard, "taking into account appropriate environmental factors."

Environmental Impact Statements

The second environmental issue addressed in the Act is the precedent-setting delegation of authority to the local applicants to perform the environmental impact statement requirements of the National Environmental Policy Act (NEPA). The NEPA requires that Federal agencies must prepare environmental impact statements on any of their activities which significantly affect the environment. In the case of the consolidated categorical grants, the new Housing Act removed HUD from direct decisions on specific projects, and thus put HUD several steps away from evaluating environmental impacts. Thus, for the block grant projects (not for any other HUD programs) the NEPA requirements are now to be fulfilled by the *applicants*, who are directed by HUD regulations to follow the procedures established by HUD for environmental assessments.²⁵ Certification by the applicant that he has followed these procedures will be deemed fulfillment of NEPA requirements; no review by HUD is planned of the procedures actually followed, unless an applicant is challenged on the basis of environmental procedures. No such delegation of authority under NEPA has previously been made.

One of the objectives of the consolidation of grants was the reduction of "red tape" which local governments had to go through in order to get financial assistance. The NEPA delegation removed a layer of processing at the Federal level, but created a weighty new responsibility for the local units. They must now accept the responsibility for assessing environmental impacts for each of their projects, in conformance with Federal law, and they must be legally responsible for defending their procedures if challenged in court. Few of the local applicants have a body of expertise already available in environmental areas, and the adequacy of their performance under this new responsibility cannot easily be predicted. Substantial amounts of the funding available to them may have to be devoted to the environmental impact function.

A recent survey of the use of environmental impact statements at the State level found that since 1970 21 states and the Commonwealth of Puerto Rico have adopted requirements similar to those set forth in NEPA.²⁶ The report notes that:²⁷

To date, implementation of the state programs has moved slowly, and the visible benefits are still limited. Considering the very limited funds and staff allocated to implement the requirements, most state agencies seem to be putting forth a good effort. In the Council's view the state impact statement process has great potential. Statements prepared by state agencies and local governments usually cover projects that are not within the reach of the Federal impact statement process. In addition, statements prepared by state agencies and local governments may prove to be more responsive to local needs than the Federal statements

²⁵ 39 Federal Register 36554, Oct. 10, 1974.

²⁶ U.S. Council on Environmental Quality, *Environmental Quality*; the Fifth Annual Report. Washington; U.S. Govt. Print. Off., 1974. pp. 401-409, 421-426.

²⁷ *Ibid.*, p. 402.

have been. Integration of a state EIS process into a state's decisionmaking will take some time. Apart from the problem of resource constraints, many states have no tradition of providing detailed documentation and analysis to assist decision-making. Hence, the impact statement process has created uncertainties on the State level which do not exist at the Federal level. One major question with which states have been grappling is how the EIS should be used: Is it to be a policy tool or solely a means to document the impact of an individual project? This issue can be resolved, but where it remains unsolved, the integration of the EIS process into many state programs has been delayed.

In 1974 environmental groups brought a number of cases under the National Environmental Policy Act (NEPA),²⁸ to compel federal agencies to prepare environmental impact statements for various projects. The District Court for the District of Columbia has ruled in favor of environmental groups in several significant cases. The court held that the Atomic Energy Commission must file an environmental impact statement regarding the export of nuclear generating equipment and nuclear fuels.²⁹

The Interstate Commerce Commission is required to file a NEPA impact statement on proposed rail freight increases to determine if those increases discriminate against recyclable materials.³⁰ And, the Department of Agriculture must comply with NEPA provisions by filing an environmental impact statement covering its proposed increases in National Forest timber sales for Fiscal Year 1974.³¹

As a corollary to the above cases the district court in *Simmons v. Grant*,³² held the NEPA requires the Soil Conservation Service to prepare a "negative declaration" of a channel improvement project's impact on the environment.

In two noteworthy cases district courts have held NEPA impact statement provisions not to apply to certain situations. In *Gulf Oil v. Simon*,³³ the Administrator of the Federal Energy Office was held exempt from preparing a NEPA impact statement in conjunction with the issuance of mandatory crude oil allocation regulations because such preparation would hinder the time limitations imposed by the Emergency Petroleum Allocation Act of 1973. The Massachusetts District Court, in *Wilson v. Lynn*,³⁴ denied plaintiff's motion to enjoin a Housing and Urban Development urban renewal project for failure to file an environmental impact statement. The court held that where the project involved only rehabilitation of existing residential dwellings which would reduce rather than increase the area's population density no environmental impact statement was required since the project would not significantly affect the quality of human environment."³⁵

In *Bozung v. Lafco*,³⁶ the California Court of Appeals held that the California Environmental Quality Act requires an environmental impact report in conjunction with annexation by a city of a 677-acre tract of agricultural land with residential and commercial development

²⁸ 42 U.S.C. 4321 *et seq.*

²⁹ *Sierra Club v. Atomic Energy Commission*, 6 ERC 1980 (D.D.C. 1974).

³⁰ *Scrap v. United States*, 6 ERC 1305 (D.D.C. 1974).

³¹ *Natural Resources Defense Council v. Butz*, 6 ERC 1895 (D.D.C. 1974).

³² 6 ERC 1224 (D.S.D. Tex. 1974).

³³ 6 ERC 1565 (D.D.C. 1974).

³⁴ 6 ERC 1648 (D. Mass. 1974).

³⁵ However, a court enjoined HUD from approving a developer's Statement of Record and Property Report for a planned development, where no impact statement was filed and where the development would threaten the environmental quality of the Illinois River Basin. *Scenic Rivers Association v. Lynn*, 7 ERC 1172 (D.E.D. Okla. 1974).

³⁶ 6 ERC 1369 (Cal. Ct. App. 1974).

of the parcel to follow. Since the project "may have a significant effect on the environment" an environmental impact report must be prepared.

The Michigan Environmental Protection Act was the first state statute to provide for citizen suits to enjoin actions that may threaten the state's natural resources. In *Tri-Cities Environmental Action Council v. Reenders*,³⁷ a Michigan Circuit Court upheld the constitutionality of the citizen suit provision stating that it is not an unconstitutional attempt to delegate legislative authority to the judiciary.

WATER POLLUTION CONTROL

Federal involvement in assuring water quality in the nation moved into a new area in 1974, with passage of the Safe Drinking Water Act (P.L. 93-523). Before the enactment of this legislation, the Federal concern in protecting safety of drinking water was focused only on preventing the spread of communicable diseases in interstate commerce. The national drinking water standards, last revised in 1962, were directed at water supplies on interstate carriers, such as buses, planes, trains, and ships. However, in recent years, despite existence of drinking water standards in most States, serious deficiencies in safety of drinking water supplies have been documented in widely scattered areas of the Nation.

The Safe Drinking Water Act, which became law on December 16, 1974, is the culmination of four years' effort by Congress to develop a program to remedy the lack of national standards in this area of concern. The provisions of this legislation apply uniform minimum standards for drinking water quality to all urban and rural areas.

The EPA is required by the Act to prescribe national primary drinking water standards, designed to protect health to the maximum feasible extent. The States are given primary enforcement responsibility, provided they have adopted drinking water regulations as stringent as the national standards, and have adopted adequate procedures for enforcement and monitoring of public drinking water supplies. In cases where the States fail to adopt adequate drinking water standards or enforcement measures, EPA would have authority to enforce regulations or grant variances where practicable. Emergency allocation authority for chlorine is provided by the Act, where this might be necessary for localities to obtain the necessary amount for drinking water safety.

Also in 1974, two laws were enacted to renew the water pollution control program and extend the authorities in the 1972 Act (P.L. 93-324 and P.L. 93-592, respectively).

Court Actions on Water Pollution Control

Two court cases in 1974 dealt with the scope of authority of the Environmental Protection Agency (EPA) under the Federal Water Pollution Control Act. In *Colorado PIRG v. Train*,³⁸ the Tenth Circuit Court of Appeals ruled that the EPA, not the Atomic Energy

³⁷ 6 ERC 1600 (Mic. Cir. Ct. 1974).

³⁸ ERC 1177 (10th Cir. 1974).

Commission, has the authority to regulate the discharge of radioactive materials into the nation's waters. The appeals court decision reversed the lower court's ruling and nullified an agreement between the EPA and the Atomic Energy Commission by which the Atomic Energy Commission would retain exclusive control over radioactive emissions.

In *United States v. Ashland Oil*,³⁹ the Sixth Circuit Court of Appeals construed the Federal Water Pollution Control Act to include federal authority to control pollution in non-navigable tributaries of navigable streams. A narrow reading of the term "navigable waters" said the court, would violate the intent of the Act and "turn a great legislative enactment into a meaningless jumble of words."⁴⁰ This was the first circuit court decision on the issue of whether Congress intended to expand the traditional meaning of "navigable" waters when it enacted the Federal Water Pollution Control Act. If the Sixth Circuit Court's decision is followed by the other circuit courts, it could enhance the Government's ability to deal with oil spills which frequently occur in waters not traditionally defined as navigable.

In the latest in a series of recent decisions on impoundment of federal funds, *New York City v. Train*,⁴¹ the District of Columbia Court of Appeals affirmed a lower court's summary judgment holding that the EPA must allot, under section 205(a) of the Federal Water Pollution Control Act, the entire amount appropriated under the Act for 1973 and 1974.

AIR QUALITY: IMPLEMENTATION

The Clean Air Act Amendments of 1970 continued in 1974 to be the focus of extensive, complex, and often controversial implementation proceedings. In particular, the interrelationship between the pursuit of clean air and provision of energy needs was a topic of debate and action, resulting in the Energy Supply and Environmental Coordination Act of 1974 (P.L. 93-319) which became law on June 22. This law made a number of modifications and changes in the original 1970 Clean Air Act requirements and deadlines.

Among the authorizations of the 1970 Act is the use of land use controls to aid in achieving air quality standards which EPA has promulgated. This includes review of siting of new sources of air pollution, including "indirect" sources which do not produce pollution themselves, but attract pollution-producers, like automobiles or airplanes. Planning to maintain standards in areas of new growth is also required.

On July 9, 1974, final regulations were published by EPA for review of these indirect sources. They require review of the following categories of construction or development: (1) highways and roads, (2) parking facilities, (3) retail, industrial and commercial facilities, (4) recreation, amusement, sports and entertainment facilities, (5) airports, (6) office and government buildings, (7) apartment and condominium buildings, and (8) education facilities. The size of a project which must be reviewed depends on whether the project would be

³⁹ ERC 1114 (6th Cir. 1974).

⁴⁰ ERC at 1119.

⁴¹ 6 ERC 1177 (D.D.C. 1974). The United States Supreme Court on November 12, 1974, heard oral arguments in the consolidated cases *Train v. New York City*, *supra*, and *Train v. Campaign Clean Water*, 6 ERC 4th Cir. 1973).

located in a metropolitan area of 50,000 or more. In the Standard Metropolitan Statistical Areas (SMSA), an indirect source with associated parking for 1,000 or more cars must be reviewed; outside SMSAs, the size of an indirect source which must be reviewed is doubled.

Proposals for transportation controls, most notably parking surcharges or bans, and other methods of discouraging or preventing usage of autos in city transportation patterns, in order to implement the air quality law led to a great deal of controversy. This was among the measures modified by the Energy Supply and Environmental Coordination Act (ESECA).

This law posed major problems for the future of the clean-up efforts under the Clean Air Act. It made these modifications of the law:

(1) It authorized EPA to grant temporary suspensions of State pollution emission limitations and deadlines in cases where conversion to coal is required due to fuel shortages. Suspensions are not to be granted however, where a determination is made that this would jeopardize primary air quality standards which are designed to protect human health.

(2) State air quality implementation plans were to be reviewed to determine whether they could be revised to increase use of high sulfur fuels without endangering health. Such changes were to be at the discretion of the State.

(3) Automobile emission reduction schedules set forth in the Act were delayed by one to two years for different pollutants.

(4) Finally, the indirect source review for siting conformance to air quality needs and the transportation controls were modified, including pre-construction review of the indirect sources.⁴² Regulations for management of parking supply were delayed for a year, and then indefinitely, to allow for completion of EPA rule-making, and to conform to further restrictions contained in P.L. 93-563, EPA's appropriations for fiscal year 1975. Sec. 510 of the latter forbade any funds appropriated for EPA to be spent on implementation of parking-management programs. Finally, the ESECA voided federally imposed parking surcharges as part of regulations promulgated by EPA for some half of the areas designated as requiring transportation control plans.

Other important EPA actions during 1974 included final regulations to prevent significant deterioration of air quality.⁴³ These limit to moderate incremental increase in pollutant levels those areas of States cleaner than the most stringent national ambient standards for sulfur dioxide and particulates. The limits are linked directly to siting policy concerning 18 categories of major industrial and energy pollution sources. For these, pre-construction permits are required, which necessitate use of best available control technology.

Court Actions on Air Quality

The Clean Air Act authorizes the Environmental Protection Agency to review State Clean Air Act Implementation Plans and where such plans are found to be inadequate the Environmental Protection Agency is required to promulgate a plan of its own for

⁴² 39 Federal Register, October 15, 1974.

⁴³ 39 Federal Register 42509-42517, December 5, 1974.

the state. In the *Commonwealth of Pennsylvania v. Environmental Protection Agency*,⁴⁴ the Third Circuit Court of Appeals held that this requirement is a valid exercise of federal commerce powers which does not unconstitutionally infringe upon state sovereignty.

Section 118 of the Clean Air Act Amendments,⁴⁵ requires all federal agencies which are engaging in activities that may result in the discharge of air pollutants to comply with federal, state, interstate and local pollution control abatement requirements to the same extent that any person is subject to such requirements. There is currently a split in the circuit court regarding the extent to which federal facilities must comply with the state and local pollution control requirements.

The first court of appeals decision construing section 118, *Kentucky ex rel Hancock v. Ruckelshaus*,⁴⁶ held that federal facilities must comply only with substantive state requirements and not with procedural requirements, such as permit schemes. However, in a more recent decision, *Alabama v. Seeber*,⁴⁷ another circuit court held that the Tennessee Valley Authority and the United States Army must comply with the permit requirements of the Alabama implementation plan before operating installations in that state. According to the fifth circuit court, the Congressional intent behind section 118 requires that federal facilities be treated on an equal basis with private facilities under the Clean Air Act. In refuting the defendants' argument that subjection of federal facilities to state permit requirements would be unduly burdensome, the court cited the provision contained in section 118 which allows the President to exempt a federal facility from any state requirement if the burden becomes excessive.

The implications of split of authority between the fifth and sixth circuit courts are not limited to air pollution. Section 313 of the Federal Water Pollution Control Act Amendments of 1972,⁴⁸ and section 4 of the Noise Control Act of 1972,⁴⁹ both contain identical language to section 118 of the Clean Air Act. Thus a final determination by the Supreme Court will be needed to settle this issue.⁵⁰

The California Supreme Court ruled in *Clean Air Constituency v. Air Resources Board*⁵¹ that the energy crisis is not a sufficient reason to delay installing pollution control devices on automobiles in that State. The California Air Resources Board has the authority to delay the required installations only for "extraordinary and compelling" reasons."⁵² The legislative history of the Air Resources Act, according to the court, "made clean air a higher priority than the concern for fuel consumption, the problem of rising costs in transportation, or the economics of the automobile industry."⁵³ Thus, the court concluded that delay to accommodate the energy crisis is not an "extraordinary and compelling" reason, and the court issued a writ of mandate compelling implementation of the clean air legislation.

⁴⁴ 6 ERC 1769 (3rd Cir. 1974).

⁴⁵ 42 U.S.C. 1857 f.

⁴⁶ 4 ELR 20484 (6th Cir. 1974).

⁴⁷ 4 ELR 20793 (5th Cir. 1974).

⁴⁸ 33 U.S.C. 1323.

⁴⁹ 42 U.S.C. 4904.

⁵⁰ On September 3, 1974 petition for certiorari was filed in the Supreme Court for the case of *Kentucky v. Train*, supra.

⁵¹ 6 ERC 1945 (Cal. S. Ct. 1974).

⁵² Cal. Health & Safety Code 39175 et seq. (West 1973).

⁵³ 6 ERC at 1951.

SOLID WASTE

In 1974, the 93rd Congress adjourned without taking significant action in the area of solid waste, although it had been expected that this Congress would bring about broad revisions. Early in 1973, the Administration had urged the virtual abandonment of the existing Federal program of assistance to states for planning of solid waste strategies. Solid waste activity at the Federal level would center on the disposal and handling of hazardous wastes. The elimination of resource recovery demonstration programs was proposed, on the grounds that all feasible technologies had already been demonstrated. The Administration also urged abandonment of areawide solid waste planning grants, with the argument that most local governments lacked authority to implement the plans, and that most plans were completed anyway. Although this Administration proposal was introduced and considered along with other solid waste revisions, it did not receive any favorable action by Congress.

The House bill, which was under consideration in 1974, would have followed the pattern of air and water legislation, establishing requirements for State solid waste plans to be prepared pursuant to guidelines issued by EPA. EPA would be directed to set standards for major new sources of solid wastes to assure that the best available technology is employed to reduce the amount and toxicity of wastes generated. Senate bills included proposals for mandatory deposits for beverage containers, Federal standards and regulations, statewide solid waste programs, grants for facilities, Federal procurement of recycled materials, and enforcement provisions against such things as open dumping and open burning.

However, the House and Senate committees both concluded that sufficient time was not available in the 93rd Congress to resolve differences of the various approaches. The congress ended with another extension of the existing Resource Recovery Act of 1974.

State Solid Waste Activities

State and local governments have a wide variety of options from which to choose in designing a solid waste management system suited to the need and circumstances of each jurisdiction. These include:⁵⁴

(1) The State government may provide services to local governments and private enterprise in the development of improved solid waste systems.

(2) The State government may provide special educational services to local governments and private enterprises involved in solid waste service delivery.

(3) State government may conduct research in solid waste management problems and make its findings available to local governments and private enterprise.

(4) State government officials and agencies may give advice and information to local governments or private enterprise developers and operators of solid waste delivery systems.

(5) State government may regulate the development and operation of solid waste delivery systems as means of protecting the public health and local environments by requiring construction and operating permits, followed by an inspections system.

(6) State government may utilize its control capabilities to subsidize the development of regional systems through financial incentives or through direct financial, administrative, and technical assistance.

⁵⁴ The Council of State Governments. *Our Effluent Society: The States and Solid Waste Management*. Lexington, Ky., 1974, pp. 22-23.

(7) Both solid waste delivery systems and their regulation may be supported through intergovernmental fiscal transfers, which may involve all three levels of government: Federal, State, and local.

(8) State or local governments may own and operate the solid waste delivery service outright.

A number of these options were adopted by State legislatures in new legislation in 1974. The Pennsylvania General Assembly established a revolving loan fund to be administered by the Department of Environmental Resources. The fund will partially finance new solid waste handling projects, with an emphasis on resource recovery techniques.⁵⁵ The Wisconsin Legislature created a solid waste recycling authority as a nonprofit public corporation with the authority to acquire, construct and operate solid waste reclamation facilities.⁵⁶ The authority may contract debt up to \$16,500,000. The authority is directed to establish recycling regions throughout the State, and is given extensive authority to coordinate the entire solid waste program within the State, including acquisition of sites, requiring participation in and contributions to the program, encouraging the recycling of waste, and cooperating with the State, municipal, and private solid waste programs. The Michigan Legislature established a State Resource Recovery Commission in the Department of Natural Resources, and directed it to develop a State solid waste plan within three years.⁵⁷

After the plan is approved, the Department of Natural Resources may (1) enter into agreements with local units for waste management services; (2) provide for the planning, design and financing of waste facilities to implement local plans conforming with the State plan; and (3) acquire, finance and construct State waste management projects in accordance with the State plan. The Connecticut General Assembly provided for State aid to farmers for the establishment of farm waste management systems, and required each municipality to propose a local or regional solid waste management plan by January 1, 1975. The Florida Legislature directed the Department of Pollution Control to develop statewide guidelines for solid waste disposal.

Oregon in 1972 enacted legislation which requires deposits on non-returnable beverage containers and bans containers with disposable "pull tops."⁵⁸ The legislative purpose of this bill is to cause bottlers to package their products for distribution in Oregon in returnable, multiple-use deposit bottles so as to reduce litter and solid waste and to help prevent injury to people and animals due to discarded "pull tops." In *American Can v. Oregon Liquor Control Commission*⁵⁹ the Oregon Court of Appeals upheld the statute against challenges by the beverage industry that it interfered with Federal authority over interstate commerce and violated due process and equal protection. The Court stated that legislation may be designed to protect not only the economic but also the aesthetic and environmental well-being of its citizens. The court found the bottle bill also to be in harmony with Federal law; Congress has assigned to local governments the primary task of coping with the proliferation of packages of consumer products

⁵⁵ Pennsylvania, Act 198, Laws of 1974.

⁵⁶ Wisconsin, Ch. 305, Laws of 1974.

⁵⁷ Michigan, ESB 945, Laws of 1974.

⁵⁸ Ore. Rev. Stat., Sec. 810-890 (1973).

⁵⁹ 6 ERC. 1350, 517 P. 2d 691 (1974).

which overburden solid waste disposal systems and litter countryside.⁶⁰ Hence, Oregon's bottle bill is a reasonable attempt to deal with problems of legitimate State concern.

OPEN SPACE AND RECREATION FACILITIES

The need for greater open space and recreation facilities in urban areas continued to be an issue of considerable concern in the second session of the 94th Congress. In the closing days of 1974, the Cuyahoga Valley National Recreation Area, an urban-area park between Cleveland and Akron in Ohio was established. The debate on this measure established the fact that it set a precedent for Federal management of urban-oriented recreation facilities, something which in the past has been exclusively a local-government concern. The National Recreation areas established over the past few years on the East and West Coast, also close to urban areas, were described as "demonstration" projects designed to show the feasibility of managing large park areas near cities; and they were characterized as "gateway" projects, serving areas of particularly high numbers of visitors because of the coastal population densities, and because they are areas attracting visitors from abroad. Thus these previous recreation projects near urban centers were not seen as establishing the same kind of precedent that the Cuyahoga area does.

Acreage for the park was not specified, but it is to be under 20,000 acres, and more than 10,000 acres, the land to be acquired over a period of six years. The Interior Department witnesses on the measure opposed it, on the grounds that the major responsibility for developing outdoor recreation resources lies with State and local governments, and that the Federal role should be limited to providing financial, technical, and planning assistance.

Representative Skubitz supported the goals of the proposals—providing needed recreational and open space—but outlined what he saw as a questionable precedent being set:

We are now quite firmly establishing a pattern—and this bill is another step in that process—of providing federally owned and operated recreation areas in and near metropolitan areas—with a strong new criterion of putting parks where the people are. . . . we must be aware that if the Federal Government provides such park facilities for one urban area, why not for all urban areas of the country?⁶¹

However, Representative John Seiberling, the chief sponsor of the bill, indicated that this measure begins to rectify the inequity of the present system for the millions of taxpayers in the Midwest who live great distances from any of the National Parks, but whose taxes pay for these areas.

Year after year, members of the Ohio delegation vote money for great national parks in California, in the Rockies, along our sea coasts. . . . We are going through a great change in this country in driving patterns and in recreation patterns, and in the use and misuse of our resources. . . . If we are going to treat all of the people equitably, if we are going to have a continuing constituency for national parks and outdoor recreation, then we are going to have to provide for the people in our most populous urban areas, an outdoor recreation opportunity comparable to that we have provided for those already located near some of our great parks.⁶²

⁶⁰ Federal Solid Waste Disposal Act of 1965, 42 U.S.C. Sec. 325 (1970); cf., Environmental Quality Act of 1970, 42 U.S.C. Sec. 437 et seq. (1970).

⁶¹ Congressional Record, Daily Edition, Vol. 120, December 9, 1974, p. H11426.

⁶² *Ibid.*, p. H11427.

In the final analysis, this legislation is a landmark in the evolution of national park and recreation policies. Throughout the debate the question of local capabilities for providing parks and open space pervaded discussion; and the issue of increasing both funding and urban responsiveness in the Land and Water Conservation Fund was another active legislative area. This fund, which provides grants for park and open space acquisition to both Federal agencies and State governments, is authorized at the annual level of \$300 million. These funds are to come from the leasing royalties and bid funds from Outer Continental Shelf oil and gas leases. The Administration has not sought full funding of the program in several years, however.

The allocation formula for the States included a limit of seven percent of the fund for any one State; forty percent is allocated equally among the States, and forty percent is used by various Federal agencies, such as the Park Service, to acquire land; the remaining amount is apportioned on the basis of need to the States. Finally, the issue of whether the Fund may be used by States to finance sheltered (indoor) recreation facilities was at issue.

A bill, H.R. 17346, was reported in the closing days of 1974, which reflected consideration in both House and Senate Interior Committees. It provided an increase in the Fund authorization to \$450 million in fiscal year 1976, \$625 million the next year and \$800 million in succeeding years. It would have increased maximum allocation to any one State to 10 percent; would have made 75 percent of the Fund allocation to States available on the basis of need, thus making greater amounts open to urbanized areas; and would have permitted 25 percent of a State's allocation to be used for sheltered facilities.

This measure was not considered on the House floor, however, due to the press of time in the last days of the 93rd Congress. Thus these issues remain active areas of concern for the 94th Congress.

ISSUES IN IMPROVING THE ENVIRONMENT

The importance of natural resources and environmental concerns to questions of national growth was highlighted in 1974 by the continuing efforts of the Federal government to deal with the energy problems of the Nation. Reorganization of the Executive branch to cope with energy problems by establishing the Federal Energy Administration, the Energy Research and Development Administration, the Nuclear Regulatory Commission, and the Energy Resources Council, was a focus of attention in dealing with the problem. However, the creation of these entities did not solve the problem of coordination; the fragmentation of government in dealing with energy continues, and it is likely that further attention will be devoted over the coming year to better government management of energy programs.

Energy policy as a whole, and specifically measures to reduce dependence on imported fuels and increase domestic fuels are likely to be central areas of concern both in Congress and the Administration over the next year.

Concern with energy availability will continue to create confrontations with conservation and environmental protection efforts; this is a policy area of continuing, perhaps increasing, concern. It is especially critical in the case of air quality protection efforts, in surface mining regulation, and protection of ocean resources and

environment in view of increased oil and gas leasing in the Outer Continental Shelf. In each case, there are likely to be aggressive arguments by mining and energy production industries against measures to protect non-energy resources at any cost whatever to fuel availability.

The debate over land-use planning assistance is nearly certain to continue in Congress over the next year. The issue has been the focus of controversy for the last two Congresses, and will probably continue until some form of legislation is either passed, or definitively defeated. These are areas of controversy and debate which will continue into 1975. Other areas of environmental protection will continue to receive active attention, but are less likely to stir heated argument. Among these is the solid waste legislation and renewal of noise control legislation, and a continuing interest in open space and park legislation.

CHAPTER VI. IMPROVING GOVERNMENT CAPABILITY

INTRODUCTION

The Congress recognized the importance of the capability of governmental institutions in the Housing and Urban Development Act of 1970, when it included the following two items in its list of components of a national growth policy:

Strengthen the capacity of general government institutions to contribute to balanced urban growth and stabilization; and

Facilitate increased coordination in the administration of Federal programs to encourage desirable patterns of urban growth and stabilization, the prudent use of natural resources, and the protection of the physical environment.

At present, neither the Congress nor the Executive branch has yet been able to establish mechanisms that are capable of improving the analysis, understanding, and coordination of thousands of discrete decisions and actions which impact on national growth and development. However, in 1974 both the Congress and the Administration took some initiatives that could serve as the precursor to the establishment of such mechanisms. The most significant Congressional initiatives were the enactment of the Congressional Budget and Impoundment Control Act of 1974, the Committee Reform Amendments of 1974, and the Forest and Rangeland Renewable Resources Planning Act of 1974. The Administration continued its experimental "management-by-objectives" plan, which seeks to coordinate the goals and programs of the various Federal agencies.

Efforts to rationalize and coordinate Federal domestic assistance programs by consolidating grants-in-aid and by streamlining the administration of the programs continued in 1974. General revenue sharing was the subject of numerous evaluations, and positions began to develop with regard to the extension of the program. New program consolidation was authorized in the fields of community development and education. The Joint Funding Simplification Act of 1974 was enacted with the goal of simplifying the administration of programs funded by more than one agency, and ten Standard Federal Regions, which were established as mechanisms for coordinating the field operations of Federal agencies, were given formal standing by OMB Circular No. A-105.

With the advent of general and special revenue sharing programs, which devolve to State and local governments the responsibility for administering many Federally-assisted programs, increased attention has been given to the need for improving the managing and planning capabilities of these governments. In 1974, both the Congress and the Administration acted to improve Federal planning and technical assistance to State and local governments, and efforts to improve the quality and training of the State and local work force continued.

Much of the responsibility for and authority to deal with problems of urban and rural growth rests with the States. In recent years, the

States have been responding to this challenge by strengthening the tools with which the State can guide growth more wisely and by giving local communities greater powers to deal with growth and development. This trend continued in 1974, although no State could be said to have completely solved the intertwining problems generated by the energy crisis, the economic crisis, and the heightened demands of the Nation's citizens for an improved quality of life in the community of their choice.

IMPROVING FEDERAL POLICYMAKING MACHINERY

Congressional Initiatives

THE CONGRESSIONAL BUDGET AND IMPOUNDMENT CONTROL ACT

In 1974, the most significant action taken by the Congress to improve its policy-making capability was the adoption, after two years of intense effort, of the Congressional Budget and Impoundment Control Act of 1974 (P.L. 93-334). This legislation creates new institutions and new procedures designed to enable the Congress to:

- (1) assure effective control over the budgetary process;
- (2) provide for the determination each year of the appropriate level of Federal revenues and expenditures;
- (3) provide a system of impoundment control;
- (4) establish national budget priorities; and
- (5) provide for the furnishing of information by the executive branch in a manner that will assist the Congress in discharging its duties.

The Act establishes a Budget Committee in each House, and a new Congressional Budget Office. The main function of the latter is to assist the Budget Committees by providing information on the budget, appropriations bills, other bills authorizing or providing budget authority or tax expenditures, and information on revenues, receipts, estimated future revenues and receipts and changing revenue conditions. This information will be used by the Budget Committees in fulfilling the requirement that they report at least two concurrent resolutions each year which would establish total levels of budget authority and outlays, levels of outlays and authority by functional categories, levels of revenues and debt, and the appropriate level of surplus or deficit. By reporting data by functional (program) categories, the Committees will enable the Congress to see clearly the priorities assigned to the various functions—e.g., defense as opposed to social services—and to decide whether or not to reorder those priorities. The information on expenditures and revenues will enable the Congress to relate the one to the other in order to create a comprehensive fiscal package.

The first budget resolution, due on April 15th, represents an alternative Congressional budget and, once approved, it will guide but not bind Congress as it acts on measures providing budget authority for spending on Federal programs. By the 15th of May, all authorization bills are to be reported, and by a week after Labor Day final action must be completed on appropriations bills. By September 15th, the Budget Committees must report a second concurrent resolution which will reaffirm or revise the resolution most recently agreed to. If there is a discrepancy between the second resolution and the actions by

Congress on appropriation bills, tax bills, and other legislation affecting budget totals, a reconciliation resolution shall be passed by September 25th. This resolution directs the Clerk of the House and the Secretary of the Senate to make specified changes in bills and resolutions which have not been enrolled. These changes may affect spending, entitlement, revenue, or debt legislation. Congress may not adjourn until it completes action on the second concurrent resolution and, in the event that it is required, the reconciliation bill.

If the new procedure works successfully, the Congress will be able to take more initiative with regard to national priority-setting, rather than simply reacting to the President's budget. Furthermore, the Congress will be more aware of the impact of individual appropriations or tax decisions on other areas of the budget.

The Budget Act also strengthens the role of Congress in program review and evaluation by establishing an Office of Program Review and Evaluation within the General Accounting Office, and by charging the General Accounting Office with the responsibility for assisting committees with the evaluation of programs. The assistance is to include the development of statements of legislative objectives, methods for review and evaluation of programs, and the analysis of program results.

The Act also provides for improvement and standardization of fiscal and budgetary information. The need for better information in the Congressional budget process was documented by a General Accounting Office review of the extent to which cost-benefit data was available to support budgetary information provided to the Congress. The report concluded that although Congress has specifically indicated an interest in more cost-benefit information and the Office of Management and Budget has concurred in its desirability, little such information is currently available which would be useful for Congressional review of specific budget requests. The report recommended that OMB establish a firm requirement for cost-benefit analysis for newly proposed programs or those for which sizable increases are proposed and making such studies is practical, and that OMB establish firm criteria as to when studies should be required.¹

The Budget Act also requires that, where practicable, budget information is to be supplied to State and local governments. Under the Act, committees are also directed to include an intergovernmental impact statement in any committee report which recommends new budget authority. The requirements should be beneficial to State and local governments, as the information will help them to understand and plan for the impact of Federal spending decisions on local economies and growth patterns.

The Act contains a procedure which will allow the Congress to act on the merits of impoundment proposals. If the President wants to cancel budget authority, he must submit a rescission proposal. Unless both Houses complete action on a rescission bill within 45 days of continuous session, the budget authority shall be made available for obligation. If the President wants to delay the spending of budget authority, he shall submit a deferral proposal. The deferral remains in

¹ U.S. General Accounting Office. Civil Agencies Make Limited Use of Cost-Benefit Analysis in Support of Budget Requests: Report to the Congress by the Comptroller General of the United States. (Washington) 1975. (B-115398, Jan. 14, 1975), 22 p.

effect unless either House of Congress passes an impoundment resolution disapproving the proposed deferral. In early 1975, this power was used for the first time, as the Senate passed a resolution (S. Res. 23) to deny the President's deferral of \$50 million in FY 75 701 planning funds.

COMMITTEE REFORM AMENDMENTS OF 1974

Another major accomplishment in improving Congressional policy-making procedures and institutions was the passage by the House of H. Res. 988, the Committee Reform Amendments of 1974. This reform measure made some changes in committee jurisdiction and responsibility, but the most extensive changes related to procedures. Organization of the House is now permitted prior to the start of each new Congress, with the House to meet in election years between December 1 and 20 for this purpose, thereby assuring that the new Congress will get off to a smoother start.

Several provisions of the resolution deal with the informational needs of the Congress. A House Commission on Information and Facilities is established to carry out studies of House needs for information and for administrative services and facilities. A new Office of Legislative Classification is created to develop a cross-reference system linking authorizations, appropriations, committee jurisdiction, and agency programs to basic statutes. An Office of Law Revision Counsel is created to keep current, revise, and codify U.S. laws. Finally, the resolution requires the Congressional Research Service to prepare a factual summary, not to exceed 100 words, of all House bills and to have the summaries printed in the *Congressional Record* and the *Digest of Public Bills*.

The Committee Reform Amendments strengthen Congressional oversight procedures in several ways. The Committee on Government Operations is authorized to look into any subject area, and a summary of its findings may be included in the reports of other committees. Furthermore, the Committee is required to submit an oversight report to the House after consultation with appropriate representatives of the other committees. The report is to be submitted to the House within 60 days after the convening of a new Congress, and is to help coordinate the oversight activities of the various committees. All committees with more than 20 members are required to establish a separate subcommittee on oversight, or to require each subcommittee to perform this function in its area of jurisdiction.

In order to provide the basis for more thoughtful look at the possible impacts of new legislation, each committee is to include a statement of the bill's impact on inflation in all reports. Each committee is also authorized to study the impact of tax policies on matters within the committee's jurisdiction. This could provide a vehicle for linking tax policies, which have long been identified as an important factor in determining the patterns of growth, to grants-in-aid and other legislation which also have an impact on growth. Finally, each standing committee (with the exception of Appropriations and Budget) is required to begin a systematic exploration of future trends, movements, opportunities, and crises. H. Res. 988 requires, in part, that "each subcommittee . . . shall on a continuing basis undertake

futures research and forecasting on matters within the jurisdiction of that committee." The original Committee report that led to this "foresight provision" indicated that the goal was to achieve "systematic, long-range, and integrated study of our principal future national problems."²

INTERGOVERNMENTAL CONSULTATION

The Senate enacted a resolution (S. Res. 427) which expressed the sense of the Senate that the Congress should establish and promote mechanisms to afford State and local governments the opportunity to participate in the legislative process, particularly in the consideration of proposed legislation with a direct or indirect impact on these governments. Such a procedure could provide States and communities with an "early warning system" to alert them to proposed legislation which might affect their growth patterns. The resolution also called upon the President to develop methods and opportunities for State and local representatives to participate in the development of all major Federal programs and policies, and to create a focal point in every major Federal department and agency for such participation.

NATIONAL COMMISSION ON SUPPLIES AND SHORTAGES

The Congress also took several steps designed to improve Executive policy-making capabilities. For example, the Defense Production Act Amendments of 1974 (P.L. 93-426) established a temporary National Commission on Supplies and Shortages to facilitate more effective and informed responses to resource and commodity shortages and to report on needed institutional adjustments for examining and predicting shortages and on the existence or possibility of shortages with respect to essential resources and commodities. In order to direct attention to the impact of supplies and shortages on growth, the legislation requires the Commission to establish an advisory committee "to develop recommendations as to the establishment of a policy-making process and structure within the executive and legislative branches of the Federal Government as a means to integrate the study of supplies and shortages or resources and commodities into the total problem of balanced national growth and development, and a system for coordinating these efforts with appropriate multi-State, regional and State governmental jurisdictions."

PROCUREMENT POLICIES

The Congress also sought to give greater attention to the impact of Federal procurement policies on the growth and development of communities. The Office of Federal Procurement Policy Act (P.L. 93-400) establishes an Office of Federal Procurement Policy within the Office of Management and Budget to function as a central procurement policy unit addressing itself to Federal procurement problems and policies on a government-wide basis. The Act's declaration

² U.S. Congress. House. Select Committee on Committees, Committee Reform Amendments of 1974: Report to accompany H. Res. 988 together with supplemental views, Washington, D.C.: U.S. Govt. Print. Off., 1974. (93 Congress, 2nd session. House. Report no. 93-916, part II), p. 65.

of policy states that it is the policy of Congress to promote economy, efficiency, and effectiveness in the procurement of goods, services, and facilities by, among other things, "minimizing possible disruptive effects of Government procurement on particular industries, areas, or occupations." This policy, if implemented by the Office of Federal Procurement Policy could form the basis for a procurement program that would have conscious, rather than unconscious, impacts on the growth patterns of States and localities.

FOREST AND RANGELAND RENEWABLE RESOURCES PLANNING ACT OF
1974

Finally, the Congress took an important step in improving the Federal policy making process as it relates to native forest and rangeland in the United States by enacting the Forest and Rangeland Renewable Resources Planning Act of 1974 (P.L. 93-378). The legislation is premised on the view that comprehensively-gathered information is needed for the Congress and the Executive to wisely chart national renewable resource policy. Such information should be focused on the interrelationships between the various resources and their uses and provide an integrated inventory which would aid in reaching decisions that weigh short and long term effects of various courses of management action.

The legislation establishes a process by which this information shall be gathered and utilized in adopting policies related to the management of forest and rangeland, a process which might well serve as a model for dealing with other interrelated aspects of urban and rural growth and development. The central idea of the legislation is that the Federal role in the management of forest and rangeland could be met most effectively by having a comprehensive Assessment of forest and rangeland renewable resources which would be the basis for a Program. This Program would be presented by the Executive, reviewed in the Congress with public participation, and used as a guide to the formulation of budgets for a reasonable period ahead.

The Assessment is not a commitment to do specific things. It is an analysis of the present situation, of how things came to be as they are, and what the outlook may be as to where the present course will take the nation. Beyond that, it will display the opportunities for the future, and what measures will be required to realize these opportunities. The Program, based on the findings of the Assessment, will spell out specific policies for managing the renewable resources of forest and rangelands. The Program is to include, at a minimum:

- (1) An inventory of specific needs and opportunities for both public and private program investments;
- (2) Specific identification of Program outputs, results anticipated, and benefits associated with investments in such a manner that the anticipated costs can be directly compared with the total related benefits and direct and indirect return to the Federal government;
- (3) A discussion of priorities for the accomplishment of the Program opportunities, with specified costs, outputs, results and benefits; and
- (4) A detailed study of personnel requirements for implementing the Program.

Executive Branch Initiatives

Like the Congress, the Executive branch has not yet been able to create a mechanism for analyzing, understanding, and coordinating the impact of thousands of discrete decisions and actions on national growth and development. The Report on National Growth and Development,³ in noting the lack of such capability, outlines some of the activities which are needed to develop a coherent growth policy:

Monitoring national trends in the economy, population, social change, and the use of land and other natural resources;

Monitoring current Federal programs that affect urban and rural development so as to assess how (these programs) cumulatively impact on specific population groups and geographic areas;

Analyzing important new legislative and administrative proposals so as to anticipate the likely effects of such proposals on the economy, the environment, natural resources, population movements, and other aspects of growth;

Analyzing specific policy issues that arise from time to time among Federal agencies and recommending means for their solution; and

Analyzing and recommending broad policies for the consistent management of grant-in-aid, subsidy, and loan programs, with respect to their impact on urban and rural development and economic growth.

At present, there is no single agency in either the Legislative or the Executive branch that has the responsibility for or the authority to carry out such a program, although the Domestic Council in its role as coordinator for the biennial growth report has taken some tentative steps toward identifying the problems. However, some efforts are underway to develop coordinated policies in various areas which are related to growth issues, and the experience gained in these undertakings may be valuable if ever a broader coordinating attempt is made.

A typical example is that of the Rural Development Service, U.S. Department of Agriculture, which is responsible for coordinating a nationwide rural development program using the services of Executive branch departments and agencies in coordination with State and local rural development programs. This responsibility was assigned to U.S.D.A. in Section 603 of the Rural Development Act of 1972. The Rural Development Service has attempted to fulfill the responsibility by activities such as: (1) continually apprising appropriate Federal administrators of specific needs of rural communities, including needs as they are presented to R.D.S. by State and local officials; (2) evaluating proposed legislation and preliminary regulations with rural implications, to see that these are fully attentive to rural needs; and (3) keeping informed of Federal administrators' policy decisions bearing on rural development and, where indicated, recommending policy changes. In order to bring together Federal agencies or elements of programs in the interest of improved delivery of services to rural areas, R.D.S. has: (1) identified legislative or other barriers to joint funding of development projects and recommended remedial action; and (2) assisted agencies in using the services of other agencies with an extensive system of field offices that can serve as outreach agents or information dissemination points at the local level.

MANAGEMENT BY OBJECTIVE

A relatively new technique, the "management by objective" plan holds some promise as a method for rationalizing Federal agency

³ U.S. President, 1974-(Ford). Report on National Growth and Development, 1974. Washington, 1974, pp. 41-42.

activities and impacts. Management by objective is designed to reconcile agency goals with Presidential goals, to coordinate the various goals, and to monitor progress in implementing the goals. The plan was started at the direction of President Nixon, who sent 21 agency heads a memorandum in April 1973 which stated the following objectives:

I am now asking each department and agency head to seek a sharper focus on the *results* which the various activities under his or her direction are aimed at achieving. . . . Your listed objectives should include new policy initiatives, major operational achievements and improvements which can be made in current programs, giving particular attention to objectives which you consider to be of Presidential level importance.⁴

The initial exercise produced about 300 objectives, some very specific in nature and some very vague. Furthermore, no effort was made to coordinate overlapping or conflicting objectives, so long as they conformed to Presidential objectives.⁵

President Ford endorsed the management by objective plan soon after he took office, in a memorandum sent to the original 21 agency heads and to the Federal Energy Administration.⁶ The goals that resulted from the second round of the management by objective plan reflected the national concern over energy and the economy as well as Presidential goals such as the New Federalism—the return of governmental powers from Washington to States and cities. The Office of Management and Budget, which administers the plan, did make some effort to reconcile conflicting or overlapping goals. The management by objectives plan seems to hold some promise as a possible vehicle for contributing to rational growth policy, although impact on growth is not presently considered by OMB in approving or disapproving agency goals. Nevertheless, the goals statements do provide a source of information for identifying agency actions with a potential impact on growth. Furthermore, placing the administration of the plan in the Office of Management and Budget, which controls the purse strings, makes it more likely that rationalization of goals will take place. This would seem to be a stronger mechanism than traditional coordinating attempts, such as that of the Rural Development Service, where one agency tries to influence the actions of other agencies without any enforcement powers to make decisions stick.

Another Executive branch initiative in 1974 was spelled out by Executive Order 11821, which required that all major legislative proposals and regulations must be accompanied by a statement which certifies that the inflationary impact of the proposal has been evaluated.⁷ The Office of Management and Budget is given the responsibility for implementing the order, and is directed to take into account the following categories of significant impact:

- (a) cost impact on consumers, business, markets, or Federal, State or local government;
- (b) effect on productivity of wage earners, businesses or government at any level;
- (c) effect on competition;
- (d) effect on supplies of important products or services.

⁴ Havemann, Joel. OMB Begins Major Program To Identify and Attain Presidential Goals. *National Journal*, v. 5, June 2, 1973: 785.

⁵ Havemann, Joel. OMB's "Management-by-Objective" Produces Goals of Uneven Quality. *National Journal*, v. 5, Aug. 18, 1973: 1201-1210.

⁶ Havemann, Joel. Ford Endorses 172 Goals of Management by Objective Plan. *National Journal*, v. 6, Oct. 26, 1974: 1597-1605.

⁷ U.S. President, 1974—(Ford) Inflation Impact Statement: Executive Order 11821, *Weekly Compilation of Presidential Documents*, v. 10, December 2, 1974: 1504.

Like management-by-objectives, the inflation impact statement was not intended to contribute to improving Federal policy making machinery as it relates to growth. Nevertheless, the information generated by this new requirement could be useful in analyzing the effect of Federal actions on local economies and growth patterns.

In order to make and implement wise policies with regard to growth, governmental institutions need to have access to good managerial talent. The problem of attracting, training, and retaining such talent received attention in 1974. In January 1974, the Civil Service Commission issued Personnel Manual Letter No. 412-2 which established firm requirements in regard to management development and provided instructions on institutionalizing development programs in executive branch agencies. All agencies are now required to:

- (1) Identify all managerial positions.
- (2) Specify the knowledge and ability requirements of each managerial position.
- (3) Identify all newly selected managers, and current managers selected for another managerial position.
- (4) Assess managerial knowledge and abilities of new and advancing managers.
- (5) Prepare and implement individual development plans for new and advancing managers.
- (6) Identify nonmanagers with potential for managerial positions.
- (7) Prepare and implement individual development plans for potential managers.⁸

The goal of this new procedure is to provide for a continuous process of management development in each agency to assure that the Federal government will have access to a continuous supply of well-trained managers.

GENERAL AND SPECIAL REVENUE SHARING

For general revenue sharing, 1974 was the year of the monitors, as various groups both in and out of Congress reported on the implementation of the program. It was also the year when positions began to develop on extension or renewal of the program, which is expected to be a major issue in the 94th Congress, as the current program will expire on December 31, 1976.⁹

Seventeen bills on general revenue sharing were introduced during the 93rd Congress, but none of them received significant consideration. The program changes proposed in these bills include excluding State governments as recipients, explicitly permitting revenue sharing funds to be used to reduce local taxes, requiring public hearings on the use of the funds, and making certain special districts eligible recipients.¹⁰

The Senate Committee on Government Operations, Subcommittee on Intergovernmental Relations, held hearings on general revenue sharing¹¹ and conducted an informal opinion survey on the subject.¹² In the House, where no hearings were held, committee jurisdiction over general revenue sharing was transferred from Ways and Means to Government Operations by the Committee Reform Amendments

⁸ U.S. Civil Service Commission. Bureau of Executive Manpower. Executive Manpower in the Federal Service, Washington, U.S. Govt. Print. Off., 1974, 24 p.

⁹ Revenue Sharing: Top Priority; Outlook on Issues Affecting Counties. County News, v. 7, February 3, 1975: 3-13. Assessing Revenue Sharing. Washington Post, January 21, 1975.

¹⁰ Roundup of Bills on General Revenue Sharing in the 93rd Congress, ACIR Congressional Watch, No. 74-4, December 1974.

¹¹ U.S. Congress. Senate. Committee on Government Operations. Revenue Sharing. Hearings before the Subcommittee on Intergovernmental Relations, 93rd Congress, 2nd session. June 4, 5, 11, and 12, 1974. Washington, U.S. Govt. Print. Off., 1974, 2 parts.

¹² *Ibid.*, part 2, pp. 867-879.

of 1974. The House Subcommittee on Intergovernmental Relations published a survey of Congressional attitudes toward revenue sharing.¹³ The Senate survey, an informal telephone survey of 14 States, 16 counties and 15 cities, carried out in May 1974, resulted in four major conclusions:

- (1) That general revenue sharing has helped to hold down taxes at the State and local level;
- (2) That a significant majority of large cities still face critical fiscal situations, while a majority of States and counties presently enjoy stable or good fiscal conditions;
- (3) That cutbacks in Federal categorical programs have clouded the promise of revenue sharing as new money; and
- (4) That State and local officials still overwhelmingly support the concept of general revenue sharing.

Nearly 40% of the members of Congress responded to the House Subcommittee's questionnaire on general revenue sharing. Overall, the survey of 97 Republicans and 109 Democrats shows general approval of the uses and administration of revenue sharing funds, with Republicans more supportive than Democrats. Fifty-one percent of the members considered tax reduction a "desirable" use of revenue sharing money, while 35% termed it "undesirable." The respondents strongly disagreed with the view that revenue sharing funds are spread too thinly, and opposed excluding from the revenue sharing program those smaller local governments that provide few public services. A majority favored giving local governments the same flexibility in the use of revenue sharing funds as the States now have (i.e., eliminate the specification of high priority areas of expenditures), and rejected the idea of specifying high priority areas for State spending.

General Accounting Office Report

In April 1974, the General Accounting Office made its second report to the Congress on the use by and impact of revenue sharing on local governments. The audit of 124 cities, 116 counties, and 10 townships included: 50 cities and counties receiving the largest 1972 revenue sharing payments; the city and county receiving the largest 1972 payment in each State, and two local governments in each State selected randomly from among those receiving more than \$10,000 during the first 12 months of the program. In response to GAO's request knowledgeable local officials offered the following opinions as to the expected impact of revenue sharing funds on their governments:

About three-fourths of the 250 governments were using their funds in some manner expected to reduce local tax pressures.

Revenue sharing had various effects on the level of public services provided by the local governments, although in most cases the effect was to expand or maintain existing services.

About one-third of the 250 experienced more citizen participation in planning the uses of revenue sharing than normally.

Revenue sharing was cited as encouraging regional inter-governmental projects, programs, or cooperation in about 27 percent of the local governments and was a factor in changing or considering plans to change the jurisdiction of about six governments.

One of the major Congressional concerns about general revenue sharing was providing a mechanism to insure a proper degree of ac-

¹³ U.S. Congress. House. Committee on Government Operations. Subcommittee on Intergovernmental Relations. Replies by Members of Congress to a Questionnaire on General Revenue Sharing. (Committee Print). Washington, U.S. Govt. Print. Off., 1974, 22 p.

countability and responsibility by recipient governments for their decisions. The General Accounting Office concluded that attempts to identify and advise the public about the impact of revenue sharing on a government or to specify the results that are being achieved by revenue sharing would require an analysis of all resources available to the recipient government and of all government-financed services. This is so because of the following factors:

Revenue sharing, Federal categorical aid, State aid, and a local government's own revenues can often be used to provide the same services. A local government therefore tends to consider its total available resources when determining the amount of funds it needs. This creates an environment where funds can be easily displaced or substituted. In such an environment, there can be only limited effectiveness of statutes or regulations designed to restrict the use of certain revenues, including revenue sharing.¹⁴

The requirement for auditing of financial and compliance activities in the general revenue sharing program was designed to help assure accountability. The GAO report notes that as of February 20, 1974, the Office of Revenue Sharing had seven professionals to monitor the compliance activities of recipients, although 25 personnel were included in the FY 1974 budget. On May 20, 1974, the Office of Revenue Sharing announced the signing of an agreement between ORS and the State Comptroller of New York, in which the New York comptroller was given the responsibility of auditing the compliance of the 1,700 local jurisdictions which received revenue sharing funds. ORS said that it will rely on the State-conducted audits unless a complaint against a particular unit of government by a citizen or organization merits a Treasury Department investigation. This agreement was expected to be the forerunner of similar agreements with other States.

Revenue Sharing and Civil Rights

The revenue sharing program has frequently been criticized for its apparent lack of concern for social programs and for minorities. The implementation of the civil rights requirements of the program has been frequently criticized.¹⁵ In response to this criticism, the Office of Revenue Sharing published a *Civil Rights Handbook*¹⁶ designed to give guidance to officials of State and local governments to help them correct any discriminatory practices that may be in existence, as well as to prevent violations from occurring in the future. The Office of Revenue Sharing also signed an agreement with the Equal Employment Opportunity Commission under which EEOC will refer charges of discrimination against public employees and their contractors to ORS if it finds that revenue sharing funds have been used in a discriminatory activity. EEOC will make available to ORS on a confidential basis employment statistics required to be filed by all units of government with more than 99 employees and ORS will help EEOC to determine whether all governments with 15-100 employees have kept minority records, as required by law.

Despite these activities, the U.S. Civil Rights Commission concluded, in early 1975, that the efforts of ORS to assure compliance

¹⁴ U.S. General Accounting Office. Revenue Sharing: Its Use by and Impact on Local Governments; Report to the Congress by the Comptroller General of the United States. (Washington), 1974. (B-146235, April 25, 1974). 159 pp.

¹⁵ See, e.g., Chisholm, Shirley. Year I of Revenue Sharing. Remarks in the House. Congressional Record, v. 120, March 7, 1974: H1593-E1603.

¹⁶ U.S. Office of Revenue Sharing. General Revenue Sharing and Civil Rights. (Washington, for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974:), 21 pp.

with civil rights requirements were not strong enough and that after 2½ years of experience with the program civil rights leaders are still convinced that "revenue sharing is * * * symptomatic of a declining Federal commitment to the principles of equal rights."¹⁷

There were several significant developments in two revenue sharing cases in 1974, which are related to the impact of revenue sharing on civil rights. In one case,¹⁸ the Justice Department instituted suit against the Chicago Police Department alleging discriminatory practices within the Police Department, which received substantial revenue sharing funds. The suit was based on the anti-discrimination provisions of the State and Local Assistance Act of 1972¹⁹ and Title VII of the Civil Rights Act of 1964.²⁰

On November 7, 1974 Judge Marshall of the District Court for the Northern District of Illinois ruled in favor of the Justice Department and issued a preliminary injunction to prevent the City of Chicago and its officials from discriminating in the personnel practices of the Chicago Police Department.²¹

In another case based on the same fact situation, a black Chicago policeman named Renault Robinson and several civil rights groups filed a complaint with the Office of Revenue Sharing alleging discrimination in the Chicago Police Department. The plaintiffs asked that Chicago's revenue sharing funds be withheld until the Police Department ended its discriminatory practices. The Office of Revenue Sharing conducted an investigation and announced in February 1974 that discrimination did exist in the Police Department. The Office of Revenue Sharing was unable to have Chicago's revenue sharing funds withheld, so Robinson and the civil rights groups filed suit against the Office of Revenue Sharing in the Federal District Court for the District of Columbia.²²

On April 4, 1974 Judge Smith of the D.C. court ordered the Office of Revenue Sharing to begin legal proceedings against Chicago to withhold revenue sharing funds from that city. At the same time Robinson's complaint was added as a count to the Justice Department case in the Chicago court. Robinson then asked Judge Smith to order the Office of Revenue Sharing to withhold Chicago's funds while the Justice Department's case was pending.

On December 18, 1974²³ Judge Smith ruled that revenue sharing funds for Chicago be withheld.

These two cases involving the city of Chicago mark the first time since the inception of the Revenue Sharing Program that a jurisdiction has been denied its revenue sharing payments because of discriminatory use of the funds.

Evaluation of Revenue Sharing

Two major reports were published in 1974 by groups who are monitoring and evaluating revenue sharing. The first report, by the Advisory Commission on Intergovernmental Relations,²⁴ listed six

¹⁷ U.S. Commission on Civil Rights, *Making Civil Rights Sense Out of Revenue Dollars*. (Clearinghouse Publication 50), Washington, 1975, 135 pp.

¹⁸ *United States v. Chicago*, Civil No. 73-C-2080 (D. N.D. Ill., Filed September 17, 1973).

¹⁹ 31 U.S.C. 1221 *et seq.*

²⁰ 42 U.S.C. 2000 (c) *et seq.*

²¹ *United States v. Chicago*, Civil No. 73-C-2080 (D. N.D. Ill., November 7, 1974).

²² *Renault Robinson v. Shultz, et al.*, Civil No. 74-248 (D. D.C. Filed February 7, 1974).

²³ *Renault Robinson v. Shultz, et al.*, Civil No. 74-248 (D. D.C. December 18, 1974).

²⁴ U.S. Advisory Commission on Intergovernmental Relations, *General Revenue Sharing: An ACIR Re-evaluation*. Washington, U.S. Govt. Print. Off., 1974, 86-43 p.

basic issues which will face the Congress as it decides the fate of the revenue sharing program:

(1) The renewal issue.—Is the basic rationale underpinning the revenue sharing idea—fiscal imbalance and the desirability of decentralized decision-making—still valid for our federal system?

(2) The appropriations issue.—If the answer to the first question is yes, how are we to strike a balance between the state and local desire for funding certainty and the Federal desire for budgetary flexibility?

(3) The distribution issue.—Should the distribution formula be altered in order to give this program greater fiscal rationality and greater fiscal capacity equalization power?

(4) The discrimination issue.—To what extent should the Office of Revenue Sharing become more aggressively involved in combating discrimination in the state—local sector in view of the prohibition against discrimination on the grounds of race, color, national origin, and sex in the use of revenue sharing dollars?

(5) The Federal control issue.—The present program includes certain elements of Federal direction and accountability—the requirement that local expenditures for operating and maintenance purposes be designated high priority areas and the requirement that recipient governments publish Planned Use and Actual Use reports and file copies with the Secretary of the Treasury. Should these requirements be eliminated in the interest of giving State and local governments full discretion in the use of revenue sharing dollars?

(6) The leverage issue.—Should the Federal revenue sharing program be used as a lever for accelerating reform in certain State and local government policies and practices in the budgetmaking process and more intensive State use of the personal income tax?

The Commission recommended that the Congress should give early and favorable consideration to the extension of the revenue sharing program along the lines of the present program, except that the program should be changed to provide permanent trust fund financing and funding at a constant percentage of the Federal personal income tax base. The Commission also recommended that the present distribution formula should be retained, and that the Office of Revenue Sharing should conclude arrangements with appropriate existing Federal, State, and local government agencies to carry out the civil rights responsibilities under the revenue sharing program.

The second major evaluation, that of the Brookings Institution, was published early in 1975²⁵ and concentrated on the distributional effects, the fiscal effects, and the political effects of revenue sharing. The major policy questions identified in this study are as follows:

Distributional effects.—Should large cities and poor States receive relatively more generous treatment than they do under the current formula? Should a size-cut-off be inserted, to eliminate from eligibility small units of general purpose local government?

Fiscal effects.—Is the proportion of new spending generated by revenue funds acceptable? If not, should other forms of fiscal subvention to State and local governments be substituted for revenue sharing where there is reasonable assurance that the funds involved would result in a higher proportion of new spending by the recipient jurisdictions?

Political effects.—Is the new program churning up the decisionmaking process of recipient State and local governments and providing access to the policymaking process for more groups? Does revenue sharing prop up small and limited-function local jurisdictions, and should it? How has revenue sharing affected the rate of establishment or disestablishment of special districts, the scope of general-purpose units of government, and intergovernmental cooperation?

The Administration's position on revenue sharing extension was indicated in the recommendations of a Treasury-OMB task force report²⁶ to President Ford, which advocated:

²⁵ Nathan, Richard P., Allen D. Manvel and Susannah E. Calkins. *Monitoring Revenue-Sharing*. Washington, The Brookings Institution, 1975, 394 pp.

²⁶ *Revenue Sharing Gaining Backing in Administration*. County News, v. 7, Jan. 6, 1975: 1.

(1) Extension of general revenue sharing with the present allocation formula of one-third to the States and two-thirds to local governments for five and three-quarter years, with a requirement that the program must come up for review two years before expiration so that recipient governments would have long-term planning capabilities.

(2) Continuation of increased funding at \$150 million per year for a total of \$39.85 billion over the five and three-quarters year extension.

(3) Raising the ceiling on the amount local governments may receive, from 145 percent to 175 percent of the statewide average local per capita entitlement, while retaining the present minimum per capita entitlement of 20 percent.

(4) Removing all local priority expenditure categories.

(5) Deleting prohibitions against use of revenue sharing funds, directly or indirectly, for the non-federal matching share of Federal grants.

(6) Modifying anti-discrimination features of the act.

(7) Requiring State and local governments to open their budget processes to public hearings.

(8) Providing greater flexibility of methods of publication of reports on planned and actual use of revenue sharing funds.

The questions and issues raised by the various monitoring bodies will undoubtedly claim a large share of the attention of the 94th Congress. In addition, the impact of recent economic developments has raised new issues to be considered. The economic slump, and its effect on State and local finances, have led to proposals for the development of a counter-cyclical revenue sharing bill.²⁷

This idea, which is not new, would allow the Federal government to provide financial assistance to States and localities whenever national economic conditions depress their revenues. It is virtually certain that this will be an issue with which the 94th Congress will have to deal.

Grant Consolidation

The trend toward consolidation of categorical grants into block grants continued in the 93rd Congress, although for the most part these actions did not go as far as the Administration's various special revenue sharing proposals. On December 28, 1973, the Congress enacted the Comprehensive Employment and Training Act of 1973 (P.L. 93-230) which incorporated some of the primary features of special revenue sharing—i.e., decentralization and decategorization of Federal assistance programs for manpower training. The implementation of this law is described in Chapter I, Title I of the Housing and Community Development Act of 1974 (P.L. 93-383), described in detail in Chapter III, consolidated categorical grants for urban renewal, model cities, neighborhood facilities, open space, water and sewer, and public facility loans into a single community development block grant. The Education Amendments Act of 1974 (P.L. 93-380) included three types of consolidation: (1) administrative consolidation; (2) program consolidation; and (3) consolidation of the Commissioner of Education's discretionary authority:

(1) Administrative consolidation provides for a single State application for the various formula grant programs administered by the States. Coupled with this would be an annually updated program plan for each authorized program area.

(2) Program consolidation calling for mergers in the library and learning resources area and in educational innovation and support programs is scheduled to begin in FY 1976 if certain "triggering" conditions are met.

(3) Discretionary consolidation calls for a new approach to the authorization of those funds that the Commissioner of Education can allocate at his own discre-

²⁷ Peirce, Neal R. Fiscal Crises Illustrate Growing Interdependence. National Journal, v. 7, Feb. 22, 1975: 280-292.

tion, rather than by a fixed formula. The "Special Projects Act," which replaced the old Cooperative Research Act gives the Commissioner broad authority to conduct new and experimental programs within a limit of \$200 million.²⁸

Finally, hearings were held on the Administration's proposed Allied Services Act, which would provide assistance and administrative authorization to States and localities to plan and implement coordinated programs for the delivery of human services, but no further action was taken.²⁹

One of the factors in Congressional reluctance to enact special revenue sharing programs, which would devolve greater authority over program operations to State and local governments, is the fear that this decentralization will make Congressional oversight more difficult. In order to assess the operations of such decentralized programs, the Congress needs access to standardized data measuring specified standards or criteria. According to a GAO report, the Law Enforcement Assistance Administration and the States have failed to establish such standards and criteria for judging the success or failure of Federally-funded law enforcement projects.

The GAO recommended that the Attorney General should direct the LEAA, in cooperation with the States, to designate several projects from each type of LEAA-funded program as demonstration projects and determine information that should be gathered and the type of evaluations that should be made to issue guidelines and provide a system of evaluation for similar projects.³⁰

FEDERAL GRANT ADMINISTRATION

Simplification of Administrative Requirements for Federal Grants

A seven-year effort to integrate or coordinate Federal grant requirements culminated in the enactment of the Joint Funding Simplification Act of 1974 (P.L. 93-510) which is designed to overcome many of the problems that State and local recipients encounter when they try to obtain and administer programs funded by more than one Federal agency. This legislation seeks to enable State and local governments to more effectively and efficiently utilize Federal assistance and to adapt Federal program assistance more readily to their particular needs by providing a basis for:

One comprehensive plan for receiving grants from several Federal agencies through one Federal funding source;

Receiving Federal funds at times which coincide with the grantee's planning and funding cycles;

Simplifying and standardizing administrative requirements;

Simplifying paperwork and record keeping; and

Reporting progress to one Federal agency and replacing separate Federal agency audits with a single audit by only one agency.

Joint funding has already been field tested in 34 pilot projects under the Integrated Grant Administration program which was operated first by the Office of Management and Budget and then by the Gen-

²⁸ Correspondence from the Department of Health, Education, and Welfare, Mar. 10, 1975, pp. 5-6.

²⁹ U.S. Congress. House. Committee on Education and Labor. Hearings on H.R. 12285. 93d Congress, 2d session. May 29 and 30, July 10 and 11, 1974. Washington, U.S. Govt. Print. Off. 1974. 265 p.

³⁰ U.S. General Accounting Office. Difficulties of Assessing Results of Law Enforcement Assistance Administration Projects To Reduce Crime; Report to the Congress by the Comptroller General of the United States. [Washington] 1974. (B-17019, March 1974.)

eral Services Administration. The IGA program allowed for: State or local requests for multi-agency Federal support through a single application to one of the ten Federal Regional Councils; project review and approval by an interagency task force composed of involved Federal and, where applicable, State agencies; and delivery of funds to approved projects by a single lead Federal agency charged with administering the joint program. An assessment of integrated Grant Administration, to be published early in 1975, will address the extent to which this pilot program achieved its goals, and will define lessons learned which must be considered in implementing the Joint Funding Simplification Act if the IGA concept is to be institutionalized as a governmentwide Federal assistance delivery system.³¹

One of the major differences between the IGA program and the Joint Funding Act is that the burden of identifying programs suitable for integrated administration is shifted from the States and localities to the various Federal agencies. As one analysis of the Act noted:

Joint funding clearly is advantageous to the participating States and localities, for it simplifies their tasks. Less clear is the effect of the new procedures on the Federal departments. Some argue that the burdens of administration and coordination placed upon them will be greater, not less. Additional or reassigned manpower clearly will be required for those units directly involved with its implementation.³²

Other Congressional actions which would affect the administration of Federal grants-in-aid included the Bureaucratic Accountability Act of 1974 and the Federal Grant and Cooperative Agreement Act of 1974. Section 401 of the former is designed to provide for a procedure to ensure the enforcement of standards for grants without going to the extreme step of completely terminating the program in a recipient community. Hearings on this legislation were held in the House, but no other action was taken.³³ Both the Senate and the House held hearings on the Federal Grant and Cooperative Agreement Act of 1974³⁴ and the bill was passed by the Senate³⁵ but no further action was taken. The purposes of this proposed legislation are:

(1) To characterize the relationship between the Federal government and contractors and other recipients in the acquisition of property and services and in the furnishing of assistance by the Federal government;

(2) To establish Government-wide criteria for selection of appropriate legal instruments, to achieve uniformity in the use by the executive agencies of such instruments, a clear definition of the relationship they reflect, and a better understanding of the responsibilities of the parties;

(3) To promote increased discipline in the selection and use of contracts, grant agreements, and cooperative agreements and to maximize competition in the award of contracts and encourage competition, where deemed appropriate, in the award of grants and cooperative agreements: and

³¹ Correspondence from the General Services Administration, Mar. 12, 1975.

³² Joint Funding Act Simplifies Federal Assistance Process. ACIR Information Bulletin, No. 74-10, December 1974: p. 4.

³³ U.S. Congress. House. Committee on the Judiciary. Bureaucratic Accountability Act of 1974. Hearings before the Subcommittee on Crime, 93rd Congress, 2nd session. March 27, 1974. Washington, U.S. Govt. Print. Off., 1974.

³⁴ U.S. Congress. Senate. Committee on Government Operations. Federal Grant and Cooperative Agreement Act of 1974. Hearings before the Ad Hoc Subcommittee on Federal Procurement and the Subcommittee on Intergovernmental Relations. 93rd Congress, 2nd session on S. 3514. Jun 25, 27, July 10, 18, 1974. Washington, U.S. Govt. Print. Off., 1974. 265 p. U.S. Congress. House. Committee on Government Operations. Federal Procurement and Grants Relationships. Hearings. 93rd Congress, 2nd session on S. 3514 and H.R. 9060. November 25, 1974. Washington, U.S. Govt. Print. Off., 1974. 48 p.

³⁵ U.S. Congress. Senate. Committee on Government Operations. Federal Grant and Cooperative Agreement Act of 1974; Report on S. 3514. Washington, U.S. Govt. Print. Off., 1974 (93rd Congress, 2nd session. Senate. Report No. 93-1239) 49 p.

(4) To require a study of the relationships between the Federal Government and grantees and other recipients in Federal assistance programs and the feasibility of developing a comprehensive system of guidance for the use of grant and cooperative agreements in carrying out such programs.

In early 1974, a subcommittee of the House Committee on Government Operations held hearings on administrative attempts to simplify and rationalize the grant-in-aid system and to improve the organizational arrangements by which Federal assistance is delivered.³⁶ The hearings dealt with the Federal Regional Councils, Standard Federal Regions, decentralization of authority, Integrated Grant Administration, and other administrative initiatives taken by the Executive Branch to implement the "New Federalism."

Efforts to simplify Federal grant administration continued in 1974. The General Services Administration issued three circulars which establish uniform agency practices for administration (including payment procedures, determination of matching grants, budget revisions, and grant close-out), establishing cost principles, and audit procedures. In late 1974, the Office of Management and Budget began a comprehensive review of agency systems for notifying states on grant awards. The review will cover improved compliance with current reporting requirements and consideration will be given to expanding coverage to all Federal financial assistance programs.³⁷

Standard Federal Regions and Federal Regional Councils

The ten Standard Federal Regions and Federal Regional Councils were established in 1969 as a mechanism for coordinating the field operations of Federal agencies. On April 4, 1974 the Office of Management and Budget issued OMB Circular No. A-105, which formally established ten Standard Federal Administrative Regions, common regional headquarters locations, and specific guidelines for realigning agency field structures.³⁸ This establishes as a formal policy requirement for all domestic agencies the regional arrangements that have been adopted by some over the past five years. The objectives of this standard Federal regional policy were summarized as follows:

(a) Enhance the effectiveness and efficiency of individual Federal departments and agencies in the achievement of their basic missions by increasing the opportunities for coordination with complementary actions by other Federal agencies with related missions.

(b) Provide greater opportunities for securing management improvements and economies among Federal departments and agencies, including establishment of common administrative support and central supporting service facilities.

(c) Create a more consistent basis for establishing and strengthening Federal interagency coordination mechanisms such as Federal Regional Councils.

(d) Provide more responsive Federal support for State and local officials by establishing a more consistent and compatible Federal field structure and increasing opportunities for intergovernmental coordination.

The Office of Management and Budget will monitor standard Federal region policies through review of field organization charts submitted to the General Services Administration for publication in the *Federal Register*, and other selected reviews as required.

³⁶ U.S. Congress, House, Committee on Government Operations, Subcommittee on Intergovernmental Relations, *New Federalism (Organizational and Procedural Arrangements for Federal Grant Administration)*, Hearings, 93rd Congress, 2nd Session, January 29, 30, 31; February 5 and 6, 1974. Washington, U.S. Govt. Print. Off., 1974. 332 p.

³⁷ Correspondence from the Office of Management and Budget, March 3, 1975: 4.

³⁸ 39 Federal Register 14774-14776, April 26, 1974.

Since their inception, the Federal Regional Councils, which are located in the ten headquarters cities of the Standard Federal Regions, have undertaken a variety of projects in three general areas: inter-agency coordination, intergovernmental coordination, and crisis management. An example of interagency coordination is a project carried out by the Kansas City Council, which coordinated a long-term riverfront development project involving two States, six counties, numerous municipalities, and at least six Federal agencies. In an effort to enhance intergovernmental coordination, Council representatives visited States and localities to describe the program impact of the FY 1974 budget and to answer questions about the impact on specific communities. Crisis management has involved the Councils in the coordination of Federal programs to assist local communities adjust to military base closings, and in coordinating the Federal response to natural disasters such as Hurricane Agnes and the flooding of Rapid City, South Dakota.

In 1974, the General Accounting Office assessed the effectiveness of the Federal Regional Councils.³⁹ The GAO review found that while most officials of States and larger units of local government were familiar with the Councils and their purposes, the representatives of smaller units of local government were not aware of the existence or role of the Councils. The General Accounting Office also reported that the experiments of the Councils in coordinating the administration of grant-in-aid programs, while helpful, had reached only a limited number of potential recipients. The Councils' effectiveness was impeded by such factors as: member agencies' lack of, or variations in, decentralized decisionmaking authority; limits on the authority of Council chairmen; division of time and effort by Council members, staffs, and task force members between Council and agency affairs; insufficient participation by non-member Federal agencies in Councils' activities; and absence of formalized standards for planning work and reporting progress. GAO recommended that the Councils should increase efforts to create awareness of the services, technical assistance, and information that Councils can make available to States and local governments. In order to supplement the limited staff resources currently available to the Councils, GAO recommended that the Office of Management and Budget should consider transferring a limited number of OMB representatives from Washington to the Councils. Finally, GAO recommended that the Under Secretaries Group should counteract factors impeding Councils' effectiveness by assuming a more assertive role and by providing direction and firm support to the Councils.

STATE AND LOCAL CAPABILITY

With the advent of general and special revenue sharing programs, which devolve to State and local governments the responsibility for planning and managing many Federally-assisted programs, a great deal of attention has been given to the need for improving the managing and planning capabilities at the State and local level. According to the Office of Management and Budget, the Federal Government spent almost \$600 million in 1974 toward strengthening the

³⁹ U.S. General Accounting Office. *Assessment of Federal Regional Councils; Report to the Congress by the Comptroller General of the United States.* (Washington) 1974. (B-178319, January 31, 1974) 49 p.

program management capability of State and local governments, and a 16% increase in this effort is projected for 1976.⁴⁰ Federal endeavors in this area include planning assistance, personnel improvement programs, and technical assistance.

Planning Assistance

The 93rd Congress considered several options regarding the future of the "701" program, which for twenty years has been a source of funds for States and localities to use to develop the resources necessary to solve problems resulting from population concentration and migration. The Administration submitted a proposal which would have replaced the 701 program with the Responsive Governments Acts (S. 2490 and H.R. 10581). This legislation would have expanded the number of eligible activities, placing greater emphasis on supporting management and public administration activities. Other specific differences between the existing program and the Administration's proposal included elimination of matching requirements, deletion of specific attention to planning in areas where development has significance for national growth and urban development objectives, and provision of open-ended appropriations authorizations. A second proposal to modify the 701 program, S. 854, stressed the need to strengthen planning on a metropolitan areawide basis. The bill would have provided grants to general purpose units of local government rather than to planning agencies, earmarked a certain percentage of funds for areawide agencies, increased the Federal share of funding, and expanded the eligible activities to include any management activities necessary to implement comprehensive planning. The Congress chose not to adopt either of these proposals. Instead, through Title IV of the Housing and Community Development Act of 1974 (P.L. 93-383) the Congress amended the 701 program in a number of significant ways.

One new 701 provision is a requirement that each recipient develop a land use element and a housing element by August 1977 as part of their comprehensive plan. After that date, HUD will be prohibited from making grants to 701 applicants unless these two plans have been completed. The housing element is to specify broad goals and annual objectives (in measurable terms wherever possible), programs designed to accomplish these objectives, and procedures for evaluating programs and activities. All recipients are required to:

(1) Take into account all available evidence of the assumptions and statistical bases upon which the projection of zoning, community facilities and population growth is based.

(2) Provide for the elimination of the effects of discrimination in housing and provide safeguards for the future.

(3) Take into account the need to preserve existing housing and neighborhoods.⁴¹

The intent of the required land use element, as stated in the regulations is "to enable States, units of general local government and areawide planning organizations to integrate all existing land use policies and functional planning activities impacting land use and, when

⁴⁰ U.S. Executive Office of the President. Office of Management and Budget. Special Analysis: Budget of the United States Government, Fiscal Year 1976. (Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off.) 1975. p. 239.

⁴¹ 39 Federal Register 43383, December 12, 1974.

determined necessary by the recipient, to address additional elements considered important to its total land use planning effort."⁴² In selecting its priorities for action, each recipient is to consider:

- (1) Identification of existing uses of land and land resources;
- (2) Projections of land use needs and land resource development;
- (3) Identification of public facilities, utilities, open space needs, transportation needs and other services required to support projected uses of land;
- (4) The impact of the recipient's proposed policies (including tax policies) on air and water quality, coastal zone management, waste disposal, areas of critical concern, natural resources including productive soils, availability of land and need for conserving land, the conservation of energy, and disaster mitigation activities;
- (5) Distribution of growth including possible locations for new communities, large scale projects and key facilities; and
- (6) The conservation of energy through land use strategies designed to reduce energy consumption and the development of policies designed to facilitate the recovery of energy resources in a manner compatible with environmental protection and future reuse of lands.⁴³

Other new elements of the Act are greater stress on using 701 funds for management activities that aid in developing the capacity to implement 701 plans or other plans; requirements for encouraging citizen participation at significant points in the planning process; the inclusion of urban counties as eligible direct recipients; and a uniform matching provision of two-thirds for all grants. The regulations implementing the revised statute place emphasis on the following:

A reflection of the need for 701 recipients to pay increasing attention to energy conservation, improvement in government productivity, and strengthening the role of elected chief executives.

To assure better linkages in the planning process between the various levels of government, a consultation process is required whereby the State, through the use of an advisory group, must consult with areawide organizations, counties and municipalities prior to its developing statewide policies for planning activities in such areas as land use and housing.

Applicants eligible to apply directly to HUD for 701 assistance (metropolitan clearinghouses, COG's, cities over 50,000 population, and urban counties) can voluntarily agree to have the State administer the 701 program on their behalf.⁴⁴

The problem of coordinating and linking the various Federally-funded programs so as to reduce overlapping and enhance the productivity of limited funds received attention by both the Legislative and the Executive branch. Section 401(d) of P.L. 93-383, for example, authorizes the joint use of 701 funds with other Federal assistance funds, subject to regulations prescribed by the President. Several projects, financed by 701 funds, were undertaken to increase the capability of States to coordinate and/or to integrate comprehensive and functional planning programs and to improve the linkages between State, areawide and local planning systems. Joint State-HUD monitoring teams were established to identify needed improvement and to evaluate progress in achieving objectives.⁴⁵ In mid-1974, OMB chaired an interagency effort to improve the delivery of planning assistance to State, areawide, and local governments. Based on the problems identified by planning grants recipients, a Planning Directors Group, comprised of senior Federal officials from ten agencies was established to work on non-statutory remedies. The most active area was adjusting

⁴² *Ibid.*

⁴³ *Ibid.*

⁴⁴ Correspondence from the Department of Housing and Urban Development, March 4, 1974: 17.

⁴⁵ *Ibid.* 18.

interagency relationships with new planning programs, such as waste treatment management (Section 208), Coastal Zone management and the amended 701 comprehensive planning program. Late in the year, suggested revisions to the Federal policy for management of planning assistance were developed. The issue was still under consideration in early 1975.⁴⁶

The ability of States and localities to incorporate comprehensive planning mechanisms into their operations is especially important since the advent of general and special revenue sharing programs, which place greater responsibility for distributing and managing Federal funds on these governments. The Subcommittee on the Planning Process and Urban Development of the Advisory Committee to the Department of Housing and Urban Development, with this in mind, studied existing Federal efforts to improve local planning capabilities, and made recommendations for improvements. The Subcommittee identified certain inconsistencies between ends, means, and points of view that have seriously compromised the effectiveness of the existing comprehensive planning process:

- (1) Locally perceived needs and priorities may not be congruent with nationally defined goals;
- (2) Verbal assignments of priority are not matched by commitment of funds, personnel, and other resources;
- (3) The extent of a given problem may be greater or smaller than the jurisdiction of the relevant governmental entity;
- (4) The emphasis of those charged with formal planning does not adequately encompass the full social, economic, and political dimensions of the problem;
- (5) The planning process is not effectively integrated with the political stages of decision and implementation; and
- (6) Tools and data for social and other measurement are not sophisticated enough for predicting the achievements of programs designed to serve congressional and agency goals for rigorously assessing programs after they have been put into practice.⁴⁷

After reviewing past efforts at improving local planning and management capability, and attempting to anticipate problems that will result from the emphasis on revenue sharing, the Subcommittee made recommendations for improvement in eight policy areas which are summarized below:⁴⁸

(1) *Enhancing and Seeding Local Planning and Management Capability*: The Subcommittee recommended a well-financed and continuing program to enhance the planning and management capacity of State and local governments and metropolitan agencies, coupled with adequate evaluation of management planning, and implementation. Funding should go directly to local governments, and not to the States for disposition to the localities. HUD should undertake a research and demonstration program that will seek to end the present isolation of technical planning and institutional implementation.

(2) *Development of a Mayoral Negotiations Process*: Special revenue sharing legislation should include a requirement that local allocation of funds must be subject to a negotiation process involving the mayor, or local chief executive and a fair representation of all significantly affected groups. Federal assistance should be provided to these groups for staff, and the groups should have full access to data relevant to the city's decision-making process.

(3) *National Goals and Priorities*: Residual categorical programs should be continued, but with far greater clarity in stating objectives, with performance-

⁴⁶ Correspondence from the Executive Office of the President, Office of Management and Budget, March 3, 1975: 4.

⁴⁷ U.S. Advisory Committee to the Department of Housing and Urban Development. Subcommittee on the Planning Process. Revenue Sharing and the Planning Process: Shifting the Focus of Responsibility for Domestic Problem Solving. Washington, National Academy of Sciences/National Academy of Engineering, 1974: 2.

⁴⁸ *Ibid.* 69-87.

criteria and program evaluation more directly related to those objectives. If there continues to be a national goal of eliminating and/or ameliorating the conditions of poverty and urban blight, HUD, in developing legislative proposals should restate and reaffirm the goals of the Housing Act of 1968 and the Model Cities legislation so that they are evident in the community development revenue-sharing legislation. (A majority of the subcommittee urged that a major portion of the revenue sharing funds—perhaps as much as 75%—should be earmarked for this purpose).

(4) *Metropolitanization*: Metropolitan organizations should be eligible for some portion of the general and special revenue sharing funds for the area they serve. HUD should develop an incentives program to encourage intergovernmental cooperation through the establishment of interjurisdictional accords—essentially negotiated agreements within metropolitan areas. HUD might also develop a Model Metropolitan Area program on a selective demonstration basis for the purpose of encouraging the development of new approaches to cooperation and coordination, program design, planning, and development of new approaches at the metropolitan level.

(5) *HUD's Ability To Respond to Localities*: HUD should extend a modified version of the Annual Arrangements process over residual categorical grant programs to all cities. There should be a complete reevaluation of HUD's regional and area offices in light of revenue sharing, including: a strengthened capability for decentralization; improved procedures for governing the relationship of HUD-regional and HUD-area staffs and local governments; a learning program through which HUD-central may attempt to diffuse among the regional and area offices and the localities the learning achieved by those most effective in building local planning and management capacity.

(6) *Public Learning*: Congress should set aside approximately 1 to 2 percent of special revenue sharing appropriations for monitoring and evaluation of the program in terms of the criteria and priorities set out in the legislation.

(7) *Special Revenue Sharing Impact Statement*: HUD should work toward a requirement for local communities to develop a statement concerning the socio-economic impact of proposed expenditure of community development grant monies.

(8) *Research*: Major new research projects should be undertaken in the following areas: the most effective strategy for "seeding" planning and management capabilities where they do not now exist; metropolitanization; social indicators; the replication of successful planning and management capabilities and processes in other communities.

Intergovernmental Personnel Activities

The quality and training of the State and local work force becomes more and more important to the Nation, as these employees assume greater responsibilities for implementing Federal programs, for coping with problems created by the energy and economic crises, and for developing policies and programs to meet the new demands for quality in life, whether in urban or rural areas. Several actions taken at the Federal level in 1974 will affect this State and local work force in various ways.

Despite the universally acknowledged need for high quality of performance of manpower at the State and local levels, a 1974 evaluation by the Advisory Council on Intergovernmental Personnel Policy found that the majority of these governments have not acted with sufficient authority, resources or energy to meet their manpower problems. The Council found that:

Only a small minority of the States have created adequate organizations for manpower planning and development. Few States have enacted training legislation and in the great majority of them the funding of manpower programs has been inadequate. The result has been that most jurisdictions to date have been able to train or retrain only a fraction of their work forces with both their resources and Federal aid. Thus it appears that while State and local employees will continue to increase in number and will have heavier responsibilities, the qualifications of

many will be questionable and their output less than possible unless the State and local governments, with the assistance of the Federal Government, greatly expand their efforts in manpower development.⁴⁹

The Council urged that State and local governments, using their own resources and available Federal resources, should act to meet three general problems: organization for work force development, development of resources for pre-entry education and training, and development of resources for in-service training.

The Intergovernmental Personnel Act, which was intended by the Congress to help alleviate the manpower problems of State and local governments, will probably receive some evaluation and attention in the 94th Congress. The Council on Intergovernmental Personnel Policy has called this Act "the most important Federal legislation on this subject", and says that it "has stimulated unprecedented attention to work force development in the State and local Governments" particularly with regard to strengthening planning and training programs.

In the interim from the enactment of the program in 1970 to the end of FY 1974, over \$36 million had been awarded in about 650 grants to State and local chief executives to strengthen personnel management or to train and develop employees. Including matching contributions, this amounted to an overall improvement effort of about \$50 million. Local units of government had received 62 percent of the benefits of these programs, with about 60 percent going for personnel management improvement projects and the remaining 40 percent for training. Over 2,000 personnel mobility assignments have been made since the program started in May 1971, with participation from 50 States, 238 units of local government, 188 colleges and universities and 33 Federal departments and agencies.⁵⁰ In addition to authorizing grants for personnel improvement and the mobility program, the Intergovernmental Personnel Act also authorized a technical assistance program.

An evaluation released in August 1974 reported that since the inception of this program, the Civil Service Commission had participated in 125 reimbursable personnel management technical assistance projects and a large number of additional non-reimbursable ones.⁵¹

The major issues before the 94th Congress with regard to the Intergovernmental Personnel Act include the formula for the grant program and the Government Service Fellowship Program authorized by the Act. The Act provided for a 75% Federal share of the costs of the grant program until July 1, 1975 at which time the Federal share would be reduced to 50%. Legislation currently before the Congress would extend the 75% ratio for three more fiscal years (S. 957). The same legislation would provide that the Federal government would pay 75% of the salary of the recipient of a Government Service Fellowship, instead of 25% as the law currently permits. This is expected to increase participation in the program by relieving some of the financial burden on the State and local governments whose employees would like to take part.

⁴⁹ U.S. Advisory Council in Intergovernmental Personnel Policy. *More Effective Public Service: The Supplementary Report to the President and the Congress.* (Washington) 1974: 39-40.

⁵⁰ Correspondence from U.S. Civil Service Commission, Bureau of Intergovernmental Personnel Programs, February 26, 1975.

⁵¹ Zuercher, Frederick W. *A National Impact Study of the U.S. Civil Service Commission's Personnel Management Technical Assistance Program to State and Local Governments based on the work of Outside Regional Evaluators.* C.S.C. Operations Memo. No. 150-424, October 15, 1974. Washington, U.S. Civil Service Commission, 1974. 33 p.

A little-noticed action taken by the Congress in 1974 may have far-reaching effects on the personnel systems and the finances of State and local governments. The Employee Retirement Income Security Act of 1974 (P.L. 93-406), while it relates primarily to private retirement systems, also contains provisions which may ultimately affect public retirement systems. The Act requires that a Congressional study of public employee retirement systems be completed by December 31, 1976.

It is possible that in response to the findings of such a study, the Congress will require substantial changes in the benefits, participation, vesting, funding, and fiduciary provisions of public employee retirement systems. According to the Advisory Commission on Intergovernmental Relations:

The application of the provisions of the Employee Retirement Income Security Act to public systems will affect some plans very little while for others the effect may be very costly, at least in the short run. At present, employer contributions to public employee retirement systems average around eight percent of payroll expense. Should Congress extend P.L. 93-406 to public plans, this percentage can be expected to rise dramatically. In the long run, however, these increased costs may be partially or wholly offset by future earnings from invested assets. In addition, full funding may instill greater discipline with respect to the granting of increased benefits.⁵²

State and local employees and employers are the subject of legislation (H.R. 77 and H.R. 1488) which would extend collective bargaining rights to workers in the public sector similar to those provided to workers in the private sector. This legislation, if enacted, conceivably could affect not only salaries and working conditions for State and local employees, but also the type and quality of State and local services.⁵³

Capacity Building Programs

During 1974, several Executive agencies undertook various programs explicitly designed to improve the capacity of State and local governments to perform the various responsibilities that will be devolved to them as a result of general and special revenue sharing. The Department of Health, Education, and Welfare instituted a program to assist State and local general purpose government to improve their capacities to plan, manage, and evaluate human service programs.

An Office of Intergovernmental Systems was established in the Office of the Assistant Secretary for Planning and Evaluation. This office has developed a Department-wide strategy that involved completing a thorough analysis of present HEW regulations and administrative procedures, with the goal of assessing what changes could be made to allow State and local governments additional flexibility in utilizing HEW financial assistance; the development and dissemination of information and technology; increased technical assistance to general purpose governments; and the awarding of a series of special demonstration Partnership grants designed to analyze the roles of general purpose government in the human resources area.⁵⁴

⁵² The Employee Retirement Security Act of 1974 and Its Implications for State and Local Governments, ACIR Information Bulletin, No. 74-11, December 1974: 6.

⁵³ Slinger, James W. Public Employees Expected To Win Bargaining Rights. National Journal, v. 6, November 23, 1974: 1749-1759.

⁵⁴ Correspondence from the Department of Health, Education and Welfare, March 10, 1975: 9-10.

In late 1974, the Department of Housing and Urban Development developed a capacity-building research demonstration program designed to test and demonstrate ways of helping local government policymakers increase their ability to deal with overall management and policy issues. The immediate purpose of this program is to develop and test a number of ideas that State and local governmental officials have proposed for capacity building. As individual tools and techniques prove effective in their pilot sites, HUD will work to make them available to other governments. HUD plans to use an independent contractor to assess the potential usefulness of these products and to prepare information which will facilitate their use by other interested State and local officials. The program is being managed jointly by HUD's Office of Policy Development and Research and the Office of Community Planning and Development.

The Department of Housing and Urban Development is sponsoring several other projects designed to help strengthen local governments by developing useful management tools for local officials. One project, designed to improve property tax assessment practices, is being carried out by the International Association of Assessing Officers, which will document the performance and cost of different assessment techniques; develop recommendations for improving assessment administration; and provide recommendations for improved monitoring of assessment performance. Another project involves a research grant to the American Bar Association for a major examination of the legal and administrative procedures involved in urban growth and land-use management as they affect housing and balanced community development. The ABA will evaluate the effectiveness of current land-use tools in promoting sound community development and urban growth; formulate standards to assist State and local legislators and officials in the reform and development of land-use guidance tools; and devise alternative methods by which the judiciary can fashion remedies for dealing with land-use and urban growth problems. A third project involves a national competition to select four major localities whose strategies for improving local government efficiency and productivity can serve as models for the nation. The competition will focus on improving productivity in two municipal service areas: maintenance of parks and recreation facilities and streets and highways.

Technical Assistance

Technical assistance to States and localities is the subject of a major review and assessment, directed by the Office of Management and Budget. The object of the review is to provide an informational basis for the development of a coordinated Federal technical assistance strategy to improve the management capability of executive officials of State and local government. Major steps in the development of this strategy are: determining the amount, type and objectives of technical assistance activities currently being provided by the Federal agencies to State and local governments; assessing the impact of present efforts, assessing the need of State and local governments for such assistance; and identifying the most appropriate means for meeting those needs.⁵⁵ The project is being directed by the Evaluation and Program Implementation Division of OMB.

⁵⁵ U.S. Executive Office of the President, Office of Management and Budget, Special Analysis of Federal Technical Assistance Provided to State and Local Governments, Bulletin No. 75-5, September 5, 1974.

MODERNIZATION OF STATE GOVERNMENT

In recent years, the key role of the State in developing and implementing balanced growth policies has received increasing attention. The President's Report on National Growth and Development identified the following powers which the States may use in influencing growth:

A State may strengthen or otherwise modify local powers to deal with the problems of growth and development.

A State establishes its own taxing powers and those of its constituent jurisdictions. Tax policy can be a powerful incentive or disincentive to growth and development.

A State has jurisdiction over the use of land within its boundaries and may delegate to or withdraw from local jurisdictions any powers over land use deemed appropriate by the people and legislature of the State.

A State has power to regulate and establish standards over a wide array of activities including those affecting the environment, health, education and other aspects of the quality of life.

A State is an investor and through its own direct funding powers may take an active hand in shaping growth and development patterns and setting quality levels for services within its boundaries.

A State is a landowner and through acquisition, or more indirect devices, may forestall development in certain fragile scenic, historic, or otherwise publicly important areas.

A State is an adjudicator and through its courts, regulatory commissions, review boards and other bodies can mediate decisions on patterns of its growth and development.

A State has extensive responsibilities for achievement of numerous national goals and Federal requirements, through management of Federal funds and the exercise of regulations dealing with clean air and water highway development, health, education, welfare, housing, law enforcement and other aspects of growth within the State geographic area.⁵⁶

In the past, many of these powers have lain dormant as the States were unwilling or unable to use them to guide or plan for growth or lack of growth. In recent years, however, the forces created by new demands for improved quality of life and new concern over the intertwining impacts of the environmental crisis, the energy crisis, and the economic crisis have forced many States to reorganize their governmental institutions and to create new policymaking institutions in order to better understand and manage the problems associated with growth.

State Futures Commissions

One technique which is gaining increasing popularity in the States is the establishment of a commission on the future of the State, in which public officials and private citizens look at the current state of the State, project the possible futures for the State, and recommend policies designed to forestall undesirable development patterns and encourage the retention or creation of a desirable quality of life for the citizens of the State. Two such commissions were established in 1974, one in Delaware and one in Maine. The Delaware Tomorrow Commission, established by executive order,⁵⁷ was directed to formulate a comprehensive State development policy after considering the interests and recommendations of representatives of government, business, industry, labor, environmental groups, and the people of Delaware. The Maine legislature created a 40-member Commission on Maine's Future⁵⁸ with a mandate to describe "the future of the

⁵⁶ U.S. President, 1974—(Ford). Report on National Growth, p. 31.

⁵⁷ Delaware. Office of the Governor. Executive Order No. 48, June 19, 1974.

⁵⁸ Maine, Chapter 769, Laws of Maine 1974.

State as envisioned by Maine's people" and to propose a growth and development policy for the State.

In January 1974, Governor Evans of Washington inaugurated the "Alternatives for Washington" project, which is designed to enable the citizens of the State to let State officials know their desires as to what the State will look like; what services will be provided; and what controls they will accept in order to enhance the "quality of life" in the years to come. An evaluation of this undertaking concluded that:

The process is the important thing. For it is largely unprecedented for American governments to look beyond the next election, or beyond the expiration of the next program. And its being unprecedented correlates with its being difficult. The point is not that the Alternatives for Washington participants did not do better than their elected representatives would have done but that they did almost as well; those to whom we entrust public responsibilities will face challenges which must be as intimidating to them as to citizens generally.⁵⁹

Also in 1974, the Southern Growth Policies Board which includes representatives from fifteen Southern States created a Commission on the Future of the South and directed it to develop a statement of regional objectives, containing growth management recommendations for the member States. In November 1974, the Commission released its report to the Governors and legislators of the region.⁶⁰ The primary conclusion of the report was that a policy of "no growth" is neither feasible nor desirable for the South, and that the purpose of Southern growth policies should be to influence the distribution of growth. Such a strategy would require that:

- (1) Sub-state districts be established to assist in multicounty planning and development of growth around a regional urban growth center;
- (2) Transportation and energy networks be consciously structured to encourage such growth;
- (3) Networks of public services be developed, uniting town and countryside in a common fabric of services and economic activity;
- (4) The States assume a large share of the financial responsibility for educational and health services and thus equalize throughout the State the financial capability of local areas to provide quality education and health;
- (5) Land use be controlled to prevent indiscriminate growth in areas where it is not desired for environmental or other reasons;
- (6) Public finances be structured to enable local governments to implement such plans.

The Commission makes a number of recommendations for actions necessary to implement this strategy, with particular attention given to the location of growth, general governmental responsibilities, sub-State districts, and taxation.

Since the idea of State futures commission is fairly new, it is too early to evaluate their impact on decisions affecting the future growth and development of the State. One observer of these commissions has identified eight criteria which are necessary to the effective functioning of these organizations:⁶¹

- (1) A multidimensional approach to both substantive and institutional/fiscal issues of growth and development;
- (2) Representation from a wide spectrum of society, including all geographical areas, government bodies, age groups, ethnic groups and economic levels, in order to legitimize findings and assure recognition of political realities;
- (3) Strong political support from the chief executive and/or the legislative leadership;

⁵⁹ Borque, Philip J., *et al.* Alternatives for Washington: An Appraisal. Washington Public Policy Notes, v. 3, January 1975: 6 p.

⁶⁰ Commission on the Future of the South. The Future of the South. Research Triangle Park, North Carolina, Southern Growth Policies Board, 1974. 112 p.

⁶¹ Baker, David E. State Futures Commissions: Planning for the Quality of Life. Washington, The Population Institute, 1974, p. 3-7.

A mechanism for reaching policy makers with action recommendations and continuing inputs to the decision-making process;

(5) Development of an effective two-way communications system with the public on futures issues for inputs on State goals and education on the problems of achieving them;

(6) Duration of an least two years to permit time for completion of significant research and for work with government on policy recommendations;

(7) A funding commitment by State government to cover per diem and travel, hiring of full and part-time staff and use of consultants for special studies and surveys; and

(8) Access to highly qualified staff in the planning agencies, other departments and universities, and full cooperation by all government departments on information requests.

Reorganization of State Government

The States are also developing within their governments procedures and mechanisms which at least form the beginning of a growth policy mechanism. For example, the Connecticut Plan of Conservation and Development, authorized in September 1974 by Executive Order No. 28, established a consistent set of official policies for the executive branch of State government in matters pertaining to land and water resources, conservation, and development. The Plan is designed to:

Recommend common policies by which State government can make decisions concerned with environmental quality and urban development;

Provide a framework or guide for decision-making relating to the location of transportation, housing, industry, open space and State facilities; and

Present written documentation of recommended policies and locational guide-maps which define land and water policy categories relating to conservation and development.

On the legislative side, the Florida legislature became a national pacesetter when it adopted, in May 1974, a 10-page growth policy resolution.⁶² This concurrent resolution, although it lacks the effect of law, does provide guidelines for legislative action affecting growth. The growth policy declares that it is not the State's policy to stimulate further growth generally, but to plan for and distribute such growth as may develop, that comprehensive land use planning is to be encouraged, and that coordination of State government is to be sought to maintain a high quality of life.

Once a State has adopted a coherent growth policy, it can only be implemented if the State is organized in such a way that the policies and programs of the various agencies can be coordinated and tailored to fit the policy. The chances for success have been enhanced by State actions taken since the 1960's to:

(1) Strengthen the office of the governor by lengthening his term, permitting him to succeed himself, and giving him reorganization authority as well as central planning and budget powers;

(2) Streamline the executive branch as a whole by shortening the ballot, overhauling the departments and agencies to eliminate overlapping and administrative anarchy, and producing clearer lines of authority;

(3) Update the legislature by providing for longer and annual sessions, adequate year-round staff, better pay and continuity of authority.⁶³

The trend toward executive reorganization, in which 18 States have undertaken comprehensive action in the past ten years, continued in 1974. Generally, the motivation for the reorganizations has been to improve governmental efficiency and effectiveness by clarifying lines of authority, improving the span of control by reducing the number of

⁶² Florida, HCR 2800, Laws of 1974. For further detail, see Sessums, Terrell, *Legislating a Growth Policy: A Florida Approach*, State Government, v. XLVII, Spring 1974: 82-86.

⁶³ The National Governors' Conference, *The State of the States in 1974: Responsive Government for the Seventies*, Washington, 1974, pp. 19-24.

units reporting directly to the Governor, and grouping units along functional lines for which unified policies could be drawn up.⁶⁴ The Idaho Legislature enacted legislation to implement a 1972 constitutional amendment calling for the reorganization of the executive branch.⁶⁵ More than 260 State agencies and boards were consolidated into 19 executive agencies, and an Executive Office of the Governor was created. In Missouri, the Legislature authorized a reorganization into 14 departments; utilizing a "Little Hoover" Commission plan.⁶⁶ Louisiana voters adopted a new constitution in April 1974, which mandated government reorganization into no more than 20 major departments by 1977; the 1974 Legislature established ten of these departments. The Kentucky Legislature approved the reorganization of Kentucky's State government, which had been implemented by the Governor in 1973.⁶⁷ The executive agencies are divided into seven major program cabinets: the Executive Departments for Finance and Administration, Natural Resources and Environmental Protection, Transportation, Justice, Human Resources, the Cabinet for Education and the Arts, and the Cabinet for Public Protection and Regulation.

The Colorado Legislature established a new Office of State Planning and Budgeting as one of the principal departments of State government.⁶⁸

The Division of State Planning will be responsible for coordinating, stimulating, assisting, and reviewing the planning efforts of all State agencies. The Division of the Budget will annually evaluate the programs and budgets of State agencies, propose a State financial plan and submit budget recommendations to the legislature, coordinate State capital construction, and determine the fiscal impact of pending legislation on local governments. The thrust of this organizational plan is to give the State government the capability for long-range planning and forecasting, anticipation of problems before they develop into crises, and the ability to coordinate State programs and activities as they impact on the growth and development of the State.

The trend toward annual sessions of the State legislature was set back in 1974, as the voters of Montana chose to revert to biennial sessions, and a proposal for annual sessions lost in New Hampshire. Nevertheless, thirty-three States now formally provide for annual sessions, and almost every State legislature can now convene in regular, special or "adjourned" session. The latter is a procedural device whereby the regular session is not adjourned *sine-die*, thus permitting the legislature to meet throughout the biennium.⁶⁹ Legislative modernization, including lengthening odd-year sessions to 60 days and abolition of the fiscal session limiting action to budgetary matters was accomplished by the new Louisiana constitution. Voters approved a reduction in the size of the House in Massachusetts, an organizational legislative session in New Hampshire, an increase in session length to 90 days in Kansas, and authorization for the legislature to call itself into special session in Iowa.

⁶⁴ Ehrlich, Joan E. State Executive Branch Reorganization. News Letter (Institute of Government, University of Virginia), v. 51, March 1975.

⁶⁵ Idaho, Ch. 34, Session Laws 1974.

⁶⁶ Missouri, Act 3, First Extraordinary Session, Laws of 1974.

⁶⁷ Kentucky, S.B. 112, Laws of 1974.

⁶⁸ Colorado, S.B. 22, Laws of 1974.

⁶⁹ National Governors' Conference. The State of the States, p. 21.

Three constitutional conventions were in session in 1974, in Louisiana, Texas, and New Hampshire. Louisiana voters ratified the new constitution on April 20, 1974, with a statewide vote of 57.9 percent for to 42.1 percent against. Provisions of the new constitution are described in other sections of this chapter.⁷⁰ The Texas Legislature, meeting as a constitutional convention, failed to agree on a new constitution and submitted no proposal to the electorate. Of the 27 amendments proposed by the New Hampshire convention, 5 were submitted to the voters, and 2 were approved. For the first time in more than a quarter of a century no State held a popular referendum at the 1974 general election on the question of calling a constitutional convention, thus reflecting diminished official attention to general constitutional revision by this method. Constitutional amendments were proposed in 43 States, with a total of 294 amendments of which 222, or 75.5 percent were adopted.⁷¹

Local Government Modernization

Pressures for improving the quality of rural and urban life by guiding and controlling growth are felt most strongly at the local government level, and it is at this level that many policies are set that advertently or inadvertently affect growth patterns. The ability to manage growth wisely at the local level depends, among other things on the powers that are granted to local governments by the State government. The relevant powers were summarized in the President's *Report on National Growth and Development* as:

States can continue to strengthen local general purpose governments to guide growth and development by such actions as deemed appropriate to each State. These could include, for example: provision of planning assistance and services to communities; State revenue sharing or block grant programs; delineation of sub-state growth goals; enabling of community planning and development powers appropriate to the size of the community and the geographic scale of growth problems; and modernization of zoning, subdivision controls, and other regulatory powers.⁷²

Many local governments, using the powers already available to them, have adopted comprehensive controls over the volume, timing, and character of urban growth. This trend is likely to be reinforced by the findings of recent studies which seek to provide local officials with information regarding the various economic, environmental, natural resource, and social costs of various types of growth and development. The basic conclusion of *The Costs of Sprawl* is that "for a fixed number of households, 'sprawl' is the most expensive form of residential development in terms of economic costs, environmental costs, natural resource consumption, and many types of personal costs. This cost difference is particularly significant for that proportion of total costs which is likely to be borne by local governments. In terms of alternative development patterns for a given site, the study indicates that better planning will reduce all types of costs and their incidence on government but that increasing density will increase some

⁷⁰ For background, see Morgan, Cecil. A New Constitution for Louisiana. *National Civic Review*, v. 63, July 1974: 343-356.

⁷¹ Sturm, Albert M. State Constitutional Developments During 1974. *National Civic Review*, v. 64, January 1975: 21-32.

⁷² U.S. President, 1974-(Ford). *Report on National Growth*, p. 44.

of these costs, though not nearly in proportion to the increased number of households who can live on the site with increased density."⁷³ Another report, *Housing & Suburbs*, found that:

Municipal expenditures are not substantially affected by the type of housing being constructed in the community; rather, they are affected by municipal size and growth rate, far more than anything else.

Almost all multifamily housing types (garden apartments, townhouses, high-rise apartments) studied generated more revenues than costs to the municipality and school district in which they were located.⁷⁴

The authors of this report urged that a system of subsidies and incentives be established in order to rationalize the means by which infrastructure and services are provided to developing areas, while eliminating the fiscal effects of development as a central issue in decision-making and that the means by which the public regulates land use be redesigned to reflect affirmative controls over both the nature and the pace of growth in the public interest.

The form, organization, and powers of local governmental units are an important factor in determining their ability to cope with the problems of growth. In late 1973, city and county administrative officials in North Carolina were confronted with the problem of designing an ideal system of local government to meet the current needs of the State. Interestingly, not one of the participants proposed creating the 100 counties, 435 cities and towns, and 256 special districts, commissions, and authorities that now comprise the local government structure in North Carolina.⁷⁵ While no State went so far as to wipe the slate completely clean and start all over again, modernization of local government did receive much attention in 1974.

County government has been the target of numerous modernization efforts over the past few years. Counties are usually modernized by State constitutional changes and by general legislation providing for charter adoption or for optional forms of government. These modifications usually grant legislative power to the county governing body except where limited by State constitution, the general law of the State or the county charter. Provision is usually made for change in the structure so that one official emerges as chief executive or chief administrative officer and one legislative body emerges with policy-making powers but no administrative responsibilities.

Approximately 100 million people now live within a county that has revised its form of government. Thirty-two States currently allow counties to use the council-manager or elected-executive plan as well as the commission form. Eleven States have adopted this change in the past two years. At present, 67 million people live in counties functioning under the administrative form of government, while 30 million people live in counties governed by an elected executive. Sixty-six counties currently have a charter, and 22 counties have developed formal consolidations with cities.⁷⁶

In addition to modernizing the structure of county government, States have also acted in recent years to expand the powers available

⁷³ Real Estate Research Corporation. *The Costs of Sprawl: Environmental and Economic Costs of Alternative Residential Development Patterns at the Urban Fringe*. (Washington, For Sale by the Supt. of Doc., U.S. Govt. Print. Off.) 1974, p. 7.

⁷⁴ New Jersey. County and Municipal Government Study Commission. *Housing and Suburbs: Fiscal and Social Impact of Multifamily Development*. Trenton, 1974, p. 1.

⁷⁵ Wicker, Warren J. *North Carolina's Local Government of the Future? Popular Government*. v. 40, Summer 1974: 25-27.

⁷⁶ Cloud, Tom. *Local Determination*. *County News*, v. 7, February 24, 1975: 14.

to counties and municipalities. Many of these expanded powers relate to procedures for guiding growth, and others deal with the ability to provide services in areas which are experiencing growth.

Home rule provisions for local governments in Louisiana were greatly strengthened by the adoption of the new Constitution. Home rule charter governments are now permitted to do anything of a local nature not prohibited by the constitution or by law. Procedures for joint home rule charters for two or more local governments within one parish were authorized, and parishes and municipalities were authorized to assume any special district within their boundaries, other than a school district, if the voters approve. All parishes were granted zoning powers which had previously been available to all municipalities and certain parishes. Two provisions of the constitution which may hamper solutions to urban problems are the exemption of various parish officials (school board, sheriff, assessor, district attorney, clerk of court and coroner) from being affected by a home rule charter and the denial of authority for parish home rule charters to prohibit further municipal incorporation. Voters in Arkansas approved a constitutional amendment to extend residual home rule powers to counties. The county judge will serve as an elected executive with general administrative duties and veto powers over the actions of the quorum court, and the quorum court has the power to consolidate county offices with voter approval. Proposition 2, approved by California votes, permits cities and counties to amend their charters without having to get legislative approval.

The Kansas legislature granted counties statutory power of home rule over local affairs and government, but exempted eight areas from home rule: acts of the legislature uniformly applicable to all counties, boundaries, courts, limits of indebtedness, the power of cities under constitutional home rule, social welfare, general elections and election of county officers, and county sales tax.⁷⁷ A new Kentucky law (HB 800) permits urban county governments to exercise county home rule statutory powers.

Mississippi legislation authorized the employment of an administrative specialist to manage the day-to-day operation of county government, spelling out nineteen duties and responsibilities for the administrator ranging from budgetary and inventory responsibilities to recreation, airports, grants, and insurance. The County Administration and Optional County Charter Act in Florida provides for professional management in counties that need it and authorizes a simplified method of adopting a charter for those counties for which the traditional commission form of government is no longer adequate.⁷⁸ Legislation in Georgia and West Virginia authorizes county governing boards to employ a county manager/administrator.⁷⁹

Efforts to strengthen local units and to prevent fragmentation of governmental authority continued in 1974. The County Powers Act⁸⁰ in Florida increased the ability of counties to provide municipal services in rapidly growing areas without imposing a dual tax on city dwellers, by establishing subordinate service areas in unincorporated areas. The Florida Legislature also enacted a Formation of Local Govern-

⁷⁷ Kansas, S.B. 175, Laws of 1974.

⁷⁸ Florida, Ch. 74-193, Laws of 1974.

⁷⁹ Georgia, S.B. 120, Laws of 1974; West Virginia, Ch. 16, Acts of 1974.

⁸⁰ Florida, Ch. 74-191, Laws of 1974.

ments Act (HB 3266) which sets forth criteria and procedures for municipal incorporation and special district creation and is based upon the premise that closer legislative scrutiny of the creation of local governments will result in governments more capable of handling the heavy responsibilities of growth. New provisions for city-county boundary adjustments in Michigan provide that if approved by the electorate in the affected counties, county boundaries may be adjusted so that a city which is located in two or more counties may be wholly within one county.⁸¹ The Colorado General Assembly enacted legislation designed to facilitate abandonment of towns which are no longer functioning, thereby ensuring that land use and other controls of the county can be applied within such jurisdictions. Another Colorado law places additional controls over incorporation of relatively small municipalities.⁸² A newly enacted Montana Planned Community Development Act provides guidelines for annexation procedures.⁸³ The North Carolina General Assembly empowered all of North Carolina's municipalities to annex satellite areas under certain conditions:

(1) All owners of real property in the satellite area (except owners of non-taxed property, railroads and public utilities) must petition for the annexation.

(2) Some portion of a satellite boundary must be within three miles of the primary corporate boundary.

(3) No point of a satellite boundary may be closer to the primary boundary of another city than it is to the primary boundary of the annexing city.

(4) The annexing city must be able to provide services to the satellite area on the same basis as within its primary boundaries.

(5) The area within all satellites may never exceed 10 percent of the area within the primary boundaries of a city.

(6) Satellite boundaries are to be ignored in determining any extraterritorial jurisdiction of a city, such as zoning.

(7) Service rates for water, sewerage and other enterprises may be different in a satellite area from what they are within the primary boundaries.⁸⁴

Provisions for consolidation or merger of local governing units were eased in a number of States. New Kansas legislation permits: (a) any political and taxing subdivision to consolidate operations, procedures and functions of any of the offices and agencies of such division and (b) permits two or more such subdivisions to jointly consolidate any of their operations, procedures or functions, by resolution of the governing boards.⁸⁵ In Florida, two or more cities may now merge by adoption of a concurrent ordinance by the governing bodies and by a majority vote of the electors of each municipality.⁸⁶

Wyoming local governments may now enter into agreements for the cooperative provision of urban services, creating joint powers boards to govern these joint activities where a separate governmental unit is not created.⁸⁷

Pending Issues Related to Government Capability

The President's *Report on National Growth and Development, 1974* included an assessment of the impact of various Federal activities on growth. The activities singled out for assessment were: grants and loans to State and local governments, location and employment levels

⁸¹ Michigan, ESB 387, Laws of 1974.

⁸² Colorado, H. B. 1178, H. B. 1179, Laws of 1974.

⁸³ Montana, Chapter 364, Laws of 1974.

⁸⁴ North Carolina, Ch. 1173, Session Laws of 1974.

⁸⁵ Kansas, S.B. 59, Laws of 1974.

⁸⁶ Florida, H.B. 3378, Laws of 1974.

⁸⁷ Wyoming, Ch. 21, Session Laws of 1974.

of Federal installations, procurement of goods and services, construction of public works, taxation, credit management, and regulatory activities. The report concluded that:

Because of inadvertent or hidden impacts, Federal influences on the quality of life, on growth and on development at regional and local levels is more pervasive than generally recognized.

Most Federal policies and programs are not ostensibly intended to influence growth and development directly. Since these Federal activities are not orchestrated to influence growth patterns, States and localities are subject to haphazard impacts. Some are beneficial, some are not.

In those cases where Federal action is intended to affect growth patterns or the well-being of people, policy is usually reactive rather than foresighted.

Except for the national highway program few grant programs appear to have had major, long lasting and substantial impacts on growth patterns.

From the viewpoint of States and localities, the cumulative impact of diverse Federal influences is hard to monitor and harder to anticipate. The ability of these governments to manage growth and development is influenced by Federal activities, and the degree of influence varies from community to community.⁸⁸

The report conjures up an image of a Federal government whose actions are pervasive and have great impact on State and local growth patterns, but which lacks the ability to anticipate or direct the consequences of its actions. There is no institutional structure which is responsible for monitoring the discrete actions of the various agencies as they respond to crises ranging from energy to economics or as they carry on such seemingly mundane activities as procuring goods and services, and for identifying the likely growth and development impacts of these activities. Legislation to establish mechanisms in both the Legislative and the Executive branches to coordinate Federal policy and activities as they relate to national growth and development was introduced in the 93rd Congress (S. 3050 and S. 1286), and similar legislation is likely to be introduced in the 94th Congress.

Apart from issues related to the establishment of mechanisms to develop and coordinate a national growth policy, the major capability issue facing the 94th Congress will be the fate of the general revenue sharing program. Among the policy questions related to this legislation are the following:

(1) Does Federal revenue sharing represent the best means of assisting State and local governments, or are there better alternatives—e.g., continuation and enlargement of existing Federal categorical aid programs, greater use of grant consolidation, allowing individuals to credit against their Federal income tax liability a certain percentage of their State and local income tax payments?

(2) Are general revenue sharing funds being used wisely, or are programs of the most urgent national priority being neglected?

(3) Should this legislation be extended beyond its termination date of December 31, 1976, taking into consideration such questions as whether State and local governments are still facing a financial crisis and the relative financial strengths of these governing units as compared to that of the Federal Government?

(4) If general revenue sharing is to continue beyond 1976, should it be funded at the same level of \$6 billion annually, or should it be increased, particularly in view of inflationary pressures?

(5) Should this program continue to be funded by permanent appropriations, or should it be financed by regular annual appropriations which would subject it to yearly review and action by the Appropriations Committees?

(6) Do the formulas governing distribution of revenue sharing funds make the most equitable allocation of Federal revenues in areas where there is the greatest need, or should they be revised to ensure that more money is channeled to communities faced with the greatest urban problems?

The increased reliance on State and local governments to manage and plan Federally-aided programs in a way that fits local needs,

⁸⁸ U.S. President (Ford), Report on National Growth . . . , p. 26.

but also maintains certain national standards and goals has generated new interest in the capability of these governmental units. One observer sees this as "a novel situation—a situation in which the Federal Establishment, as a whole, must interest itself in the whole complex system of America's local institutions, and in the behavior of each local government as an entity."⁸⁹

In a conference on revenue sharing and local governmental modernization, the General Accounting Office identified five types of modernization that might be induced and might qualify for favored treatment under amendments to the Revenue Sharing Act. These include structural or jurisdictional modernization, administrative modernizations, fiscal and budgetary modernization, modernization in the processes or functions of government, and measures that would relate to the extent of modernization. Inducements that might be used for these purposes include bonuses, penalties for inaction by local governments, increased pass-throughs from the State, elimination of the State share, allowing regional agencies to influence distribution or entitlement allocations to local governments, and entitlements combined with other Federal financial assistance in which a modernizing local government would receive regular revenue sharing plus other grants-in-aid on the basis of its modernization.⁹⁰

A recent recommendation for a Federally sponsored local government capacity-building program proposes a 9-year \$250,000,000 action-research program which would be channeled through the States.⁹¹ This program might include:

Expansion of the Governor's role in regulating local government, including giving the State's chief executive the power to establish and amend local charters, and to establish rules and regulations governing the conduct of local officers.

Structural changes within State government to promote the identification of State officials with local government, which may require, among other things, the transformation of "departments of local affairs" from line agencies to gubernatorial staff units.

Procedures for the periodic examination of: (1) the effectiveness of local government; (2) the division of governmental labor between the State and its localities; and (3) the allocation of functions among local governments.

Preparation of five-year "effectiveness improvement" plans by each local government.

Development of a local government career service, which would require, at a minimum, the establishment of a Statewide system for the identification of talent, and the systematic development of this talent by means of training and mobile assignments.

It is not likely that such an expensive program aimed at changing traditional State-local relationships will be enacted in the near future. More likely is a continued attempt to refine traditional Federal efforts at local capacity building by amendments to the Intergovernmental Personnel Act, by rationalizing and coordinating technical assistance programs, and by standardizing, simplifying, and coordinating functional planning requirements and funding.

⁸⁹ Lehan, Edward Anthony. *The Capability of Local Governments—A Search for the Determinants of Effectiveness*. Connecticut Government, v. 28, Spring 1975: p. 2.

⁹⁰ U.S. General Accounting Office. *Revenue Sharing and Local Government Modernization: A Conference Report by the Comptroller General of the United States*. [Washington] 1975. 261 p.

⁹¹ Lehan, op. cit., pp. 5-6.

CONCLUSION

In 1973 the overall record on national growth policy was characterized by numerous unresolved differences between the Congress and the Executive Branch. Considering the trauma that the national government went through in 1974, it is surprising and reassuring to be able to identify a number of previously unresolved differences between the Congress and the White House which were finally resolved in that year. A four-year effort to enact a new Housing and Community Development Act was achieved. Mass transportation capital grants, and support for transit operating expenses were adopted. The freeze on low and moderate income housing assistance was removed and longer term housing support and emergency mortgage assistance programs were enacted into law. Existing comprehensive health planning programs were revised and extended. The economic development program was modified to focus on structural unemployment and given an extended lease on life. An Emergency Jobs Act made monies available for public service jobs. Legislation established improved machinery for energy planning, development, and conservation. Congress took a step toward longer term national economic and program planning by its enactment of the Congressional Budget and Impoundment Control Act. To ease local government planning and management problems, the Joint Funding Simplification Act was adopted and ten standard Federal administrative regions and common regional headquarters' locations were established by executive action.

This last year thus contributed a significant share of new national policies and programs which will have consequences, both hidden and overt, for national and regional growth and development.

The need still remains for a more effective orchestration of these policies. The establishment of improved national machinery for the formulation and leadership in urban growth policy is among the least controversial and easiest to legislatively accomplish. At present, this is a matter of vital interest to the many departments and agencies of government and to a number of the standing committees of Congress. Unfortunately, the responsibilities of many results in urban growth policy being the single responsibility of none. Legislation to establish new national growth and development institutions did not make much progress in 1974 but new initiatives were under way in early 1975. Legislation requiring long-range Federal economic planning to achieve balanced regional development, full employment, and price stability is the current legislative vehicle for establishing such governmental machinery.

A number of other current unresolved public policy issues were also likely to require attention in 1975 and in subsequent years. Policy makers will be faced with the necessity to make increasingly significant and difficult choices and tradeoffs in the next few years as the impact of the energy crisis on growth-related issues becomes increasingly clear. The development of new domestic sources of energy, whether

it is offshore oil, surface coal, or Rocky Mountain coal shale, will have severe impacts on the quality of life and the provision of public services in adjacent communities. Rising gasoline prices will have serious implications for our automobile-oriented society and the sprawling urban communities which have been spawned by this society.

This may require new efforts to conserve the resources of existing cities and to put new emphasis on the development of mass transit systems. Unless a coherent policy is developed to provide for management of the intertwining energy, economic and environmental problems facing the Nation, public officials will continue to make short-term, crisis-oriented decisions with no thought for the long-term implications of these decisions.

Conflict will undoubtedly continue between those who want to bring economic development to rural areas in order to provide a higher material standard of living and those who prefer to retain the traditional amenities and environmental quality of the countryside even if this means a lower standard of living for those who live there. Similar conflicts may continue in metropolitan areas, as outlying communities institute no growth or slow growth policies which are designed to maintain a certain quality of life for current residents, but which have the effect of denying access to that quality of life to others.

More specifically, future growth-related issues will probably include continued experimentation as policy makers try to develop politically acceptable governmental entities that are capable of providing adequate services and managing growth at the areawide level, both in metropolitan areas and in sparsely settled rural areas. A reassessment of the current method of providing economic development assistance to depressed regions will continue into the 94th Congress, as will the question of a national public works (including transportation) policy.

Implementation of the new method of funding and administering Federally-aided community development programs will be watched closely, as will the currently troubled new communities program. Access to a decent home may be increasingly limited, as rising costs for land, energy, and other factors drives the price of housing beyond the reach of many. The housing industry was in a depressed state at the end of 1974, leading to a search for new ways to stimulate the industry. It seems likely that energy will be a dominant factor in environmental matters for the foreseeable future. In fact, it may well be the dominant factor in all growth-related areas. Finally, the capability of government at all levels to deal with the problems related to growth or lack of growth must continue to be a concern to policy makers.

Where do we stand in developing a national growth policy? The trend of legislative enactments since the congressional declaration of a national growth policy in 1970 in effect adds up to an implicit growth strategy. There is an increasing sensitivity to understanding the growth policy implications of existing governmental programs affecting improved delivery of public services, urban-rural balance, housing, the urban environment and improved governmental machinery. There is not now any common ground of agreement on a specific national growth policy or even whether such an approach would be useful in dealing with the development and adjustment problems

facing urban and rural America. For the most part, new Federal and State programs have reflected or reinforced existing growth trends rather than influenced them.

Policies have been reactive rather than anticipatory. In recent years, the record of Federal activities in trying to encourage metropolitan regional governance, improve the economic opportunity in rural and central city depressed areas, stabilize rural development or provide housing for low and moderate income families have not been conspicuously successful.

A recent assessment of the role of the national government in national growth and development concludes as follows: At the present time, we have no explicit national policies on growth and development. We have instead congeries of policies and programs, many of them redundant or contradictory; but overall, they add up to a body of policy that, perhaps unintentionally:

Promotes the industrialization of American agriculture;

Reacts to rather than shapes the economic and social consequences flowing from patterns of private investment and the introduction of new technologies;

Except in the case of large scale Federal public works, requires that public investment follow rather than lead private investment;

Leaves to private decision and inclination the allocation and direction of geographic shifts of manpower with minimal public attempts to influence these flows;

Leaves de-populated rural regions to their own devices in adjusting to shifts in the patterns of national settlement and economic activity;

In metropolitan areas, favors the construction of new housing and urban infrastructure on undeveloped, outlying suburban tracts over the conservation and rehabilitation of existing housing and community infrastructure;

Favors the development of raw land on the metropolitan periphery over the use of vacant lands within developed areas;

Encourages the concentration of low income minorities in inner city areas while simultaneously subsidizing the location of employment and housing for middle and upper income groups in outlying areas;

Favors homeownership over tenancy;

Supports and promotes the use of surface and air motorized transport as the prime means of conveyance;

Acquires land for public facilities at the time of need rather than in advance;

Grants benefits accruing from appreciation in land prices related to public improvements to private landowners rather than the general community;

Reacts to the consequences flowing from hidden policies by enacting "placebo" programs to mollify those adversely affected by prevailing patterns of national and regional development;

Until recently, directed that environmental problems be cleaned up after they occur;

Sets national standards for air and water quality; and

Sets aside publicly important natural and historic sites for protection.¹

¹Widner, Ralph B. Coming Issues in Public Control vs. Property Rights. (Paper Presented at the National Conference on American Federalism in Action). Washington, Advisory Commission on Intergovernmental Relations, 1975, pp. 2-4.

Some significant shifts in migration, and a slowing down of our birth rate and gross national product has had the effect of buying time during which a positive national growth policy can be developed. Recent trends in the distribution of population indicates that there is increasing preference for small and middle size metropolitan areas and the largest metropolitan areas are declining in absolute size. The result is a more even distribution of population among the urban regions of the nation. The current rate of urbanization of land has had no apparent impact on total U.S. agricultural production.

There is time to formulate coherent and agreed upon policies to achieve better population distribution, preserve the urban environment, stabilize rural communities and coordinate federal programs. Given this additional breathing space, perhaps the most important lesson to be learned from the review of 1974 urban growth policies and developments is a renewed appreciation of the resilience of the basic Constitutional system that continues to function despite all. We may yet be ready for a national growth policy but there is a sense that we have a system of government that can develop and carry out the growth objectives when such a policy is developed and do so in a non-coercive and politically accountable manner.

APPENDIX A. URBAN GROWTH AND NEW COMMUNITY
DEVELOPMENT (PUBLIC LAW 91-609, TITLE VII)

HOUSING AND URBAN DEVELOPMENT ACT OF 1970

Public Law 91-609

TITLE VII—URBAN GROWTH AND NEW COMMUNITY DEVELOPMENT

PART A—DEVELOPMENT OF A NATIONAL URBAN GROWTH POLICY

To provide for the establishment of a national urban growth policy, to encourage and support the proper growth and development of our States, metropolitan areas, cities, counties, and towns with emphasis upon new community and inner city development, to extend and amend laws relating to housing and urban development, and for other purposes

Housing and
Urban Development Act of
1970.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Housing and Urban Development Act of 1970."

TITLE VII—URBAN GROWTH AND NEW COMMUNITY
DEVELOPMENT

PART A—DEVELOPMENT OF A NATIONAL URBAN GROWTH POLICY

FINDINGS AND DECLARATION OF POLICY

SEC. 702. (a) The Congress finds that the rapid growth of urban population and uneven expansion of urban development in the United States, together with a decline in farm population, slower growth in rural areas, and migration to the cities, has created an imbalance between the Nation's needs and resources and seriously threatens our physical environment, and that the economic and social development of the Nation, the proper conservation of our natural resources, and the achievement of satisfactory living standards depend upon the sound, orderly, and more balanced development of all areas of the Nation.

(b) The Congress further finds that Federal programs affect the location of population, economic growth, and the character of urban development; that such programs frequently conflict and result in undesirable and costly patterns of urban development which adversely affect the environment and wastefully use our natural resources; and that existing and future programs must be interrelated and coordinated within a system of orderly development and established priorities consistent with a National Urban Growth Policy.

(c) To promote the general welfare and properly apply the resources of the Federal government in strengthening the economic and social health of all areas of the Nation and more adequately protect the physical environment and conserve natural resources, the Congress declares that the Federal Government, consistent with the responsibilities of State and local government and the private sector, must assume responsibility for the development of a national urban growth policy which shall incorporate social, economic, and other appropriate factors. Such

policy shall serve as a guide in making specific decisions at the national level which affect the pattern of urban growth and shall provide a framework for development of interstate, State, and local growth and stabilization policy.

(d) The Congress further declares that the national urban growth policy should—

(1) favor patterns of urbanization and economic development and stabilization which offer a range of alternative locations and encourage the wise and balanced use of physical and human resources in metropolitan and urban regions as well as in smaller urban places which have a potential for accelerated growth;

(2) foster the continued economic strength of all parts of the United States, including central cities, suburbs, smaller communities, local neighborhoods, and rural areas;

(3) help reverse trends of migration and physical growth which reinforce disparities among States, regions, and cities;

(4) treat comprehensively the problems of poverty and employment (including the erosion of tax bases, and the need for better community services and job opportunities) which are associated with disorderly urbanization and rural decline;

(5) develop means to encourage good housing for all Americans without regard to race or creed;

(6) refine the role of the Federal government in revitalizing existing communities and encouraging planned, large-scale urban and new community development;

(7) strengthen the capacity of general governmental institutions to contribute to balanced urban growth and stabilization; and

(8) facilitate increased coordination in the administration of federal programs so as to encourage desirable patterns of urban growth and stabilization, the prudent use of natural resources, and the protection of the physical environment.

URBAN GROWTH REPORT

SEC. 703. (a) In order to assist in the development of a National Urban Growth Policy, the President shall utilize the capacity of his office, adequately organized and staffed for the purpose, through an identified unit of the Domestic Council, and of the departments and agencies within the executive branch to collect, analyze, and evaluate such statistics, data, and other information (including demographic, economic, social, land use, environmental, and governmental information) as will enable him to transmit to the Congress, during the month of February in every even-numbered year beginning with 1972, a Report on Urban Growth for the preceding two calendar years which shall include—

(1) information and statistics describing characteristics of urban growth and stabilization and identifying significant trends and developments;

(2) a summary of significant problems facing the United States as a result of urban growth trends and developments;

(3) an evaluation of the progress and effectiveness of Federal efforts designed to meet such problems and to carry out the national urban growth policy;

(4) an assessment of the policies and structure of existing and proposed interstate planning and developments affecting such policy;

(5) a review of State, local, and private policies, plans, and programs relevant to such policy;

(6) current and foreseeable needs in the areas served by policies, plans, and programs designed to carry out such policy, and the steps being taken to meet such needs; and

(7) recommendations for programs and policies for carrying out such policy, including such legislation and administrative actions as may be deemed necessary and desirable.

(b) The President may transmit from time to time to the Congress supplementary reports on urban growth which shall include such supplementary and revised recommendations as may be appropriate.

(c) To assist in the preparation of the Report on Urban Growth and any supplementary reports, the President may establish an advisory board, or seek the advice from time to time of temporary advisory boards, the members of whom shall be drawn from among private citizens familiar with the problems of urban growth and from among Federal officials, Governors of States, mayors, county officials, members of State and local legislative bodies, and others qualified to assist in the preparation of such reports.

Supplementary
reports,
transmittal to
Congress.
Advisory
board, estab-
lishment.

APPENDIX B. RURAL DEVELOPMENT (PUBLIC LAW 91-524,
TITLE IX)

AGRICULTURAL ACT OF 1970

(Public Law 91-524)

TITLE IX—RURAL DEVELOPMENT

To establish improved programs for the benefit of producers and consumers of dairy products, wool, wheat, feed grains, cotton, and commodities, to extend the Agricultural Trade Development and Assistance Act of 1954, as amended, and for other purposes
Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Agricultural Act of 1970."

Agricultural
Act of 1970.

TITLE IX—RURAL DEVELOPMENT

COMMITTEE OF CONGRESS

SEC. 901. (a) The Congress commits itself to a sound balance between rural and urban America. The Congress considers this balance so essential to the peace, prosperity, and welfare of all our citizens that the highest priority must be given to the revitalization and development of rural areas.

LOCATION OF FEDERAL FACILITIES

Report to
Congress.

(b) Congress hereby directs the heads of all executive departments and agencies of the Government to establish and maintain, insofar as practicable, departmental policies and procedures with respect to the location of new offices and other facilities in areas or communities of lower population density in preference to areas or communities of high population densities. The President is hereby requested to submit to the Congress not later than September 1 of each fiscal year a report reflecting the efforts during the immediately preceding fiscal year of all executive departments and agencies in carrying out the provisions of this section, citing the location of all new facilities, and including a statement covering the basic reasons for the selection of all new locations.

PLANNING ASSISTANCE

Report to
Congress.

(c) The Secretary of the Department of Housing and Urban Development and the Secretary of Agriculture shall submit to the Congress a joint progress report as to their efforts during the immediately preceding fiscal year to provide assistance to States planning for the development of rural multicounty areas not included in economically depressed areas under authority of the Housing and Urban Development Act of 1968. The first such annual report shall be submitted not later than December 1, 1970, and shall cover the period beginning August 1, 1968, the date of enactment of the Housing and Urban Development Act of 1968, and ending June 30, 1970.

82 Stat. 476.
12 USC 1701t
note.

INFORMATION AND TECHNICAL ASSISTANCE

(d) The Secretary of Agriculture shall submit to the Congress a report not later than September 1 of each fiscal year reflecting the efforts of the Department of Agriculture to provide information and technical assistance to small communities and less populated areas in regard to rural development during the immediately preceding fiscal year. The first such annual report shall be submitted not later than December 1, 1970, covering the period beginning July 1, 1969, and ending June 30, 1970. The Secretary shall include in such reports to what extent technical assistance has been provided through land-grant colleges and universities, through the Extension Service, and other programs of the Department of Agriculture.

Report to
Congress.

GOVERNMENT SERVICES

(e) The President shall submit to the Congress a report not later than September 1 of each fiscal year stating the availability of telephone, electrical, water, sewer, medical, educational, and other government or government assisted services to rural areas and outlining efforts of the executive branch to improve these services during the immediately preceding fiscal year. The President is requested to submit the first such annual report, covering the fiscal year ending June 30, 1970, on or before December 1, 1970.

Report to
Congress.

FINANCIAL ASSISTANCE

(f) The President shall report to Congress on the possible utilization of the Farm Credit Administration and agencies in the Department of Agriculture to fulfill rural financial assistance requirements not filled by other agencies. The President is requested to submit the report requested by this section on or before July 1, 1971, together with such recommendations for legislation as he deems appropriate.

Report to
Congress.

Approved November 30, 1970.

APPENDIX C. FEDERAL RESEARCH IN PROGRESS

A major indication of the interest and involvement of the Federal government in the development of a national growth policy is found in the research being funded by Federal departments and agencies related to some of the subjects covered in this report. The following is a selected annotated list of research underway during fiscal year 1974. This research, arranged under the same broad headings as the chapters, has been drawn from the data base of the Smithsonian Institution's Science Information Exchange (SSIE). Only a small number of the research projects related to national growth policy as reported to SSIE have been included.

Within the sections, each research project is listed alphabetically by the funding agency and then the project title. Following the title, the organization in which the research is being done is listed and then, in parentheses, the individual involved and the address of the organization. Finally, a very brief description of the research project is provided:

INTRODUCTION

National Growth Policy

U.S. Department of Agriculture. Cooperative State Research Service. Comparison between planned and unplanned urban growth of Las Cruces, New Mexico Planning District, 1947-1967. New Mexico State University. (R. J. Supalla, Agricultural Experiment Station, Las Cruces, N.M. 88070).

The project will identify land use changes in Las Cruces, New Mexico, and within its five-mile planning and plotting jurisdiction limits, from 1947 to 1967; define land use which would have been expected in 1967 if a plan evolved in 1947 had been followed; and identify the impact of selected differences which would have been expected in 1967 if the plan had been implemented.

_____ An economic study of the demand for seasonal home recreation in Colorado. Colorado State University. (R. G. Walsh, Agricultural Experiment Station, Ft. Collins, Colo. 80521).

This project will develop methods and procedures for estimating the demand for and economic impact of seasonal home recreation; provide guidelines for public and private agencies to use in formulating policies affecting the seasonal home recreation use of the state's resources.

_____ Economics of environmental effects on seasonal homes. University of Delaware. (G. L. Cole, Agricultural Experiment Station, Newark, Del. 19711).

This project will determine environmental situations associated with seasonal homes; evaluate social and private costs and benefits of identified environmental situations; assess current and alternative institutional arrangements; and determine potential market for seasonal homes in the Northeast.

_____ Growth trends and potentials of California's nonmetropolitan communities. University of California. (V. Fuller, Agricultural Experiment Station, Davis, Calif. 95616).

Approximately 10 small towns remote from metropolitan centers and of about 10,000 population will be surveyed in depth. For each study community, an attempt will be made to develop indices of community self-determination, i.e. the extent to which present situation has been influenced by promotional or planning activities as against laissez faire development.

_____ Impact of rapid population growth on housing and public services in a rural community. Michigan State University. (P. Gladhart, Agricultural Experiment Station, New Administration Bldg., East Lansing, Mich. 48823).

This project will document the socioeconomic characteristics of population change in the rural community; identify and measure the impacts of this change upon the viability of the community, including housing supply and quality and the capacity to provide needed public services; and identify feasible community responses to observed change impacts.

Land-use choices accompanying urban expansion into rural areas. University of California. (R. G. Larentson, Agricultural Experiment Station, Berkeley, Calif. 94720).

The objective is to improve upon the existing theoretical framework for analysis of factors which are responsible for the types of land-use patterns resulting from urban expansions into previously rural areas.

Rural land use policy in an urbanizing environment. Cornell University. (H. E. Conklin, and W. R. Bryant, Agricultural Experiment Station, Ithaca, N. Y. 14850).

The project will study present policies and implementation devices, determine present use and land ownership patterns, determine citizen and leader attitudes, and explore as yet unused policy and implementation possibilities through qualitative models.

Economic Research Service. Impacts of recreational subdivisions in the Sangre-de-Christo RC & D project area of Colorado. University of Nebraska. (H. Hoover, U.S.D.A. National Resource Economic Division, Lincoln, Nebr. 68503)

This project will inventory number, extent, and types of recreational subdivisions in project area; determine plans of lot purchasers on land use building intentions, and seasonal use; evaluate expectations of purchasers in terms of prospective needs for public services and effects on local tax base; and evaluate implications of actual and prospective land use changes engendered by extensive land subdivision on the traditional agricultural economy of the region, including consideration of conservation objectives and uses of public land.

Water resources as a determinant of economic growth in Pennsylvania. Pennsylvania State University. (A. B. Daugherty, 201 Shields Bldg, University Park, Penn. 16802).

This study will analyze the water rate structures of water utilities; investigate the economies of scale of water utilities in supplying water; and analyze the patterns of water use and cost to users in relation to recent changes in the industrial structure of the area.

U.S. Department of the Interior: Office of Water Resources Research. The role of the water resource as a regulator of urban growth analysis and policy planning implications. A.B.T. Associates, Inc. (R. Rea, 55 Wheeler St., Cambridge, Mass. 02138).

The purpose of the proposed study is: (1) to assess to what extent water availability is a factor bearing on urban growth and how effective a tool the control of water resources is for regulating this growth; (2) to study how the community can use this tool together with other actions to promote growth patterns consistent with goals and to stop those which are in conflict with them; (3) to develop a method for calculating the positive and negative contributions of a given course of action on the community goals at different hierarchical levels.

U.S. National Science Foundation. Development of solutions to the growth process in the South—an interstate planning, management and goals setting mechanism. Southern Growth Policies Board. (E. B. Liner, Durham, North Carolina 27709).

The Southern Growth Policies Board, an interstate compact, will prepare a statement of regional objectives which will focus on four major policy areas, growth policy management, transportation, land and natural resources use, and human resources.

Impact of a large recreational development upon a semi-primitive environment—a case study. Montana State University. (J. J. Jezeski, School of Letters, Bozeman, Mont. 59715).

Large-scale tourism/recreational developments are being established in rural areas throughout the country. Even the best planned areas are likely to have considerable effects on regional environments and economies. This study is an extension of past research on the external consequences of one such development—the "Big Sky" complex in southwestern Montana.

CHAPTER I. EFFECTIVE AREA-WIDE PLANNING AND DELIVERY OF SERVICES

Metropolitan Areas (General)

U.S. Department of Agriculture. Cooperative State Research Service. Impact of metropolitan growth on regional resource use. University of Minnesota. (W.R. Maki and H.R. Jensen, Agricultural Experiment Station, St. Paul, Minn. 55101).

The project will develop framework for measuring impacts of alternative patterns of functional and spatial consolidation upon resource use, evaluating consequences of alternative policy proposals for dealing with these impacts, and establishing priorities among alternative research and educational approaches to regional resource development.

— Economic Research Service. Analysis of multicounty planning and development organizations. U.S. Department of Agriculture. (E. J. Smith, Economic Development Division, Washington, D.C. 20250).

The objective is to establish a system to obtain and update primary information about multicounty planning and development organizations, their authority, staffing, funding and projects and determine how variations and/or changes in organizations, projects, etc. affect economic development and the economic structure of the area.

U.S. Department of Housing and Urban Development. Metropolitan city urban indicators. Urban Institute. (2100 M Street, N. W., Washington, D.C. 20015).

Define and produce intra-city urban indicators that would be of use to federal and local administrators and the general public by investigating various types of urban data and information.

U.S. Department of Labor. Employment expansion in suburban labor markets. Columbia University. (E. Ginzberg, School of Business Administration, New York, N. Y. 10032).

This study examines the nature of suburban growth and the changes in industrial composition and labor market structure since World War II.

U.S. Department of Transportation. Integrated analysis of small cities intercity transportation to facilitate the achievement of regional goals. Iowa State University. (R.L. Carstens, School of Engineering, Ames, Ia. 50010).

The purpose of this research is to determine the conditions that must be attained, through a mix of transportation planning, regulation, policies, and programs (in conjunction with other public policies and programs), that will enhance the environment of cities in small regions in terms of their ability to attract and absorb growth relative to that of cities in large regions.

U.S. Environmental Protection Agency. Environmental carrying capacity as a concept in comprehensive regional planning—a feasibility study. Utah State University. (A. B. Bishop, School of Engineering, Office in Engineering, Room 150, Logan, Ut. 84321).

In response to the need to better understand the impacts of development and management activities across entire regional systems, this research will examine approaches for measuring and understanding the capacity of regional environments to absorb or support activities in such areas as resource use, land development, waste disposal, transportation, and wildlife and watershed management.

— Regional governments and environmental protection. Institute for Community Studies. (C. J. Hein, 2 W. 40th Streets, Kansas City, Mo. 64111).

The objective of the proposed study is to describe the major types of regional government currently in existence in this country and to make judgments about their potential for administering the programs of the Environmental Protection Agency.

U.S. National Institute of Education. The development of a comprehensive regional planning model. San Luis Obispo County Superintendent School. (R. M. Langley, 2156 Sierra Way, San Luis Obispo, Calif. 93401).

The proposed program is designed to develop a multidimensional model of the political, social and economic assets and activities within the county, and to establish an accurate baseline for evaluation of ongoing and proposed changes.

U.S. National Institute of Mental Health. Development of a metropolitan growth theory. St. Louis Regional Industrial Development. (M. L. Lee, et al., 7733 Forsyth, Suite 700, St. Louis, Mo. 63105).

The proposed study attempts to investigate the interdependent relationship between regional employment growth and the growth in public health and educational expenditures by local government in the Standard Metropolitan Statistical Areas, 1960 and 1970.

U.S. National Science Foundation. A comparative analysis of governmental reform attempts in the Rochester, New York, and Tampa-St. Petersburg, Florida, metropolitan areas. Syracuse University. (G. Birkhead and J. Degrove, Graduate School, Syracuse, N. Y. 13210).

The project will design a comparative study of an experiment in governmental reorganization and conduct a pilot analysis of the change process in two metropolitan areas.

— Growth and location within a metropolitan economy. Massachusetts Institute of Humanities. (J. Rothenberg, School of Humanities, Cambridge, Mass. 02139).

The basic purpose of the research is to provide a general framework for the analysis of policies relating to metropolitan areas where the policy jurisdictions may be national, state, metropolitan or local.

— a hierarchical approach in large scale systems. University of Virginia. (A.P. Sage, Electrical Engineering, School of Engineering, Charlottesville, Va. 22903).

This project presents a hierarchical approach in system identification decision-making and policy analysis methods for applications to comprehensive planning of large scale system.

Transportation Policy and Planning

U.S. Department of Transportation. Federal Highway Administration. Organization for continuing urban transportation planning. Transportation Reserve Board. (J.A. Scott, 2101 Connecticut Avenue, Washington, D.C. 20037).

The objectives are to review and document the political, financial, organization, and administrative strategies being developed and used for the planning and implementation of urban transportation programs.

— Social factors in transportation planning. State Department of Highways. (E. Iverson, Olympia, Wash. 98501).

The objective of this study is to develop meaningful data and normative standards for use by planners, policy makers and citizens in assessing objectively the social impact of transportation systems.

— Urban Mass Transportation Administration. Citizen participation in transportation planning. U.S. Department of Transportation. (Federal Highway Administration, Washington, D.C. 20590).

The objective is to develop a conceptual framework for integrating citizen participation into the continuing urban transportation planning process.

— Transportation system planning. U.S. Department of Transportation. (Federal Highway Administration, Washington, D.C. 20590).

Project elements are: Stratify metropolitan areas by a variety of factors; determine the types of agencies responsible for planning and implementation of highway and mass transit projects and the nature and degree of State involvement; analyze and discuss potential alternatives for delivering Federal funds to metropolitan agencies including consequences of "pass through" devices, potential for linking transportation and policy to promote development of metropolitan agency, and nature of Federal policy to promote development of metropolitan agencies with authority over both planning and implementation.

Health Planning

U.S. Department of Agriculture. Cooperative State Research Service. Economic analysis for planning in the Oklahoma health sector. Oklahoma State University. (R.E. Just, Agricultural Experiment Station, 107 Whitehurst Hall, Stillwater, Okla. 74075).

The project will develop a programming model for comprehensive health planning, apply the programming model in Oklahoma health planning, and develop and estimate a model of health manpower services and facility supply and demand in Oklahoma.

U.S. National Institute of Mental Health. A decision support system for community mental health. Case Western Reserve University. (G.M. Obrien, et al. School of Social Science, Cleveland, O. 44106).

This project will assess the utility and generalizability of an objective oriented approach to management and planning for use by local multi-agency community mental health planning and delivery systems.

— Interorganizational links and community participation. Center for Policy Research, Inc. (A. Etzioni, 475 Riverside Drive, Suite 7221, New York, N. Y. 10027).

We propose to study how health and mental health organizational-community linkages and interorganizational linkages affect each other. From a policy perspective we propose to study the community participation process and inter-organizational coordination of health facilities and how each of these processes influences the other.

U.S. National Science Foundation. Evaluating the organization of service delivery—public health. Spectrum Research Incorporated. (P. Odonoghue, 789 Sherman, Suite 500, Denver, Colo. 80203).

The research team at Spectrum Research will investigate the relationships between the characteristics of metropolitan areas and the organization and performance of their public health delivery system.

U.S. Public Health Service. Health planning, using the health services simulator. Texas Hospital Association. (W.S. Moore, et al., 6225 E. U.S. Highway 290, Austin, Texas 78765).

The Health Services Simulator has been developed to predict the demand for medical care of a population of 500,000 in terms of initial visits, admission to hospitals, and patient days; tests have been conducted that confirm the accuracy of the predictions.

U.S. Department of Health, Education and Welfare. Public Health Service. Health services research center. American Rehabilitation Foundation. (P. M. Ellwood, et al., 123 E. Grant Street, Minneapolis, Minn. 55403).

The project will expand efforts in quality assurance, regulation, and monitoring the development of HMO's across the country.

U.S. Public Health Service. Interorganizational networks of urban health services. University of Southern California. (H. Turk, 3551 University Avenue, Los Angeles, Calif. 90007).

The overall hypotheses are that interorganizational inputs into a city depend upon its extralocal connections, while the closeness and complexity of all manner of interorganization networks within it also depend upon these and upon the city's local interconnections as well.

U.S. Department of Health, Education, and Welfare. Public Health Service. Legal issues in health care. Duke University. (C. C. Havighurst, School of Law, Durham, N.C. 27706).

Research will be undertaken on the legal dimensions of the health policy debate, with emphasis on supplying to policy makers the best insights which legal scholarship, using interdisciplinary approaches (especially the perspectives supplied by economics), can provide.

Outreach and transportation study. Kaiser Foundation Research Institute. (T. H. Baker, 1924 Broadway, Oakland, Calif. 94612).

The major purpose of the Outreach and Transportation Study is to determine whether there is a relationship between the provision of outreach and/or transportation services and the quantity and patterns of health care used by a group of Title XIX beneficiaries (specifically, Aid to Families with Dependent Children (AFDC)) who are members of a prepaid group health care plan.

Program project in evaluative research in HMO's. Georgetown University. (R. R. Huntley, School of Medicine, Washington, D.C. 20007).

It is the objective of this project to develop and field test a set of assessment techniques that will provide quantitative measures useful in the periodic examination of the performance of primary care organizations.

Regional allocation of high cost health services. University of Pittsburgh. (H. Wolfe, et al., School of Engineering, Pittsburgh, Pennsylvania 15213).

This research utilizes the Operations Research approach to develop a method for effectively allocating high cost health services throughout a planning region.

A study of the impact of federal health policy. Yale University. (G. A. Silver, et al., School of Medicine, New Haven Conn. 06510).

This study will extend the effort to identify the principles underlying implementation of Federal health policy from Connecticut to five other States in the Northeast. Child health legislation will be the vehicle for analysis.

Housing in Metropolitan Areas

U.S. Department of Housing and Urban Development. Urban modelling research. National Bureau of Economic Research, Inc. (1755 Massachusetts Avenue, N.W., Washington, D.C. 20036).

This project will provide for the refinement of a mathematical model to simulate metropolitan housing dynamics to be used for testing alternative housing policies to achieve better housing balance.

U.S. Department of Labor. The effect of housing segregation on Negro real income and employment. University of California. (W. G. Moss, Graduate School, Berkeley, Calif. 94720).

Using data on 29,000 San Francisco Bay area households, this study tests the hypothesis that housing segregation reduces the real income of Negro workers because their commuting distances are greater than for whites in the same occupations and industries.

U.S. National Institute of Mental Health. Suburban Realtors and the politics of suburban housing. Wellesley College. (A. H. Schechter, 106 Central, Wellesley, Mass. 02181).

This project investigates the political attitudes and behavior of 750-1,000 suburban realtors engaged in the sale and rental of residential property in suburbs of Boston, New York, and Washington.

U.S. National Science Foundation. Black housing patterns. University of Pennsylvania. (S. R. Ackerman, Graduate School, 203 Logan Hall, Philadelphia, Pa. 19101).

A model is developed of a housing market with racial prejudice and is structured to account for the known facts. Particular consideration is given to the way in which suppliers as well as demanders will respond under different assumptions about household tastes and socio-economic characteristics, housing cost function, city structure and growth.

Decision making for the intra-metropolitan location of subsidized housing. University of Pennsylvania. (W. A. Cozzens and T. A. Reiner, Graduate School, 203 Logan Hall, Philadelphia, Pa. 19101).

Through an empirical evaluation of conflict over the metropolitan location of Federally subsidized housing an expanded conceptual framework and theory will be developed and tested in this dissertation.

Dynamics of the spatial structure of housing—Los Angeles, 1940-1970. University of California. (C. Parker and P. M. Lankford, Graduate School, 405 Hilgard Avenue, Los Angeles, Calif. 90024).

Using data from Los Angeles the study will test several approaches to the spatial structure of the housing inventory of a large metropolitan area and the processes operating to change structure over time.

Economic analysis of racial discrimination in housing markets. University of Wisconsin. (T. H. Lee, Graduate School, Bolton Hall, Room 160, Milwaukee, Wisc. 53201).

This study investigates whether housing discrimination exists, examines what kinds of discrimination there are, and measures the quantitative importance of such discrimination. The study also analyzes what specific factors are responsible for housing discrimination.

Intrametropolitan residential location and the local public sector. University of Pennsylvania. (A. Reschovsky and J. Margolis, Graduate School, 203 Logan Hall, Philadelphia, Pa. 19101).

The dissertation develops a conceptual model of residential choice behavior of households within a single metropolitan area. Particular emphasis is given to the role of the local public sector in influencing residential choice.

Microeconomic models of metropolitan housing markets. Massachusetts Institute of Technology. (J. Rothenberg, School of Humanities, Cambridge, Mass. 02139).

The objectives of this research are the development of an econometric model of metropolitan area housing markets and investigation of other market relationships which affect housing market behavior.

Occupational residential stratification in urban areas. University of Pennsylvania. (H. A. Goldstein and S. Gale, Graduate School, 203 Logan Hall, Philadelphia, Pa. 19101).

These three studies are part of a general investigation which is developing models of the processes of residential mobility and occupancy change. Each will be based on an integrated survey to be conducted in Wichita, Kansas and geocoded data base.

Processes of change in occupancy patterns. University of Pennsylvania. (S. Gale, Graduate School, 203 Logan Hall, Philadelphia, Pa. 19101).

This research examines the methodological problems of analyzing both occupancy patterns and longitudinal household migration records when complete annual censuses are available and seeks to develop a basis for integrating the two components within a single model framework for small area change.

Residential mobility in racially changing area. University of Pennsylvania. (L. A. Turner and S. Gale, Graduate School, 203 Logan Hall, Philadelphia, Pa. 19101).

These three studies are part of a general investigation which is developing models of the processes of residential mobility and occupancy change. Issues as mechanisms for resolving local level conflicts over the allocation of community resources, the processes of neighborhood change, and the patterns of stratification in urban labor and housing markets will be considered.

— Segregation and differentiation—city-suburb contrasts. University of Massachusetts. (T. L. Vanvaley and W. C. Roof, Amherst, Mass. 01002).

This research will: (1) Examine residential segregation patterns in city and suburb to see if, in the case of blacks, upward socioeconomic status is associated with residential deconcentration, or the creation of black suburbs; (2) Assess the causal linkages between residential segregation and black-white educational, occupational, and income differentials.

Equitable Distribution of Services

U.S. Department of Agriculture. Cooperative State Research Service. Public services: supply, demand and institutions. Purdue University. (J. M. Huie, Agricultural Experiment Station, Lafayette, Ind. 47907).

The project will analyze factors affecting the supply and demand of selected public services and evaluate the consequences of alternative institutional arrangements for provision of public services.

U.S. National Institute of Mental Health. An interagency system to deliver human services. New York Medical College. (R. E. Brothman, et al., School of Medicine, 1249 5th Avenue, New York, N. Y. 10029).

The overall objective is to learn how to design and to project a way of work that develops interfaces among human services in a locality. Interfaces refer to arrangements among agencies for mutual communication and control.

— Service facility saturation of metro communities. Regional Science Research Institute. (J. Wolpert, et al., G.P.O. Box 8776, Philadelphia, Pa. 19104).

The proposed research will examine the problem of institutional saturation of urban residential communities. An inventory will be taken and an atlas prepared on service facility representation in a selected sample of metropolitan neighborhoods (CMHC Catchment Areas).

U.S. National Science Foundation. The agglomeration of public service facilities in urban areas. Princeton University. (J. Wolpert, 205 Nassau Hall, Princeton, N.J. 08540).

The objectives are to develop measures of institutional density and multiple facility impacts and to evaluate the facility combinations in terms of their interdependencies in operation and in facilitating the provision of multiple services to targeted groups.

— Evaluating the organization of service delivery—public health. Spectrum Research Incorporated. (P. Odonoghue, 789 Sherman, Suite 500, Denver, Colo. 80203).

The research team will investigate the relationships between the characteristics of metropolitan areas and the organization and performance of their public health delivery system.

— Service pricing and urban development. Rand Corporation. (L. A. Dougherty, 1700 Main Street, Santa Monica, Calif. 90406).

This research project has the dual objectives of (1) determining the relationship between the pricing of public services and various measures of urban development and performance, and (2) developing tools to aid local policymakers in evaluating and implementing a set of pricing alternatives.

— Service pricing and urban development. Virginia Polytechnic Institute. (J. W. Dickey, School of Architecture, Burruss Hall, Blacksburg, Va. 24061).

The main objective of this research project is to investigate combinations of two urban service pricing policies and three land use control policies and to assess the impacts of such policies both on revenue production and on the interim development and redevelopment policies of Fairfax County, Virginia.

Educational Planning and Finance

U.S. Department of Agriculture. Cooperative State Research Service. Alternatives and modification to property taxation with special reference to agriculture. University of Illinois. (H. G. Halcerow, et al., Agricultural Experiment Station, Urbana, Ill. 61801).

This study will specify alternative tax models for Illinois, estimate revenues for each, compare impacts on agriculture and related economy, and develop recommendations on tax policy.

— Economic impact of property taxes on agricultural land use in Georgia. University of Georgia. (F. C. White, Agricultural Experiment Station, Athens, Ga. 30601).

The objectives of the project are to determine and analyze the effects of (a) the relative burden and benefits of property taxes between urban and rural areas in Georgia; (b) the impact of changes in property taxes on resource use in agriculture; (c) the impact of property taxes on the rate of planting of new forests and on the rate of cutting existing timber. Provide recommendations of alternative tax schemes based on the empirical findings.

— Impact of open space taxation on land use and local government finances in Washington. Washington State University. (J. C. Barron, Agricultural Experiment Station, Pullman, Wash. 99163).

The study will compare property taxes with and without preferential assessment; estimate local revenue impacts and changes in tax rates; measure shifts in local tax incidence; and estimate land use effects of preferential assessment.

— Providing financial relief to elderly homeowners—the case of property tax concessions versus a housing annuity. Cornell University. (C. B. Daniels, Agricultural Experiment Station, Ithaca, N. Y. 14850).

This research will compare and evaluate two alternative programs (property tax exemption versus housing annuities) for providing financial relief to elderly homeowners (age 65 and over).

— The real property tax in community development. Virginia Polytechnic Institute. (W. L. Gibson and R. B. Jensen, Burruss Hall, Blacksburg, Va. 24061).

The project will appraise the current status of the real property tax in State and local fiscal policy and will analyze the real property tax in relation to the adequacy of tax revenue to finance minimum levels of public services, and the equitableness of the tax.

U.S. National Institute of Education. Approval of new proposals for diversity, pluralism, and opportunities in educational systems. Unknown Institute or Individual Grant. (J. C. Hogan and L. E. Vredevoe, Calif.).

— A comparative study of quality integrated education. Columbia University. (E. W. Gordon, School of Education, New York, N. Y. 10027).

The study will identify school districts which are at various stages in the desegregation process. Practices and procedures which are associated with effective school integration under various conditions will be documented and resultant school programs and experiences for staff and students will be described.

— Efficiency-oriented state funding formula. University of Florida. (F. K. Jordan, School of Education, 1212 S.W. 5th Avenue, Apt. 6, Gainesville, Fla. 32601).

The objective of the project will be to develop and field-test an Efficiency-Oriented State Funding Formula which utilizes an Efficiency Funding Index state school finance distribution mechanism.

— Equitable state school funding. Texans for Educational Excellence. (R. Brischetto, 114 Glenview Drive, Suite 118, San Antonio, Tex. 78228).

The purposes of this project are to: 1. provide, in easily comprehensible form, an overview of the problems and inequities of the present systems of school finance and their lack of accountability; 2. provide a simplified glossary of the issues and problems; 3. examine and process existing data in order to quantify information on basic issues and report the results in lay terminology; and 4. provide alternative procedures for the effective dissemination of the project's findings.

— An evaluation of assessments conducted by state departments of education. American Institute for Research Behavioral Science. P. O. (C. J. Finley, P. O. Box 1113, Palo Alto, Calif. 94302).

Program objectives are to: (1) Develop and apply procedures for determining cost-effective models of state assessments of educational progress as a function of the information produced by them; and (2) Develop case studies which represent model procedures for conducting state assessments given different requirements.

— An experiment to improve educational systems. Michigan State University. (G. W. Fairweather and T. S. Gunnings, School of Medicine, New Administration Building, East Lansing, Mich. 48823).

The purpose of this study will be an attempt to accomplish four essential missions in bringing about a rapprochement between scientific methodology and public educational policy.

— Identification and evaluation of legal constraints upon educational productivity. City University of New York. (M. Leiberman, Convent Avenue and 138 Street, New York, N.Y. 10031).

This proposal is intended to identify the major legal constraints to greater educational productivity, assess the costs and benefits of these constraints, clarify the interests affected by their elimination or modification, and outline alternative programs and strategies, both for eliminating the constraints and for school district actions to take advantage of such elimination.

— Model legislative and administrative standards for ensuring high quality education. Lawyers Commission for Civil Rights. (L. E. Perle, and A. Steinberg, 733 15th Street, N.W., Washington, D.C. 20005).

Our project will focus on finding, in existing legislative and administrative schemes, or developing, where adequate structures do not now exist, educationally sound, legally enforceable and administratively manageable standards for selected substantive areas of educational significance.

— Public school resource equalization study. University of California. (E. L. Lindman, School of Education, 405 Hilgard Avenue, Los Angeles, Calif. 90024).

The usable products of this study will be several precisely defined measures or indicators of public school resource equalization which can be used to trace progress within a state from year to year, or to compare different states.

— The relationship of school finance disparities to education finance reform: Sandhills Community College. (J. J. Callahan, Southern Pines, N.C. 28387).

The main purpose of the proposed research will be to test the hypothesis that there is an inverse relationship between the range and complexity of educational fiscal disparities in state-local school finance systems and the ability of the systems to redistribute fiscal resources from more to less advantaged school districts.

— School district structure and educational efficiency. University of Delaware. (J. H. Landon, Graduate School, Newark, Delaware 19711).

The overall objective of this proposal is to measure and evaluate the economic consequences of altering the size and homogeneity of school districts. Within this framework we plan to emphasize the relationships between economic variables and the alternative ways school districts are organized.

— The social impact of school desegregation. Claremont College. (C. H. Rossell, Claremont, Calif. 91711).

This is a proposed study of the social impact of school desegregation on the community within which it takes place. It will be a computer assisted, statistical analysis of 110 communities in the United States.

— A study of educational resource allocation in a major urban school district: the case of Washington, D.C. District of Columbia Citizen Education. (A. B. Harrison, 95 M Street, S.W., Washington, D.C. 20024).

This study will explore the impact on public school operations of judicially and legislatively mandated intradistrict equalization of educational resources. U.S. National Science Foundation. Determinants of desegregation—rejection/compliance behavior and policy alternatives. Florida Atlantic University. (E. Cataldo, Institute of Behavioral Research, Boca Raton, Fla. 33432).

The overall objective of the research is to refine and validate the findings of the on-going study through the use of a panel design. Examining parents' compliance/rejection decisions with respect to school desegregation over a one year time frame (t1 equals 1973; t2 equals 1974) allows a refined analysis of the factors associated with consistency or change in behavior. Such a refinement will increase confidence in the results of the original findings and thus improve the utility of the research for school policy makers.

CHAPTER II. RURAL DEVELOPMENT AND ECONOMIC GROWTH

Regional Development

U.S. Department of Agriculture. Cooperative State Research Service. Data information systems for rural planning. Oklahoma State University. (D. F. Schreiner, Agricultural Experimental Station, 107 Whitehurst Hall, Stillwater, Okla. 74075).

The project will design an economic data information system for multi-county planning districts in Oklahoma.

— Economic, locational, and institutional factors affecting industrial plant location in nonmetropolitan areas. University of Kentucky. (Ed Smith, Agricultural Experiment Station, Limestone and Euclid, Lexington, Kentucky 40506).

This project will determine the importance of selected characteristics of rural communities and their efforts to attract industry in explaining the location of industrial plants by size of employment and by type of industry among non-metropolitan areas.

Guidelines for rural and community development in economic regions of Minnesota. University of Minnesota. (K. W. Easter and H. R. Jensen, Agricultural Experiment Station, St. Paul, Minn. 55101).

This project will define a region's resource base and identify major problems; describe sector interrelationships; and determine the appropriate decision unit to deal with problems and the impact of alternative solutions on levels of living.

Impact of economic growth on the structure of employment by economic sectors. University of Hawaii. (B. Renaud, Agricultural Experiment Station, Gilmore Hall, Room 102, Honolulu, Hawaii 96822).

This project will describe past trends in types and patterns of employment for agriculture and the other economic sectors of the State of Hawaii; identify and describe analytically factors affecting changes in the structure of employment in Hawaii; provide a quantitative analysis of these changes for long-term projections; and show the dynamic relations of population to employment because these two factors clearly interact in the long-run.

Regional income and employment effects of investments in natural resources. University of Florida. (B. R. Eddleman et al, Agricultural Experiment Station, Gainesville, Fla. 32601).

The objective is to delineate areas on the basis of natural resource investments and identify variables determining effectiveness of investments on area growth.

Economic Research Service. Economic development of the Pacific Northwest Region. Washington State University. (R. A. Loomis, U.S.D.A. Economic Development Division, Pullman, Washington 99163).

This study will determine and measure components of the socioeconomic system that facilitate or constrain economic development of the Pacific Northwest Region and develop program and policy alternatives for development of the Region and its subareas.

Economic development, structure, and areas of potential growth. U.S. Dept. of Agriculture. (C. Edwards, Economic Development Division, Washington, D.C. 20250).

This study will determine nature and extent of economic development in rural areas, including changes occurring in major farm and nonfarm industries and adjustments taking place in the economies of rural and urban subareas; and how area economic development is functionally related to the basic economic structure.

Interindustrial and interregional structures of economic regions. U.S. Dept. of Agriculture. (C. Edwards, Economic Development Division, Washington, D.C. 20250).

This project will determine industry structural relations of economic areas, the natural and human resource base of the area, the demand for the products produced or producible in the area, and the relationships of local economic activity to the broader regional and the national economy.

Rural Development Service. The relationship of community services and economic development in a multicounty area. University of North Carolina. (L. Perkinson, U.S.D.A. Research Division, Raleigh, N.C. 27607).

This research is to determine the location and adequacy of public services; the public financial cost and employment requirements of those services; the extent to which such services provide a market for industrial products; and the discrepancy between services available and needed in a multicounty planning district in North Carolina.

U.S. Department of Commerce. Economic Development Administration. An analysis of Federal economic development programs. National Bureau of Economic Research, Inc. (Dr. E. K. Smith and R. A. Leone, 575 Technology Square, Cambridge, Mass. 02139).

The study is an attempt to review the operating and research experiences of Federal programs to foster regional economic development to determine which strategies were successful in achieving program objectives. The study will identify the types of programs which can be expected to advance emerging national economic development priorities.

The effects of environmental management on regional economic development programs. West Virginia University. (W. H. Miernyk, School of Business Administration, Morgantown, W. Va. 26506).

This project utilizes the West Virginia State input-output model, developed under an earlier EDA grant, to study the impact on the State's industrial sectors (as defined in the model) of environmental management of air resources.

Identification of economically distressed areas. University of Southern California. (D. E. Yett, School of Business Administration, Los Angeles, Calif. 90007).

The objective of this research is to develop improved methods for measuring the economic status of areas to determine their eligibility and designation under the statutory criteria of the Public Works and Economic Development Act.

Synthesis of rural industrial development impact studies. University of Wisconsin. (G. F. Summers, School of Social Science, Madison, Wis. 53706).

Documents which report the impacts of industrial development in non-metropolitan areas of the U.S. between 1945 and 1974 will be collected, reviewed, and a synthesis of findings prepared.

U.S. Department of Transportation. South Dakota model rural development. U.S. Department of Transportation. (Office of Environmental and Urban Systems, Washington, D.C.)

An Inter-Agency funded study (DOT, HEW, HUD, DOL) for the development of a Comprehensive Operational Planning Systems (COPS) which is designed to develop common data modules for a multi-county district in the areas of transportation, economic development, housing, health, education, social services, and manpower.

U.S. Environmental Protection Agency. Environmental carrying capacity as a concept in comprehensive regional planning—a feasibility study. Utah State University. (School of Engineering, Logan, Utah 84321).

This research will examine approaches for measuring and understanding the capacity of regional environments to absorb or support activities in such areas as resource use, land development, waste disposal, transportation, and wildlife and watershed management. The focus will be upon environmental carrying capacity of regional systems and sub-systems as a concept for assessing changes in environmental quality due to large-scale development, management, and planning activities and as a basis for planning and decision-making models and methods.

U.S. National Science Foundation. A regional approach to research and technology utilization. Federation of Rocky Mountain States. (J. M. Campbell, 2480 W. 26th Ave., Suite 30013, Denver, Colo. 80211)

The Federation of Rocky Mountain States proposes to operate and test a regional research and technology utilization system. The purpose of this system will be to define regional needs and policies in areas of agreement among the states and to develop programs to implement technologically-based research and development programs which will address regional needs.

Structural change in the regional and urban economy of the United States 1940-1970. Resources for the Future, Inc. (E. S. Dunn 1755 Massachusetts Ave., N.W. Washington, D.C. 20036).

This is an effort to describe and analyze changes (over a period of the 30 years, 1940-1970) in the structure of the regional economies which compose the national economy.

Rural Development

U.S. Department of Agriculture. Agricultural Research Service. Reducing costs of rural housing for low-income families. U.S. Department of Agriculture. (Jo Newman, Plant Industry Station, Beltsville, Md. 20705).

The objective of the research is to reduce costs of rural housing, including mechanical equipment, with emphasis on needs of low-income families, while maintaining or improving livability and attractiveness.

Cooperative State Research Service. Agriculture in economic growth. Michigan State University. (J. T. Bonnen, Agricultural Experiment Station, New Administration Bldg., East Lansing, Mich. 48823).

This project will study the effect of successful economic growth on the purpose, organization, behavior and viability of the system of developmental institutions in agriculture which has generated much of U.S. agricultural growth, and study the problems of welfare and development in the rural life of a developed urban society.

Agriculture's economic structure and rural poverty. University of California. (R. C. Darge and P. B. Downing, Agricultural Experiment Station, Riverside, Calif. 92502).

The proposed study seeks to determine factors resulting in a rural farm and nonfarm poverty cycle in southern California.

Alternative growth paths and policies for rural development in Delaware. University of Delaware. (D. K. Smith, Agricultural Experimental Station, Newark, Del. 19711).

This project will identify and assess ways in which the rural areas of Delaware can attain full economic potential by: The delineation of rural development regions and the construction of regional economic profiles; the determination and projection of regional growth paths; and the evaluation of alternative regional development policy measures.

Analysis for rural development planning. Oklahoma State University. (D. F. Schreiner and G. A. Doeksen, Agricultural Experiment Station, 107 Whitehurst Hall, Stillwater, Okla. 74075).

Objectives of research in state planning include: (a) projection of state economic variables; (b) formulating alternative state development strategies and projecting levels of economic variables; (c) developing parameters of the state economy; and (d) establishing sensitivities on the state economic variables.

Assessing viability of rural communities in New Mexico. New Mexico State University. (G. E. Carruthers and N. S. Urquhart, Agricultural Experiment Station, Las Cruces, N.M. 88070).

This project will assess viability of six rural communities, identify factors which contribute to socio-economic change, examine viability factors in other selected communities, develop framework for assessing viability, identify alternatives for modifying relative viability of rural communities.

Changes in industrial structure in West Tennessee and its impact on development in rural areas. Tennessee State University. (S. P. Singh, School of Agriculture, Nashville, Tenn. 37203).

This project will obtain information regarding spatial patterns of industrial development and analyze the impact of manufacturing on the income in the rural areas of West Tennessee, during 1960-70 decade.

Community development program effects on land use. Purdue University. (J. C. Callahan, Agricultural Experiment Station, Executive Bldg. Lafayette, Ind. 47907).

This study will determine the social and economic benefits and costs including land use and transportation impacts associated with the extension of water systems into rural areas.

Developing local government action programs for rural development. University of Illinois. (N. G. Krausz, Agricultural Experiment Station, Urbana, Ill. 61801).

This project will determine alternative action programs for various local governments for rural development; make recommendations on a local government structure for action oriented solutions; study possible changes for improved coordination and communication; and analyze the financing scheme as related to responsibility for rural development.

The development of viable employment centers in rural areas. Kansas State University. (G. L. Brinkman and D. B. Erickson, Agricultural Experiment Station, Anderson Hall, Manhattan, Kans. 66502).

This project will evaluate alternative urban and rural settlement patterns necessary to provide satisfactory employment and standards of living for residents of rural areas.

Economic viability of rural communities. University of Wisconsin. (M. L. McMillan and D. W. Bromley, Agricultural Experiment Station, 116 Agricultural Hall, Madison, Wis.)

This project will identify the determinants of economic growth in small rural communities; assess the adequacy of local development policies; establish criteria by which local communities could assess their development potential and define the development program most appropriate to their situation.

The economics of institutional arrangements for viable rural communities in the Great Plains. University of Nebraska. (P. H. Gessaman and M. E. Baker, Agricultural Experiment Station, Lincoln, Nebr. 68508).

This study and others will evaluate the effectiveness and costs of providing selected services and facilities in the Great Plains; determine the present availability and adequacy in selected areas, and categorize elements which reflect quality of selected services and facilities.

An evaluation of rural development efforts in Price County. University of Wisconsin. A. E. Havens et al. Agricultural Experiment Station, 116 Agriculture Hall. Madison, Wis.)

This project will determine the extent to which pilot rural development programs in Price County, Wisconsin enhanced the life chances of county residents, and determine the changes that have been introduced into the rural development program and the extent to which these changes have been effective in terms of local residents' satisfaction with the program.

_____ An evaluation of rural economic growth in a changing economy. University of Georgia. (W. W. Harper, Agricultural Experiment Station, Griffin, Ga. 30212).

This project will discover the interrelationship between the farm and nonfarm economies; evaluate the prospects for decreasing the out migration of people from rural areas; continue movement toward the development of rural economic growth parameters; and ascertain growth pattern likely to guide economic growth and development in rural areas.

_____ Factors affecting rural community viability and rate of growth and decline. University of Illinois. (J. T. Scott and L. P. Fettig, Agricultural Experiment Station, Urbana, Ill. 61801).

This project will compile and report history of growth and decline of rural communities; determine major factors correlated with economic change; estimate economic potential and predict change for different sizes of communities; and recommend policy variables.

_____ Factors influencing rural industrial development. Purdue University. (H. A. Wadsworth, Agricultural Experiment Station, Executive Bldg., Lafayette, Ind. 47907).

This study will identify existing employment patterns by location and type of industry; evaluate economic forces which influence the location of various types of industries; and evaluate the economic and social consequences of industrial development upon the community and surrounding area.

_____ Farm and rural community structure and policy in relation to technology environment. Iowa State University. (E. O. Heady, Agricultural Experiment Station, Bearshear Hall, Ames, Iowa 50010).

This study will develop and apply models expressing interdependence of farm regions and communities for employment, income and economic opportunity; express interdependence among commercial farm policy, public programs related to pollution and environment and measure impacts interregionally; and simulate various policies for commercial agriculture, rural area development and pollution control to evaluate interregional effects and income and employment opportunities.

_____ Financial credit for rural development in South Dakota. South Dakota State University. (S. J. Smith, Agricultural Experiment Station, Brookings, S. D. 57006).

The project will determine financial needs for rural development and how existing financial structures will impede or facilitate economic improvement.

_____ Fiscal structure, rural development, and spatial distribution of metropolitan populations. University of North Carolina. (D. N. Human, Agricultural Experiment Station, Raleigh, N. C. 27600).

The study will investigate determinants of spatial distribution of population and density among urban, suburban, and rural areas of N. C., the impact of alternative fiscal arrangements on land use, rural development, and urban growth and the relationships among population distribution and density and the supply and cost of public services in sparsely populated rural areas.

_____ Incidence and causes of rural poverty and economic benefits of poverty programs. University of Florida. (C. G. Davis and B. R. Eddleman, Agricultural Experiment Station, Gainesville, Fla. 32601).

The project will determine the incidence, characteristics, geographical distribution and major causes of poverty and low income among rural people.

_____ The impact of industrialization on a rural-agricultural social system. University of Illinois. (J. T. Scott and L. P. Fettig, Agricultural Experiment Station, Urbana, Ill. 61801).

The project will determine through an integrated interdisciplinary approach the basic processes of change in a rural socio-economic system undergoing rapid and massive industrialization due to location of steel plant in rural area.

_____ Industrial development in rural communities in Arizona. University of Arizona. (V. A. Christopherson, Agricultural Experiment Station, Tucson, Ariz. 85721).

The objective is to investigate the industrial development and mobility in rural communities of Arizona.

Infrastructure development alternatives in rural areas. University of Minnesota. (W. R. Maki, Agricultural Experiment Station, St. Paul, Minn. 55101).

The project will develop a practical, but comprehensive, analytical framework for assessing capital requirements in rural areas and for identifying cost-reducing alternatives in area infrastructure development, especially roads, schools, hospitals, municipal utilities, airports and parks.

Institutional location in New York State. Cornell University. (D. E. Moore and P. Taietz, Agricultural Experiment Station, Ithaca, N.Y. 14850).

The objective is to discover and measure factors that determine whether institutions such as different types of housing projects, health facilities, environmental controls, welfare organizations, etc. locate in some communities and not others.

Institutional structures for improving rural community services. University of California. (I. Fujimoto, Agricultural Experiment Station, Davis Calif. 95616).

The study will identify the economic demographic, and social characteristics of selected development regions, with special emphasis on the institutional inter-relationships relevant to the provision of selected community services.

Intersectoral analysis and resource development. Purdue University. (J. R. Gordon, Agricultural Experiment Station, Executive Bldg., Lafayette, Ind. 47907).

The project will evaluate economic structure of rural communities; elucidate interaction of the economic and physical systems; and evaluate impacts of alternative development proposals.

Job creation and employment in rural areas. Mississippi State University. (J. C. Crecink, Agricultural Experiment Station, 102 Experiment Station Bldg., State College, Miss. 39762).

The project will determine the impact of job creation and employment on rural development within selected areas of Mississippi through the study of family socio-economic status, labor force participation, employment types, job mobility, training and retraining, and other programs.

Model for the evaluation of government housing actions for the rural population. University of Massachusetts. (D. W. Sears, Agricultural Experiment Station, Amherst, Mass. 01002.)

This project will produce a housing model and associated computer program with substantially more utility for public policy makers (local, regional, State, Federal) than any existing model.

Potentials for rural economic development. University of Georgia. (S. J. Brannen, et al., Agricultural Experiment Station, Athens, Ga. 30601).

This project will identify activities for expanding and improving rural employment opportunities.

Problems of population decline in rural areas. University of North Carolina. (B. L. Gardner, Agricultural Experiment Station, Raleigh, N.C. 27600).

This study will estimate effects in rural areas of rural-urban migration on income to resources, personal income and its distribution, and interaction between economic and demographic variables.

Processes of rural economic change in the Northeast. Pennsylvania State University. (J. D. Jansma, Agricultural Experiment Station. 201 Shields Bldg., University Park, Penn. 16802).

The study will inventory and classify non-metropolitan areas in terms of their changing level and structure of economic activity; determine processes by which rural economic change occurs; indicate the probable direction of future economic changes as areas vary in terms of location, mix of economic activity, institutional structures, and resource bases; and evaluate the effects of institutional changes and policy activities such as planning, taxation, industrial subsidization, and public facility investments on rural economic change.

Regional rural development potentials. University of Minnesota. (V. Morey, et al., School of Agriculture, St. Paul, Minn. 55101).

This project will design a multidisciplinary, decision-oriented research capability for studying rural development potentials under alternative policy and program assumptions.

Residential preferences and attitudes toward rural development programs. (J. J. Zuiches, Michigan State University, Agricultural Experiment Station, East Lansing, Mich. 48823).

This project will conduct a national survey of attitudes toward residential location, examine the determinants of locational preference and choice, and describes attitudes toward population distribution policies and rural development.

_____ Rural community development in Colorado. Colorado State University. (M. D. Vaughn and F. E. Walters, Agricultural Experiment Station, Fort Collins, Colo. 80521).

This project will build an inventory of objective criteria used by firms in making the decision to leave, move to or start up in a rural area and to subsequently recommend approaches rural towns might use to attract industry.

_____ Rural economic impact of new land and water use. Purdue University. (W. L. Miller, Executive Bldg., Lafayette, Ind. 47097).

This project will identify the major new uses being proposed for land and water resources in the rural sector of the U.S. economy, such as, modifying land use to reduce erosion and improve water quality; measure the impact of selected new uses upon the economic aspects of operations of individual firms in the rural sector; and estimate the impact of alternative policies to achieve new land or water use upon the aggregate economic setting in the rural economy.

_____ Rural land use policy in an urbanizing environment. West Virginia University. (D. K. Colyer, Agricultural Experiment Station, Morgantown, W. Va. 26506)

This study will include the identification, description, and classification of public policy issues and the mechanisms being used and proposed to deal with such issues, the development of legally and administratively feasible alternative policies and mechanisms as applied to urbanizing situations, and the assessment of the social and economic impacts of the alternative policies and mechanisms.

_____ Social costs of rural economic development. Purdue University. (V. D. Ryan, Agricultural Experiment Station, Lafayette, Ind. 47907).

This project will determine the effect of rural industrialization on both community size and composition; estimate changes in public services and individual interaction patterns accompanying rural industrialization; evaluate changes found in one and two above in terms of their estimated effects on rural quality of living.

_____ Study effects of selected public programs on personal and geographic income distribution. University of Minnesota. (L. R. Martin, et al., Agricultural Experiment Station, St. Paul, Minn. 55101).

This study will develop methods for estimating the distributional consequences of different kinds of programs; develop methods for ascertaining the economic behavioral responses to the distributional aspects of programs.

_____ Systems analysis for environmental planning and rural development. University of Minnesota. (R. V. Morey, Agricultural Experiment Station, St. Paul, Minn. 55101).

This project will develop and apply models to aid in location and site selection of public and private facilities in rural areas, and to evaluate environmental impacts of proposed projects.

_____ Economic Research Service. Ability of rural families in the Ozark region to finance adequate housing. University of Arkansas. (H. H. Spurlock, U.S.D.A. Economic Development Division, Fayetteville, Ark. 72701).

For the Ozark region, this project will determine the institutional economic, and social factors which affect the supply, demand, and quality of rural housing, and find ways in which these factors can be altered in order to improve the quality of rural housing.

_____ Alternative means of economic development of rural areas. U.S. Department of Agriculture (R. I. Coltrane, Economic Development Division, Washington, D.C. 20250).

This project will evaluate for specific rural areas, including areas designated under the United States Department of Agriculture's rural development programs, a variety of public programs and determine alternatives for raising the level of economic development in rural areas and increasing the income of rural people.

_____ Analysis of water and sewage facilities in rural community and economic development. U.S. Department of Agriculture. (W.G. Miller, Economic Development Division, Washington, D.C. 20250).

This study will describe and evaluate the economic characteristics of water and sewer systems in rural communities, including the costs of providing adequate water and sewer services most efficiently; analyze the adequacy of existing systems and estimate needs for improvement; assess the interrelation-

ships between these services and selected social and economic indicators; and evaluate selected government programs for improving water and sewer facilities.

_____ Economic and social indicators for development in rural areas. U.S. Department of Agriculture. (R. I. Coltrane, Economic Development Division, Washington, D.C. 20250).

This project will delineate, classify, and group counties and multicounty districts; and develop economic indicators and situation statements for local economic areas.

_____ Improving the quality of rural housing. U.S. Department of Agriculture. (R. Bird, Economic Development Division, Washington, D.C. 20250).

This project will determine the institutional, economic, and social factors which affect the supply, demand, and quality of rural housing, and find ways in which these factors can be altered in order to improve the quality of rural housing.

_____ Rural Development Service. Relationship between changes in economic activity and employment in rural multicounty areas. University of Florida. (C. Walden, U.S.D.A. Research Division, Gainesville, Fla. 32601).

This study will determine the effects of changes in the quantity, composition and location of economic activity on the quantity and distribution of employment and income going to rural residents in a multicounty area.

U.S. Department of Commerce. Impact of rural industrial development. University of Wisconsin. (G. F. Summers, School of Agriculture, Madison, Wis.)

In addition to this summary evaluation of industrialization in rural areas, the researchers will provide an in-depth analysis of a case study of the Hennepin area, Putnam County, Illinois, where a steel plant became operational in December 1968.

U.S. Department of Labor. Housing manpower subsidy demonstration. Adams and Brown Co. (C. R. Skinner, Economic Opportunities, Box 78, Decatur, Ohio 45115).

This project will demonstrate the viability of using work and training program enrollees to help construct new housing for the rural poor. The Farmers Home Administration will finance the homes.

_____ Rural industrialization and poverty in the South. University of Texas. (R. Marshall, 200 W. 21st St., Austin, Tex. 78712).

This project will examine the process of rural industrialization over time, developing a model which incorporates industries by wage, skill, union, and such locational characteristics as resource-oriented and market-oriented.

U.S. Department of the Interior. Office of Water Resources Research. Evaluation of North Dakota's first rural water system. North Dakota State University. (W. C. Nelson and R. L. Witz, School of Agriculture, Fargo, N.D. 58102).

The objectives of this proposal are: (1) To develop a guide to assist rural people in forming and operating a water distribution system; (2) To determine what factors influence an individual's decision to participate in a joint water distribution system; (3) To evaluate the rural water distribution system with respect to the delivery of adequate quantity and quality of water to its members; and (4) To analyze the socioeconomic impact of the rural water distribution system on its members and on the community.

U.S. Department of Transportation. South Dakota Model Rural Development. U.S. Department of Transportation. (Office of Environmental and Urban Systems, Washington, D.C.)

An inter-agency funded study (DOT, HEW, HUD, DOL), is being conducted for the development of a comprehensive operational planning system (COPS) which is designed to develop common data modules for a multi-county district in the areas of transportation, economic development, housing, health, education, social services, and manpower.

U.S. National Institute of Mental Health. Causal models of small southern city change: 1960-70. University of Virginia. (W. J. Serow, et al., School of Business Administration, Charlottesville, Va. 22903).

The proposed pilot study is designed to investigate the causes of demographic and economic change, between 1960 and 1970, in small cities located in the South Atlantic and East South Central census divisions.

U.S. National Science Foundation. Research on social service delivery for rural blacks. Mary Holmes College. (M. Z. Davis, West Point, Miss. 39773).

The major objectives of this exploratory project are to ascertain the quality of life and values held by blacks in two rural counties in Mississippi, to identify

the officially stated goals and missions of social service agencies in the counties and to compare the officially stated goals and missions with the aspirations and values of blacks to determine the extent of agreement.

U.S. Office of Economic Opportunity. Upper Cumberland Rural Regional Coordination. Upper Cumberland Development District. (D. Wakefield, et al., Cookeville, Tenn. 38501).

The Upper Cumberland Development District's Regional Coordination project is designed to provide human resource planning within the institutional structure of a 14-county substate region.

Internal Migration

U.S. Department of Agriculture. Cooperative State Research Service. Determinants and consequence of population trends. University of North Carolina. (S. C. Mayo and W. B. Clifford, Agricultural Experiment Station, Raleigh, N.C. 27600).

The project will investigate extent, character, and significance of recent population changes in North Carolina such as composition, residence, migration, fertility, mortality, and rates of growth as these affect the social and economic opportunities of rural people.

_____ Distribution, composition, and major demographic processes of population. Mississippi State University. (M. Elattar and E. S. Bryant, Agricultural Experiment Station. State College, Miss. 39762).

This project will supply population, housing, agricultural, and manufacturing data for the using public (farm operators, businessmen, community leaders, government officials and policy makers) and provide support data for related social and economic (not population) research.

_____ Economic and social significance of human migration for the Western region. University of California. (T.P. Lianos and Q. Paris, Agricultural Experiment Station., Davis, Calif. 95616).

The project will determine the significant factors which influence migration decisions and which can be used to predict the magnitude, routes and timing of migration; and determine the benefits and costs of migration on an individual or family basis.

_____ Economic implications of migration for Eastern Kentucky. (K. Anschel et al., Agricultural Experiment Station, Lexington, Ky. 40506).

The project will examine migration process for selectivity of out-migration and return migration with respect to age, education, sex, occupational skills, and incomes in Eastern Kentucky.

_____ Factors associated with the migration of rural people from selected Mississippi counties. Alcorn Agriculture and Mechanic College. (W. C. Boykin and W. F. Jackson, Lorman, Miss. 39096).

This project will isolate and evaluate selected factors which it is believed, influence people to leave rural areas of Miss. and relate findings to on-going programs of planning and replanning for comprehensive rural area development and to problems of retaining and further development of local human resources.

_____ Migration patterns of the Tennessee population. University of Tennessee. (F. L. Leuthold, Agricultural Experiment Station, Knoxville, Tenn. 37916):

The study will determine for young adults in rural areas relationship of education to migration, relation of migration pattern to occupational selection and level of living, and motives for migration and non-migration.

_____ Population changes in nonmetropolitan areas of Missouri. University of Missouri. (R. R. Campbell and R. L. McNamara, Agricultural Experiment Station, Columbia, Mo. 65201).

The project will determine and analyze demographic changes in Missouri's population in regard to: numbers, distribution and composition—such as age, education, occupation, marital status etc., and study the factors affecting these changes with emphasis on migration and on birth and death rates.

_____ The relation of population to social change in the North Central Region, 1960-70. University of Wisconsin. (G. V. Fuguitt, Agricultural Experiment Station, Madison, Wis.).

The project will compute net migration for the counties, states, and the Region in the decade, 1960-70; identify socio-economic attributes of appropriate areas (counties or groups of counties) associated with varying rates and patterns of migration; analyze factors associated with the growth and decline of different size places; study interrelationships between population and social organization, utilizing census and/or field studies.

_____ Social and economic implications of changing population of Georgia with reference to entire South. University of Georgia. (J. D. Tarver and J. W. Nixon, Agricultural Experiment Station, Athens, Ga. 30601).

The study will determine the effects of recent manpower and other types of governmental policies upon the population trends of counties, particularly rural counties; and determine the precise influence of new capital investment upon the number of workers, total population trends, and incomes of workers.

_____ Economic Research Service. Composition and changes in farm and rural population. U.S. Department of Agriculture. (C. L. Beale and V. J. Banks, Economic Development Division, Washington, D.C. 20250).

This study will develop and improve annual estimates of U.S. farm and rural population, including their composition and movement, and furnish data and analyses on population matters as needed.

_____ Population changes in non-metropolitan towns. University of Wisconsin. (G. V. Fuguitt, Agricultural Experiment Station, Madison, Wis.)

The objectives are to prepare statistics showing rates of population change in non-metropolitan towns from 1960-70, and analyze factors associated with such change.

_____ Rural-urban migration and its poverty dimensions. University of Georgia. (A. S. Lee, Institution for Behavioral Research, Athens, Ga. 30602).

The project will determine the relationships between area of residence, race, poverty and migration from Surveys of Economic Opportunity.

CHAPTER III. RENEWING OLD COMMUNITIES AND CREATING NEW COMMUNITIES

Urban Renewal and Relocation Assistance

U.S. Department of Housing and Urban Development. Economic analyses of urban renewal. University of Texas. (W. R. Hazard, et al., School of Engineering, Austin, Tex. 78712).

The analysis included both quantifiable and non-quantifiable effects of planning, relocation, rehabilitation, land acquisition and sale and other functions of the planned re-development process.

U.S. Department of Labor. An analysis of the impact of urban renewal and highway programs on employment in black-owned businesses. State University of New York. (G. B. Hartmann, Graduate School, Albany, N.Y. 12203).

This appraisal of the employment impact of urban renewal and highway development programs attempts to quantify and describe the characteristics of displaced black employers and employees; analyze patterns of response to displacement; suggest specific Federal relocation measures; and provide a framework for forecasting displacements and the amount of funds required to salvage and upgrade the jobs and business affected.

U.S. National Science Foundation. Social and economic impacts of the Scotlandville bypass. Southern University, Agricultural and Mechanical College. (R. Steptoe, School of Business Administration, Baton Rouge, La. 70813).

The objectives are to: (1) Analyze the effects of relocation on different income and demographic subgroups of the population; (2) Assess the ability and willingness to relocate; (3) Determine the economic and social costs and benefits of relocating; and (4) Show how the costs and benefits vary with the characteristics of the affected households and businesses.

Community Development

U.S. National Institute of Mental Health. Developmental approach to community change. N T L Institute for Ap. Behavioral Science. (D. C. Klein, et al., 1201 16th Street, N.W., Washington, D.C. 20036).

The project will be completing the action phase of work with three inner city neighborhood groups and teams of workers from three city agencies—police, welfare, and recreation. A final report will be prepared covering the model used, nature of interventions, research findings, and possible implications for future research and community intervention approaches elsewhere.

_____ Information, values, and urban policy formation. University of North Carolina. (K. A. Ostrom, Urban Affairs and Community Services Center, Raleigh, N.C. 27607).

The major research objective is to ascertain how information resources in an urban environment can be organized to encourage the participation of various publics in the political process.

— Residential mobility and neighborhood change. University of Pennsylvania. (S. Gale, School of Commerce, 203 Logan Hall, Philadelphia, Pa. 19104).

The research is a two-part investigation of (i) the pattern of occupancy shifts in different categories of dwelling units and (ii) the temporal and spatial structure of residence change for different population sub-groups.

U.S. Environmental Protection Agency. Neighborhood groups in land development. University of Michigan. (C. H. Tilly, School of Arts, Ann Arbor, Mich. 48104).

This research focuses on the urban neighborhood as the focus of environmental concern; and tries to understand why certain neighborhoods organize to preserve natural features within their boundaries, while other neighborhoods do not.

U.S. National Science Foundation. The effect of special revenue sharing—block programs on community organization—a case study. Stanford Research Institute. (J. Sneed and S. Waldhorn, 333 Ravenswood Avenue, Menlo Park, Calif. 94025).

The continuation of a descriptive study of a uniquely successful community organization's efforts to influence local policymaking and planning.

— Neighborhoods and community decision making. University of Pennsylvania. (J. W. Byler, and S. Gale, Graduate School, 203 Logan Hall, Philadelphia, Pa. 19104).

These three studies are part of a general investigation which is developing models of the processes of residential mobility and occupancy change. The theses will deal with such issues as mechanisms for resolving local level conflicts over the allocation of community resources, the processes of neighborhood change, and the patterns of stratification in urban labor and housing markets.

Poverty

U.S. Department of Agriculture. Cooperative State Research Service. Paths out of poverty. Rutgers the State University. (D. W. Thatch, Agricultural Experiment Station, Old Queens Building, New Brunswick, N.J. 08903).

This project will analyze the social and economic benefits and costs of various direct action programs and use the results of the prior analysis to improve existing and design other programs so that they more effectively meet the needs of the impoverished.

U.S. Department of Commerce. Economic Development Administration. Assessing the regional effects of income maintenance programs. Rand Corporation. (J. Davanzo, et al., 1700 Main Street, Santa Monica, Calif. 90406).

This project will estimate econometric models of labor supply and migration to determine the regional effects of alternative income maintenance programs.

U.S. Department of Health, Education and Welfare. Social and Rehabilitation Service. Improving social-service agency administration. Human Resources Research Organization. (J. A. Olmstead, 300 North Washington Street, Alexandria, Va. 22314).

This work will consist of five tasks: a. Finalize research strategy, revise data-collection instruments, and plan data analysis; b. Conduct field study of income-maintenance agencies; c. Complete additional analyses of service-delivery study data; d. Develop training and self-help materials; and e. Prepare a final technical report.

U.S. Department of Justice. Prescriptive program packages. Urban Institute. (J. S. Wholey, 2100 M Street, N.W., Washington, D.C. 20015).

The objective is to assist decision-makers in selecting appropriate projects and to provide guidance for their implementation and evaluation. The models prepared by the Urban Institute will be of two types: evaluation and the use of information for planning purposes and the testing of "hypotheses about crime control."

U.S. Department of Labor. Employer tax credit and the employment of WIN registrants. University of Minnesota. (G. Seltzer, School of Business Administration, 105 Morrill Hall, Minneapolis, Minn. 55455).

This project will investigate the impact and extent of usage of the recently enacted WIN II tax credit for hiring and retaining WIN participants.

— Feasibility study for the introduction of vouchers into the work incentive program. Bureau of Social Science Research, Inc. (L. M. Sharp, 1990 M Street, N.W., Washington, D.C. 20036).

The objectives of this grant are: (1) To determine the feasibility of an experiment in the use of vouchers for the purchase of manpower training services by WIN enrollees; (2) to estimate the administrative costs and benefits of using vouchers in comparison with current WIN practice; and (3) to develop a detailed design for the formal experiment.

— Manpower research and the formation of manpower policy. National Manpower Policy Task Force. (Sar Levitan, 818 18th Street, N.W., Washington, D.C. 20006).

Working closely with Government and the research community, the National Manpower Policy Task Force is reviewing current manpower information and assessing it in relation to the need for new policies, programs, and research.

— Multiproject demonstration of manpower development. North Carolina Manpower Development Corporation. (Chapel Hill, N.C. 27414).

This project is developing and assessing the means by which a State can acquire further capability for the planning and delivery of manpower services.

— The potential of wage subsidies. University of Wisconsin. (Dr. J. H. Bishop, Institute for Research on Poverty, Madison, Wisconsin 53706).

This study will examine the effects of wage subsidies as an alternative form of supplementing the incomes of AFDC recipients. It will: (1) Provide a model of low-wage labor markets and an evaluation of the wage rates and employment effects of wage subsidy policies; (2) estimate the impact of wage subsidies on the income distribution and employment experience of low-wage workers; and (3) determine the extent to which low-wage workers will be substituted for capital or higher-skilled workers because of wage subsidies.

— Static and dynamic labor supply functions and public policy models. Washington University. (Dr. E. D. Kalachek, Lindell and Skinker Boulevard, St. Louis, Mo. 63130).

This project is seeking to improve methods of labor supply estimations and to construct a framework for using labor supply functions in the analysis of public policy problems.

U.S. National Science Foundation. Analysis of alternative regulatory structures for legal service plans. American Bar Foundation. (S.L. Kimball, 1155 E. 60th Street Chicago, Illinois 60637).

The basic objective of this study is to determine effective and equitable regulatory options for different kinds of plans. The output will be an array of regulatory options that combine effective protection and desirable flexibility with continued latitude for experimentation with delivery of such services to the public.

— Economic analysis of law. National Bureau of Economic Research, Inc. (W.M. Landes and R.A. Posner, 261 Madison Avenue, New York, N.Y. 10016).

This research falls into three broad areas that are highly interrelated and complementary: Economic analysis of crime, economic analysis of legal decision-making, and economic analysis of legislation and its enforcement.

— Innovative resource planning in urban public safety systems. Massachusetts Institute of Technology. (R.C. Larson, School of Engineering, Cambridge, Mass. 02139).

The major purpose of this research is to assist policy makers in urban public safety systems make more effective, efficient and equitable decisions regarding deployment of their men and vehicles to answer the needs of the community for urban public safety services, specifically police protection and emergency medical service.

Urban Economic Development

U.S. Department of Labor. A determination of investment priorities in urban black communities. Princeton University. (V.J. Dixon, 205 Nassau Hall, Princeton, N.J. 08540).

This study considers the following investment possibilities: 1) Training unskilled workers for jobs located primarily outside their community; 2) inducing outside firms to relocate or open branch plants in the ghetto; 3) subsidizing resident-owned business; or 4) some combination of these possibilities.

— A study of ghetto economic corporations. Brandeis University. (J. Hopps, School of Social Welfare, Waltham, Mass. 02154).

U.S. National Institute of Mental Health. Alternative inner city policy futures. Bureau of Social Science Research, Inc. (L.A. Curtis, et al., 1990 M Street, N.W., Washington, D.C. 20036).

The objective is to search for consensus on policy strategies for the nonwhite ghetto-slum or at least to clarify the parameters of disagreement and the potential for productive tradeoffs.

U.S. Office of Economic Opportunity. Special impact—community development corporation. Denver Community Development Corporation. (4142 Tejon Street, Denver, Colorado 80211).

This program is testing the concept of a community-owned and operated economic development effort and the mode of the CDC. The premise of the program is to provide adequate resources to CDC's to meaningfully address the critical problems of chronic unemployment, underemployment, dependency and rising community tensions.

New Communities

U.S. Department of Agriculture. Cooperative State Research Service. Assessing the impact on rural communities of urbanization policies using gaming simulation. University of Wisconsin. (J.L. Moore, Agricultural Experiment Station, 116 Agriculture Hall, Madison, Wisc. 53706).

The objectives of this study are (1) To explore alternative forms of organization of "urbanizing" rural regions based on functional and spatial definitions of communities of interest, testing effectiveness through gaming simulation; (2) To develop policies and plans for new community development in an urbanizing rural region based on new organization, exploring implementation strategies through gaming simulation; and (3) To explore gaming simulation itself as a tool for testing the implications and effectiveness of policy decisions.

U.S. Department of Health, Education, and Welfare. Public Health Service. Racial and socio-economic pluralism in a new town. University of Massachusetts. (P.H. Rossi, School of Arts, Amherst, Mass. 01002).

U.S. National Institute of Mental Health. Study of social planning. (A. Kravitz). "The Contractor shall conduct a study and deliver a report on Social Planning Input to the New Communities Development Process."

— Teenage youth in a new town setting. Coral I. I. (D.C. Klein, Old North Road, Oakland Manor, Ellicott City Md. 21044).

The primary research objective is to describe teenage youth in the new town of Columbia, Maryland. Answers to the following questions will be sought: (1) What are the recreational, social, racial and sexual patterns of youth; (2) Are there differences in the interactions of youths of different socioeconomic levels; (3) How much of a role do seasons play in the interaction patterns; (4) What are the major adequacies/deficiencies in planning for youth in Columbia?

U.S. National Science Foundation. Seminar on models for community development. National Academy of Sciences. (R.M. Dillon, 2101 Constitution Avenue, N.W., Washington, D.C. 20037).

— A systemic approach to new city design. University of Virginia. (J.E. Gibson, Garrett Hall, Charlottesville, Va. 22903).

This project represents the most recent part of efforts to produce methodologies for large scale system analysis, to develop methods of interdisciplinary group research and select appropriate social science methodologies for large city design and urban development.

CHAPTER IV. TOWARD A DECENT HOME

Federal Housing Policy

U.S. Department of Commerce. National Bureau of Standards. Housing technology. U.S. Department of Commerce. (J. G. Gross, National Bureau of Standards, Washington, D.C. 20234).

The FY 74 activities concentrated on refining high priority research projects for housing, advancing mobile home research planning, and continued investigatory activities for solar energy.

U.S. Department of Housing and Urban Development. Administrative agency experimental program. Jacksonville City Government. (220 E. Bay Street, Jacksonville, Fla. 32202).

This project will provide for the administration and assurance of data collection of the Experimental Housing Allowance Program which in turn provides direct payments to families to help defray their rental expenses.

— Administrative agency experimental program. Housing Authority of City of Salem. (Salem, Ore.)

This project will provide for the administration and assurance of data collection of the Experimental Housing Allowance Program which in turn provides direct payments to families to help defray their rental expenses.

— Analytical study of feasibility of housing assistance. Massachusetts Institute of Technology. (Joint Center for Urban Studies, 66 Church Street, Cambridge, Mass. 02139).

— Development of a housing information and referral system. State Government. (300 W. Harrison Street, Olympia, Wash. 98119).

The project will develop a Housing Information Telephone Service and Data Center which will benefit HUD by providing data for determining the effectiveness of HUD housing programs through "feedback" from the consumer.

— Housing allowance agency experiment. A B T Associates Incorporated. (55 Wheeler Street, Cambridge, Mass. 02138).

Phase I will evaluate the effectiveness of various agencies (State, Metropolitan and Non-Profit Institutions) in administering Housing Assistance. Phase-II will design, plan and conduct an evaluation of the Administrative Agency Experiments which provide direct assistance to families in need to enable them to live in decent housing.

— Assessment of the character and trends of housing technology and industrialized building of housing in the United States. University of Texas. (Prof. J. N. Thompson, et al., School of Engineering, 200 West 21st Street, Austin, Tex. 78712).

The purpose of this study is to develop programmatic guidelines for HUD housing policy in 1973-74. Six policy-related problems are addressed, including:

1) The current state of the art in housing technology and industrialization and

2) The nature and extent of government contribution to the state of the art.

— Compendium of test methods used in Operation Breakthrough. U.S. Department of Commerce. (D. Waksman, National Bureau of Standards, Washington, D.C. 20234).

A compendium summarizing the laboratory testing conducted under the auspices of Operation Breakthrough is being prepared for publication by HUD. The document will summarize the testing procedures used and discuss in detail the philosophy and rationale behind the testing and evaluation program.

— Feedback on Jersey City operation Breakthrough. U.S. Department of Commerce. (S. Margulis, National Bureau of Standards, Washington, D.C. 20234).

This project will interview Jersey City residents to assess their views and behavioral reports. These will be assembled in a feedback report, one of a HUD series, addressed to the general public interested in better housing.

— Project Feedback. U.S. Department of Commerce. (E. A. Svenson, National Bureau of Standards, Washington, D.C. 20234).

The project objectives are to validate selected performance criteria by examining Operation Breakthrough Phase II Housing in use; to evaluate innovative industrialized housing in relation to conventional housing; and to communicate relevant information to architects, builders, manufacturers and consumers.

Housing for Low-Income Families

U.S. Department of Agriculture. Cooperative State Research Service. Decision-making and buying practices of consumers concerning purchase of single family homes. University of Maine. (P. K. Schomaker, Agricultural Experiment Station, 36 Winslow Hall, Orono, Me. 04473).

This project will determine if decision-making practices of lower-income families differ from those of medium-income families; if the buying techniques of lower-income and medium-income families differ; and if the emphasis in consumer education of lower-income families should be on buymanship and/or decision-making. It will also develop techniques that will help lower-income families make the best possible use of their incomes.

— Impact of federal housing programs on the provision of housing for low-income households. University of California. (S. Lane, Agricultural Experiment Station, Davis, Calif. 95616).

This project will determine and quantify where possible the effect of selected subsidy programs providing and improving housing for low-income households, particularly rural households; compare various federal subsidy programs designed to provide improved housing for low-income households and ascertain why one was more effective than another; and formulate and recommend policy changes that will result in the additional provision for and improvement of housing for low-income households.

Physical, social and economic aspects of functional housing for low-income families. Virginia Polytechnic Institute. (J.E. Montgomery, School of Agriculture, Burruss Hall, Blacksburg, Va. 24061).

This project will develop and evaluate concepts for low-income housing, construct and evaluate prototypes of houses and components, and develop a retrieval system for housing information.

Quality housing environment for low-income families. University of Georgia. (J. J. Mize, et al., Agricultural Experiment Station, Athens, Ga. 30601).

The objectives are to: 1) Identify housing related aspirations, expectations, needs and satisfactions of low-income families and examine limitations to the attainment of quality housing; 2) Formulate and evaluate innovative delivery systems in production, marketing, and financing in order to improve housing conditions; 3) Formulate and evaluate innovative techniques and delivery systems for the transferral of housing information; and 4) develop and determine acceptability and economic feasibility of innovative designs, materials and building techniques.

U.S. Department of Housing and Urban Development. Failure identification and analysis/mobile homes. U.S. Department of Commerce. (J. Pielert, National Bureau of Standards, Washington, D.C. 20234).

The project is organized around the following objectives: 1) identification of performance problems; and 2) determining their relationship to ANSI A119.1 Standard for Mobile Homes, Regulatory Programs, and Mortgage Insurance Requirements. The approach to be used is to analyze existing mobile home performance data from HUD and the private sector along with the physical inspection of mobile homes.

Housing management. Hartford Housing Authority. (425 Flatbush Avenue, Hartford, Conn. 06106).

The project will design, implement, monitor and document a comprehensive public housing management system that provides increased tenant services on a cost-effective basis.

U.S. National Science Foundation. An evaluation of a pilot test of the "defensible space" hypothesis in urban structures. Center for Research Security Design. (O. Newman, 853 Broadway, New York, N. Y. 10003).

The first objective of this research project is to create methods for evaluating whether physical modifications to the living environment will encourage residents of public housing to adopt proprietary attitudes and protective control over their living space. The second objective is to conduct the pilot evaluation to ascertain the extent to which the residents whose living environments have been modified according to the "defensible space" hypothesis alter their behavior as outlined above.

Exploration, design, construction and evaluation of solar energy systems for the heating and cooling of mobile homes. General Electric Company. (J.F. Ladd, 3198 Chestnut Street, Philadelphia, Pa. 19101).

In a first step, alternative approaches to the incorporation of solar energy systems into mobile home configurations will be evaluated within the limitations of structural and functional constraints, market potential, and cost targets. Subsequently, the system which appears most compatible with current and projected mobile home design and construction practice will be designed and fabricated. Performance tests will then be conducted to evaluate the resulting mobile home system in terms of heating and cooling operating effectiveness and costs.

U.S. Office of Economic Opportunity. Anne Arundel County Economic Opportunity Committee, Inc. Anne Arundel County Economic Opportunity Committee. (S. McMillan, et al., 145 W. Annapolis, Md. 21401).

The Anne Arundel County Economic Opportunity Committee, Inc. is in the process of developing 40 units of low-cost housing for the poor under the OEO grant. One of the many problems confronting the grantee concerning this effort is the development of a sewage plant. The State Department of Health and Public Works, together with the Environmental Protection Agency, gave a grant to the project to have installed a sewage treatment plant.

Housing (General)

U.S. Department of Agriculture. Cooperative State Research Service. Housing improvement and family life in a staygrant community. Cornell University. (M. Winter and E. Wiegand, Agricultural Experiment Station, Ithaca, N. Y. 14850).

This project will assess the financial decision-making necessary to achieve improved housing conditions, and determine the effects of better housing on selected aspects of family life.

— Maintenance aspects of owned, single family dwellings related to selected economic factors. Ohio State University. (R.E. Deacon and F.M. Firebaugh, Agricultural/Research and Development Center, Wooster, O. 44691).

This project will develop measures for and examine interrelationships of a consumption-investment orientation scale, foresight ability, family composition, attitudes, socio-economic status, maintenance skills, urban or rural location, housing value and condition.

U.S. Department of Commerce. National Bureau of Standards. Economics of abandonment and rehabilitation. U.S. Department of Commerce. (H.E. Marshall, National Bureau of Standards, Washington, D.C. 20234).

The objectives of this project are to provide a description of factors that induce owners to abandon, maintain, or rehabilitate their units, and to identify incentives that will encourage property owners to make housing maintenance decisions that are socially efficient.

U.S. Department of Housing and Urban Development. Annual housing survey. U.S. Department of Commerce. (Bureau of the Census, Washington, D.C. 20233).

The project will provide a current and on-going series of data on the size, composition and pricing of the housing inventory, changes in the inventory, number of vacancies, physical condition of the inventory and occupant characteristics.

— Building concepts used in BREAKTHROUGH. U.S. Department of Commerce. (J. Pielert, National Bureau of Standards, Washington, D.C. 20234).

New ideas or techniques not widely used in the housing industry (but tried on Operation BREAKTHROUGH) will be identified. These techniques will be documented in a format useful to builders and a highly illustrated handbook type document produced.

— HUD long range research. U.S. Department of Commerce. (J.G. Gross, National Bureau of Standards, Washington, D.C. 20234).

An agreement was reached with HUD to plan, conduct, and manage research programs in support of the BREAKTHROUGH design criteria. The projects to be selected would run generally two to four years and would be oriented toward solving high priority research needs as identified jointly by NBS and HUD.

— Long range research in housing technology. U.S. Department of Commerce. (National Bureau of Standards, Washington, D.C. 20234).

The purpose of the project is to apply advances in technology to housing construction, rehabilitation, and maintenance and to urban development activities.

U.S. Department of Agriculture. Economic Research Service. Residential preferences of the American population. University of Wisconsin. (G. V. Fuguitt and J. J. Zuiches, Agricultural Experiment Station, 116 Agriculture Hall, Madison, Wisc.).

This project will obtain additional and clarifying information on residential preferences of the population, the incidence of preferences for rural and small town residence, the reasons for these preferences, their intensity, the background of people holding them, and other factors that define the real meaning and potential of these preferences.

U.S. National Institute of Mental Health. Trade-off preferences in residential environments. University of Southern California. (T. K. Banerjee, et al.; Graduate School, 3551 University Avenue, Los Angeles, Calif. 90007).

The research investigates user-preferences for neighborhood environments as a basis for analyzing, critiquing, and where pertinent, for reformulating traditional planning standards currently used by the environmental design profession.

U.S. National Science Foundation. Neighborhoods, political jurisdictions and urban residential location. Rand Corporation. (B. Ellickson and P. Morrison, Rand Corporation, 1700 Main Street, Santa Monica, Calif. 90406).

The objective of this research is the development of a theory of residential spatial structure that recognizes the joint impact of access, age of stock, neighborhood and local political jurisdictions on residential choice. A direct test of the significance of neighborhood and public sector attributes on residential location is required.

— Research initiation—a decision-making mechanism for housing. Wayne State University. (A. J. Flechsig, School of Engineering, 5950 Cass Avenue, Detroit, Mich. 48202).

The purpose of the research is to develop a quantitative and qualitative model of the housing process. It will determine the significant factors affecting the housing process and develop the interactions between them.

CHAPTER V. IMPROVING THE ENVIRONMENT

Energy

U.S. Department of Commerce. National Bureau of Standards. Economics of energy conservation. U.S. Department of Commerce. (H.E. Marshall, National Bureau of Standards, Washington, D.C. 20234).

The objective of this project is to evaluate alternative building designs and equipment in terms of energy savings (benefits) and costs.

U.S. Department of Housing and Urban Development. HUD-modular Integrated Utility System program. Oak Ridge National Laboratory. (A. J. Miller, P.O. Box X, Oak Ridge, Tenn. 37830).

The Modular Integrated Utility System (MIUS) is directed at providing utility service for communities of limited size, and to provide these services: (1) in an improved manner with advantages in total cost, decreased environmental impact and increased efficiency in the utilization of natural resources; (2) at a pace equal to the rate of growth of a development; and (3) to make available land for development that is not being serviced by conventional utility systems.

— MIUS—feasibility demonstration. U.S. Department of Commerce. (L. F. Bate, et al., National Bureau of Standards, Washington, D.C. 20234).

NBS will conduct the monitoring and evaluation of the plant with a level and type of input similar to that in the Total Energy Demonstration.

— Modular integrated utility system. U.S. National Aeronautics and Space Administration. (B. Leefer, Lewis Research Center, Cleveland, O.).

Overall objective and scope is to develop complexes (housing, offices, shopping centers, towns, hospitals, etc.) which would consume minimum quantities of outside energy, particularly in the form of exhaustible types of fuels and impose minimal additional loadings on the surrounding environment.

— Oak Ridge National Laboratory. Oak Ridge National Laboratory. (A. J. Miller, P.O. Box X, Oak Ridge, Tenn. 37830).

The MIUS Program goals are to demonstrate the technology and economics of the MIUS under actual use conditions.

— Optimization of energy utilization in single-family residences. Hittman Associates Incorporated. (D. G. Harvey, 9190 Red Branch Road, Ellicott City, Md. 21043).

An analysis is being performed to identify and quantify the components of the total energy balance in residences and to assess the effectiveness of various technological innovations in optimizing energy utilization.

— Research evaluation of a system of natural air-conditioning with solar energy as the power source. California State University and Colleges. (K. L. Haggard, Undergraduate School, San Luis Obispo, Calif. 93402).

The objective is to increase the capability of HUD to assess the efficacy of new technologies in the field of thermal home heating and air-conditioning in HUD's continuing efforts help improve the environment through improved technology in housing.

— Total energy systems. U.S. Department of Commerce. (J. B. Coble, National Bureau of Standards, Washington, D.C. 20234).

Project objectives are (1) Evaluate the feasibility of total energy application to residential developments; (2) Prepare performance specification for total energy system, review design specifications, monitor factory tests of equipment; (3) Design instrumentation, monitor installation; (4) Evaluate thermal performance of plant and components, energy conservation, load profiles of high-rise apartments, environmental factors, costs and maintenance; and (5) Evaluate broader use of T.E. and MIUS systems.

U.S. Environmental Protection Agency. State of the art—surface mining pollution control. U. S. Environmental Protection Agency. (E.C. Grim, National Environmental Research Center, 5555 Ridge Avenue, Cincinnati, O. 45213).

The purpose of this project is to prepare a report on State of the Art for surface mining pollution control. It will provide up-to-date procedure for maximum, solid, mineral recovery while providing the best available reclamation techniques for the surface mined areas.

U.S. National Science Foundation. Energy conservation in housing. U.S. Department of Commerce. (J.E. Snell and F.J. Powell, National Bureau of Standards, Washington, D.C. 20234).

This research is the continuation for a second year of a study of energy utilization in a new planned urban development (PUD), Twin Rivers, New Jersey.

Energy conservation in public housing. Aerospace Corporation. (S.I. Firstman, P.O. Box 95085, Los Angeles, Calif. 90045).

The proposed project will study local housing project management practices with respect to energy in the cities of Los Angeles, Atlanta and Chicago.

The Governors' Energy Project. Council of State Governments. (E.F. Rovner, 1150 17th Street, NW., Washington, D. C. 20036).

In this project, the National Governors' Conference proposes to establish and implement a mechanism to coordinate state efforts in the energy field in relationship to each other and to the federal government.

Institutional aspects of siting problems. California Institute of Technology. (L. Lees, Graduate School, 1201 E. California Boulevard, Pasadena, Calif. 91109).

This research examines the effects of social and governmental bodies on the process of selecting and approving sites for generating plants and offers suggestions for streamlining it.

Land use, energy flow, and decision making in human society. University of California. (K.E. Watt, School of Letters, Davis, Calif. 95616).

The overall objective of this research project is to develop a hierarchical system model of land use and energy flow which has the capability to produce policy oriented simulators, the results of which can be used by policy makers to help solve the pressing environmental and energy related problems we face today.

Land Use Planning

U.S. Department of Agriculture. Cooperative State Research Service. Agricultural land in urban development: Analysis of present trends and alternative use policies. University of Illinois. (W. D. Seitz, Agricultural Experiment Station, Urbana, Ill. 61801).

The study will survey and analyze value judgments concerning desired land use patterns; determine the nature, extent and patterns of change in land use over the last fifteen to twenty years; and develop and analyze alternative means of modifying land use needs and goals.

Economic effects of alternative means of influencing land use patterns. University of Maine. (J. Delphendahl, Agricultural Experiment Station, 36 Winslow Hall, Orono, Me. 04473).

The project will discern and describe the patterns and processes by which land is converted from farm uses to non-farm uses or idleness in the expanding rural-urban fringe; and evaluate the benefits and costs (social and private) of zoning regulations as a means of influencing land use patterns.

Economic effects of use value assessments on land use patterns. University of Connecticut. (I. F. Fellows, Agricultural Experiment Station, Storrs, Conn. 06268).

The study will determine agricultural use value of land by land capability class, type of farming area, size of farm and location; determine the effects of use value assessments of agricultural land on the local tax base; measure the effects of use value assessments with and without roll-back features on local government revenues and the incidence of the tax burden.

Land-use choices accompanying urban expansion into rural areas. University of California. (R. G. Lorentson, Agricultural Experiment Station, Berkeley, Calif. 94720).

This study will improve upon the existing theoretical framework for the analysis of factors which are responsible for the types of land-use patterns resulting from urban expansions into previously rural-areas.

Land-use models for residential development in rural-urban fringe areas. University of Tennessee. (I. Dubov, Agricultural Experiment Station, Knoxville, Tenn. 37916).

The objectives are to: delineate potential residential development sites in a given study area; identify public land-use constraints on development; establish criteria for optimal residential development in terms of needed services; establish number, type, size, and location of residential development units that would optimize residential development at minimum cost and to minimize urban sprawl.

Land use planning—growth alternatives on the rural-urban interface. University of Massachusetts. (B. C. Field, et al., Agricultural Experiment Station, Amherst, Mass. 01002).

The project will provide a guide for alternative land use policy for governmental decision makers for the rural-urban fringe with zoning and tax rates as decision variables subject to probabilistic growth patterns and minimal open land restrictions.

Land valuation and transfer processes. University of Minnesota. (P. M. Raup, Agricultural Experiment Station, St. Paul, Minn. 55101).

This project will expand and maintain time series data on rural real estate values; collect and analyze periodic data on lease and rental markets; develop contacts with tax officials, assessing officers and other users of land value data to generate feedback effects to improve research approaches, and initiate studies of land transfer processes to include sales, lease, and inheritance.

Rural land use policy in an urbanizing environment. Cornell University (H. E. Conklin, and W. R. Bryant, Agricultural Experiment Station, Ithaca, N.Y. 14850).

The objectives are identification, description, and classification of public policy issues and mechanisms relative to agricultural land use in the urbanizing Northeast; development of legally and administratively feasible alternative policies and mechanisms for affecting agricultural resource use as applied to urbanizing situations, and assessment of the social and economic impact of alternative policies and mechanisms with respect to utilization of agricultural land in an urbanizing environment.

Economic Research Service. Analysis of land use control measures. U.S. Department of Agriculture. (W. D. Anderson, Natural Resource Economics Division, Washington, D.C. 20250).

The project will appraise the status of and analyze developments in rural zoning enabling statutes and zoning ordinances, and analyze what is being done under rural zoning ordinances.

U.S. Department of the Interior. Office of Water Resources. Land use patterns affecting water and sewage system costs. Virginia Polytechnic Institute. (J.W. Dickey, School of Architecture, Burruss Hall, Blacksburg, Va. 24061).

The proposed research plan involves: (1) Development of cost models for water and sewerage facilities and services; and (2) Use of these models in TOPAZ (Technique for the Optimal Placement of Activities in Zones) to help determine the arrangement of land use activities in an urban area that would lead to reductions in these costs.

State land use and related water use planning and development control in New York—an evaluation of the Adirondack process. State University of New York. (R. J. McNeil and M. K. Heiman, School of Agriculture, Ithaca, N.Y. 14850).

Information from this venture and additional investigations will be used to: (1) analyze and evaluate past and present efforts taken by the state pertaining to land use planning and development controls; (2) appraise the strengths and weaknesses of various suggested alternatives; and (3) develop conceptual and operational strategies pertaining to model plan formation and implementation.

U.S. National Aeronautics and Space Administration. Los Angeles County land use analysis. California Institute of Technology. (M. E. Alper, 1201 East California Boulevard, Pasadena, Calif. 91109).

The objectives of this project include a short-range task of developing a land use information system for the Los Angeles Santa Monica Mountains and the initialization of a longer range plan for a Los Angeles City geographically-based urban information system.

U.S. National Science Foundation. Impact of economic development and land utilization policies on the quality of the environment with initial application to New England. Center for Environmental and Man Incorporated. (G. M. Northrop, 275 Windsor Street, Hartford, Conn. 06120).

The investigation will center around the conversion of "excess property" portions of Westover Air Force Base in the Springfield area to new industrial, commercial and recreational activities.

Land-use effects of federal tax policy. U.S. Council on Environmental Quality, (E. H. Clark, 722 Jackson Place, N.W., Washington, D.C. 20006).

This project is to analyze the land-use incentives contained in federal tax policy, including a detailed case study of the timing, sequence, scale and location of land conversion in the Baltimore area and an attempt will be made to single out the role that federal tax incentives played in shaping growth.

Land use, energy flow, and decision making in human society. University of California. (K. E. Watt, School of Letters, Davis, Calif. 95616).

The overall objectives of this research project is to develop a hierarchical system model of land use and energy flow which has the capability to produce policy oriented simulators, the results of which can be used by policy makers to help solve the pressing environmental and energy related problems we face today.

A systemic approach to new city design. University of Virginia. (J. E. Gibson, School of Arts, Charlottesville, Va. 22903).

This project develops the application of system theory to city design and urban planning. It presents a universal theoretical treatment of the problem in contrast to existing work on practical aspects only.

Urban economics. Massachusetts Institute of Technology. (J. Yellin, School of Humanities, 77 Massachusetts Avenue, Cambridge, Mass. 02139).

This research deals with the theory of transport cost, land use, and income and population distribution within urban areas, and also with the interaction of these variables with changing patterns of residential segregation by income and race.

Water Pollution Control

U.S. Corps of Engineers. Ecological models and environmental studies. U.S. Army. (L. L. Daggett and M. B. Boyd, Waterways Experiment Station, P.O. Box 631, Vicksburg, Miss. 39180).

The objectives of this work unit is to develop mathematical modeling and simulation techniques to aid in the planning and design of projects to solve water-related environmental problems.

U.S. Department of the Interior. Office of Water Research and Technology. Identification of the social, economic, and political causes of lake environmental problems in a rural community and remedial measures. Fairmont City Government. (D. W. Barr, City Hall, Fairmont, Minn. 56031).

The basic purpose of the research work is to: 1. Identify the community actions which have contributed to lake environmental problems in an agricultural watershed; 2. Examine the economic and social factors which cause these actions to be adopted by the community; 3. Examine the changes in community action necessary to correct the lake environment problems; and 4. Examine the economic, social, and political reactions to such corrective actions.

The politics of water pollution. University of Connecticut. (School of Liberal Arts, Storrs, Conn. 06268).

It is the goal of this project 1) to examine in depth and then to analyze the decision-making process involved in the passage of Connecticut's 1967 Water Pollution act, and 2) to examine the politics of the implementation of this act through the end of the calendar year 1970.

A study of a systematic compilation of water quality control law rights and responsibilities. University of Hawaii. (H. Yamauchi and N. Milner, School of Agriculture, Gilmore Hall, Room 101, Honolulu, Hawaii 96822).

The objective of the proposed project is a compilation of rights and responsibilities—public and private—as relates to water quality control and water resources management.

Water quality status and trends in Minnesota—social dimensions. University of Minnesota. (R. E. Rickson, et al., Graduate School, 321 Johnston Hall, St. Paul, Minn. 55101).

The objective of the proposed research project is to measure the level of public knowledge about water quality by means of a standardized water quality scale.

Office of Water Resources Research. An economic evaluation of water quality management systems. Clemson University. (H. H. Macaulay and B. Yandle, School of Management, Tillman Hall, Clemson, S.C. 29631).

This study seeks to: (1) Develop a theoretical framework for making an economic evaluation of the various water quality management systems; (2) Conduct an international survey of systems presently used, identifying historical, legal, political, and economic factors giving rise to these systems; and (3) Categorize the various approaches, identify the sources of economic efficiency and inefficiency inherent in each, and demonstrate the elements of each system which could be used in a system in the United States.

Environmental impact statements in water resource planning. University of North Carolina. (N.M. Hufschmidt, Graduate School, Chapel Hill, N.C. 27514).

The objective of the project is to analyze the role of environmental impact statements required by the U.S. Environmental Quality Act of 1969 and by the North Carolina Environmental Policy Act of 1971 in water resource planning and decision-making, with special reference to North Carolina.

A general evaluation of a systems approach to West Virginia water pollution abatement. West Virginia University. (A.H. Montgomery, Water Research Institute, Morgantown, W. Va. 26506).

The study will identify parameters and patterns which indicate success and failure in the systems approach to water pollution abatement, and infer whether the measures which characterize West Virginia suggest that benefits can be attained by utilizing this approach.

Intergovernmental relations and project grants—the politics of water effluents. University of California. (M.D. Reagan and S. Edner, Center for Studies Intergovernmental Relations, Riverside, Calif. 92502).

The proposed research utilizes archival documentary analysis, supplemented by extensive interviewing with governmental and interest group officials, directed toward analysis of administrative-political complexities in federal-state relations pertaining to the development and approval of water pollution control plans under grants authorized by P.L. 84-660 (Water Pollution Control Act).

Powers of the state of Kentucky in implementing an effluent tax as a part of an interstate Ohio river basin water pollution control program. University of Kentucky. (A.L. Morse and E. Ziegler, School of Law, Limestone and Euclid, Lexington, Ky. 40506).

This study centers around the powers of the State of Kentucky and its governmental units to impose an effluent tax as a part of a total interstate Ohio River Basin water pollution control program.

Public participation in water pollution control policy and decision-making. University of North Carolina. (D.H. Howells, School of Agriculture, Raleigh, N.C. 27607).

The project will provide recommendations for strengthening opportunities for public participation in the development of water pollution control policy and decision-making.

Strategies for water-quality monitoring by state agencies. University of North Carolina. (J. K. Sherwani and D. H. Moreau, School of Public Health, Chapel Hill, N.C. 27514).

The objective of this project is to develop cost-effective strategies for the location, density and frequency of water quality samples in a multi-purpose water-quality monitoring system for state agencies concerned with the planning, management, enforcement and research.

Watershed organizations—impact on water quality management. Michigan State University. (E. Dersch and E. Hood, School of Natural Resources, 323 Natural Resources Building, East Lansing, Mich. 48824).

The proposed research plan outlines a case study approach to the qualitative measurement of the ability of Watershed Organizations to make sound inputs in basin water quality management plans within constraints imposed by existing state legislation.

U.S. Environmental Protection Agency. Case study of selected state water quality standards. Environmental Control Incorporated. (J. Horowitz, 960 Thompson Avenue, Rockville, Md. 20852).

This project will identify the processes whereby pieces of paper (such as WQ Standards, Discharge Permits, and Cleanup Orders) are translated into cleaner water.

Approach—working with a small sample of major waste sources (cities and industries) in four States, prepare detailed chronologies of: 1) WQ Standards, 2) WQ monitoring, 3) Basin Investigations where WQ is substandard, 4) Effluent-reduction orders and their technical basis, 5) Enforcement actions to ensure prompt compliance with the orders, 6) Field verification that pollution-control equipment has indeed reduced effluent loads and that WQ is up to standards.

Demonstrated technology and research needs for reuse of municipal wastewater. S C S Engineers. (C. J. Schmidt, 4014 Long Beach Boulevard, Suite 211, Long Beach, Calif. 90807).

The objective of this project is to conduct a state of the art survey of intentional reuse of municipal wastewater.

Development of methods for public involvement in water quality management planning. Linton Miels and Coston Incorporated. (C. L. Faegre, Washington, D.C.)

The study will assist EPA in the development of rationales and methods to achieve effective public involvement in the development of water quality management plans required by Sections 208 and 303 (E) of the Federal Water Pollution Control Act Amendments of 1972.

System for identification and correction of operation and maintenance deficiencies. State Water Pollution Control. (N. M. Hurley, Columbia, S. D. 29211).

This project is designed to improve Water Quality Management through development of an integrated system to provide minimum essential operating and managerial data and information at all levels of the operating/management control system concerned with the determination of need, design, construction, operation and maintenance of current and planned wastewater treatment operations.

Solid Waste Management

U.S. Department of the Interior. Office of Water Resources Research. Feasibility of regional utilities for management of industrial and municipal wastes. State Department of Commerce. (B. M. Conboy, Lansing, Mich.)

The proposed research plan deals with the economic and institutional feasibility of using regional waste services "utilities" that would assist industry and municipalities in meeting environmental control standards.

U.S. Environmental Protection Agency. Demonstration grant for Minnesota solid waste management programs. State Pollution Control Agency. (F. J. Forsberg, Minnesota, Minn.)

Major objectives of the Program are enforcement and assistance strengthening the landfill, auto hulk and feedlot permit programs.

Evaluation of alternative financing methods for non-plant treatment of sewage. U.S. Department of Commerce. (H. E. Marshall, National Bureau of Standards, Washington, D.C. 20234).

This evaluation will provide EPA with information that will help them to recommend equitable financing methods that will encourage adoption of the most efficient (least-cost) technologies for waste treatment.

Implementation of new solid waste collection and disposal system. Cleveland City Government. (L. A. Prior, Cleveland, O.)

Cleveland's primary objective is to fully implement a model solid waste management and collection system encompassing a series of planned transitional steps evolving from its previous labor intense method of operation to that of a management and capital intense system.

Preservation of Natural Resources

U.S. Department of Agriculture. Cooperative State Research Service. Economic analysis of resource use and management. Washington State University. (N.K. Whittlesey, et al., Agricultural Experiment Station, Pullman, Wash. 99163).

The work proposed is a series of economic analyses of the State's resources and resource use problems both in broad perspective and in specific problem situations.

Natural resource policies and planning for rural development. University of Connecticut. (R.J. Favretti, Agricultural Experiment Station, Storrs, Conn. 06268).

The study will determine the reactions of selected social, economic and cultural groupings to selected existing and potential natural resource policies.

Outdoor recreation: Effects and contribution to social economic development of rural resources. University of Missouri. (D. Brewer, 130 Jesse Hall, Columbia, Mo. 65201).

This study will identify and determine the effects of recreation demand on the allocation of rural land space; evaluate recreational enterprises in community in the context of area and regional development, explore factors which contribute to profitable merchandising of rural land use.

Planning for economic and social development. Pennsylvania State University. (J.D. Jansma, et al., Agricultural Experiment Station, 201 Shields Building, University Park, Pa. 16802).

The approach will focus on the development of planning models which measure the process by which human and natural resources are combined within various institutional and organizational frameworks.

U.S. Department of the Interior. Bureau of Outdoor Recreation. Wild and scenic rivers study. U.S. Department of the Interior. (R. Eastman, Bureau of Outdoor Recreation, Washington, D.C. 20240).

Detailed studies of the wild, scenic and recreational values and free-flowing potential will be undertaken should any Federal planning for the use and development of the waters and related land resources of these 47 rivers be proposed. In such studies, the free-flowing potential must be viewed as a possible alternative to the water resource development proposed.

Coastal Zone Management

U.S. Department of the Interior. Office of Water Research and Technology. An operational framework for coastal zone management planning. Meta Systems Incorporated. (R. Delucia, et al., 843 Massachusetts Avenue, Cambridge, Mass. 02139).

The objective of the research is the development of a practical and operational framework for planning for the use of the waters and related land resources of coastal zones.

State-county interagency procedures for imposing environmental quality controls on water oriented activities. Whittenburg Vaughan Association, Inc. (W.S. Vaughan, 3308 Dodge Park Road, Hyattsville, Md. 20785).

Office of Water Resources Research. Structural-functional analysis of the socio-political system relative to water and related land resources in the coastal zone of South Carolina. Clemson University. (H.E. Albert, Tillman Hall, Clemson, S.C. 29631).

The proposed research involves determining the social structural and relations, control mechanisms, goals and objectives of political and private groups, communication effectiveness between groups and government, and mechanisms for sharing and distribution between groups concerned with the development and use of water and land related resources in the seven coastal counties of South Carolina.

U.S. Environmental Protection Agency. Performance standards for statewide shoreland zoning. State Environmental Improvement Commission. (W.R. Adams, Augusta, Me. 04330).

This project is designed to insure the adoption of effective land use standards which can be implemented at the local level with State Supervision.

U.S. National Science Foundation. Development of a legal and regulatory framework for marine mining and resources extraction in the coastal zone. Massachusetts Institute of Technology. (M. Baram and D. Rice, Sea Grant Project Office, Cambridge, Mass 02139).

The purpose of the study is to develop a legal and regulatory framework for state level decision-making on marine mining and resource extraction in the coastal zone.

Water Resources Planning

U.S. Department of Agriculture. Cooperative State Research Service. Market and institutional arrangements for allocating use of surface water and land resources. University of New Hampshire. (R. A. Andrews and R. R. Weyrick, Institute of Natural and Environmental Resources, Durham, N. H. 03824).

This project will enumerate and assess relationships that exist among the various uses of surface water in New Hampshire and between surface water use and adjacent land use.

The political economy of water resources. Cornell University. (D. J. Allee and R. J. Kalter, Agricultural Experiment Station, Ithaca, N. Y. 14850).

This project will develop and apply principles for water resources management that relate the concepts of economics, political science, public administration, and other disciplines; identify alternative strategies of public water resources management and their likely effects; identify and evaluate changes in institutional arrangements for water and related land resources.

A study of water resources public decision making. Cornell University. (H. R. Capener, Agricultural Experiment Station, Ithaca, N. Y. 14850).

The approach includes sequential steps (1) preliminary reconnaissance into a resource planning area, (2) determination of local governmental decisions relating to resource planning, and (3) determination of local voluntary association involvement in the planning process.

U.S. Department of Defense. Planning process and procedures for comprehensive evaluation of water resources development. U.S. Army. (R. McDonald and J. R. Hanchey, Engineer Institute for Water Resources, Fort Belvoir, Va. 22630).

U.S. Department of the Interior. Office of Water Research and Technology. Alternative methods to modernize water institutions and eliminate problems of multiple jurisdiction and conflicting objectives. Utah State University. (F. W. Haws, Utah Center for Water Resources Research, Main Building, Room 104, Logan, Ut. 84321).

This is a proposal to study organizational patterns, and legislative remedies to minimize the problems that now exist because of overlapping jurisdictions and to harmonize the conflicting objective of public water institutions.

Analysis of the potential and feasibility of state water-use fees for financing water development and cost sharing. Utah State University. D. H. Hoggan and J. C. Andersen, Utah Center for Water Resources Research, Main Building, Room 104, Logan, Ut. 84321).

This research project will devise and analyze various use-fee arrangements to determine fund generating potential and feasibility.

A comparative study of community and county responses to water-related issues. University of Delaware. (B. F. McLuckie, School of Arts, Newark, Delaware 1971).

The proposed research, field survey and community power techniques, will investigate community and regional perception, definition, and response to water resources problems.

Development of a model for examining alternative management scheme on Great Salt Lake. Utah State University. (J. P. Riley, et al., Utah Center for Water Resources Research, Main Building, Room 104, Logan Ut. 84321).

The problem involves the proper management in terms of the overall public interest of the water resources of the Great Salt Lake.

The effectiveness of the National Environmental Policy Act of 1969, in water resources planning. Stanford University. (L. Ortolano and W. W. Hill, School of Engineering, Palo Alto, Calif. 94305).

The broad objective of the proposed research is to assess the response of the Federal water resources development agencies to Section 102 of the National Environmental Policy Act of 1969 (NEPA), and to assess the overall effectiveness of the "environmental statement" as a policy instrument for integrating environmental quality considerations into the water resources planning process.

The effects of shifting and conflicting multiple water uses on an interstate lake development decision. Utah State University. (D. C. Gortsen, et al., Inst. for Social Science Research, Main Bldg., Office 104, Logan, Utah).

The proposed research involves a field investigation of organizational arrangements and policies in relation to conflicting multiple water uses in an urbanizing rural area experiencing rapid recreational development.

Institutional problems, solutions and impacts of urban and metropolitan stormwater management. (H. G. Poertner et al.).

The study is designed to examine current institutional problems that either delay, prevent or frustrate local governments and other public agencies in the timely development of effective and economical stormwater management programs and facilities.

Legal aspects of water resource planning. University of Wyoming. (G. Gould, Water Resources Research Inst., P.O. Box 3038, University Station, Laramie, Wyo. 82070).

The proposed research plan involves research into several areas of water law to determine what the law presently provides, how this affects water resource planning, and what the law should be and how changes, if any, should be implemented.

A multidisciplinary approach to the development of an information dissemination system for solving community water problems. Pennsylvania State University. (J. D. Frey, Inst. Res. Land and Water Resources, Land and Water Resources Bldg., University Park, Penn. 16802).

The purpose of the proposed project is to determine the program priorities and relationships that can be established in information dissemination between the Water Resources Center and the Pennsylvania Cooperative Extension Service with its statewide educational system.

Planning models for water system development in Mississippi communities. University of Mississippi. (E. W. Wood and S. C. Shull, School of Business Administration, University, Miss. 38677).

This project seeks to develop a system of models based on readily available data which will allow governmental officials on the local level in Mississippi to

project the demand for water and sewer capacity so that, through planned development, the extreme costs and wastes of insufficient or surplus capacity may be avoided.

Political effectiveness and political efficiency in state-local interactions concerning water policy and administration. Oregon State University. (D. J. Doubleday and W. B. Shepard, School of Liberal Arts, Corvallis, Oreg. 97331).

This study is designed to describe and analyze the implications of the attitudes, preferences, and actions of local public officials in Oregon for the planning and implementation of state water resources policy.

Small water authorities and community welfare in Pennsylvania: the state role. Pennsylvania State University. (S. P. Coelen, Inst. Res. Land and Water Resources, Land and Water Resources Bldg., University Park, Penn. 16802).

The proposed research deals with small water and sewerage authorities, both public and private, which operate at net functional losses. Data, specific to these authorities, will be gathered and analyzed.

Systematic development of methodologies in planning urban water resources for medium size communities (Phase I). Purdue University. (J. W. Delleur, Water Resources Research Ctr., Executive Bldg., Lafayette, Ind. 47907).

The principal objective of the research is the development of methodologies in comprehensive planning of urban water resources in medium size communities (about 100,000 to 200,000 inhabitants).

The use of water resources information by various user communities—case studies of state agencies—Phase I. University of Wisconsin. (R. D. Walker, et al., School of Library Science, 600 N. Park, Madison, Wis. 53706).

An investigation of the role of water resources information in the performance of duties within the Wisconsin Department of Natural Resources and other state agencies using the water resources literature.

Water demand forecasting for state-level planning. University of North Carolina. (D. T. Lauria, School of Public Health, Chapel Hill, N.C. 27514).

This research proposes to develop and test a forecasting model designed primarily for state use. The objectives are to (1) determine model needs, (2) determine the availability of input data for model design, (3) develop the model and (4) apply it.

Office of Water Resources Research. Administrative law, problems and potentials, in water resources planning for South Carolina. University of South Carolina. (C. H. Randall and D. H. Means, School of Law, Administration Bldg., Room 115, Columbia, S.C. 29208).

The proposed research plan involves analysis of problems and potentials of administrative law and administrative agencies as tools to control environmental quality and allocation of water resources.

Alaska water resources research needs for the 70's. University of Alaska. (Carlson, Inst. of Water Resources, Box 95103, Fairbanks, Alas. 99701).

The project will involve a meeting at which the water resource needs of the State of Alaska will be presented by public and private users, state and federal regulatory bodies, consulting engineers, citizens groups, and research organizations. A volume to be entitled "The Water Resources Research Needs for Alaska in the '70's" will be published.

Area financing of water resource development. University of Minnesota. (W.R. Maki, School of Agriculture, St. Paul, Minn. 55101).

This study deals with the testing of economic criteria for locating and financing water recreation investments in (a) high-density population centers and (b) areas peripheral to major population centers.

Citizen's guide for participation in water and related natural resources management and protection in Georgia. University of Georgia. (J.O. Smith Inst. of Natural Resources, Athens, Ga. 30601).

Objectives of the project are (1) to provide a description, in terms clear to laymen, of all forums open to citizens for participation in water and related natural resource allocation decisions in Georgia, (2) to explain the procedural steps one must follow to gain standing, or permission to be heard, and (3) to suggest guidelines to obtain optimal private and public benefit from the responsible use of the described procedures.

A comparative study of environmental protection and administrative change in state water management in the Pacific Coast states. (University of California. (Smith, School of Letters, Davis, Calif. 95616).

The objective of this study is to arrive at an assessment of the impact of recent federal and state legislation upon state water planning and policy making, with particular reference to the extent to which administrative and organizational changes have equipped state water agencies to handle environmental values in their decisionmaking.

Developing a water resources research plan for Minnesota University of Minnesota. (W.C. Walton, Water Resources Research Ctr., St. Paul, Minn. 5514.)

The results of the research should assist the State in increasing the efficiency and relevance of water resources research efforts, improving the timely dissemination of research results, and scheduling expansions in research capabilities in advance of demands.

Finance in public water resource use and development. Colorado State University. (H.P. Caulfield and R.A. Young, School of Humanities, Fort Collins, Colo. 80521).

Project objectives are: (a) to conceptualize the domain of "finance" (inclusive of cost-sharing, beneficiary charges, tax assessment, and grants); (b) to identify research completed or underway within the domain; (c) to appraise the coverage, depth and significance of this research.

Formation of public policy on out-of-basin diversion of Connecticut River flood waters to Boston Metropolitan Area. University of Massachusetts. (B.B. Berger, Water Resources Research Ctr., Amherst, Mass. 01002).

The study will seek to answer: How does public policy evolve in respect to this inter-basin transfer of water?

Information practices and citizen involvement in water resources regulation. University of Wisconsin. (H. Felstehausen, School of Natural Resources, Madison, Wis. 53706).

The study will examine the procedures followed by water resource users and water resource regulatory agencies in applying for and granting permits for waste water discharge.

Institutionalization of Public participation in water planning—views of citizen groups and water resource officials. University of Massachusetts. (R.A. Shanley, Graduate School, Amherst, Mass. 01002).

The principal goal of the study is to examine the attitudes, perceptions and values of federal and state officials and members of citizen advisory groups concerning the scope and institutionalization of public participation in water planning.

Institutions for water resources development and environmental protection in the State of Washington. University of Washington. (R.H. Pealy, School of Public Affairs, Seattle, Wash. 98105).

This is a proposal to study the institutional decision-making system in the state of Washington that has the responsibility for the water-environment relationship.

The integration of water and related land values into a metropolitan landscape planning model. University of Massachusetts. (J.G. Fabos, Graduate School, Amherst, Mass. 01002).

The proposed research is aimed at providing regional planners with a tool to help: (1) protect and conserve surface and ground water resources, (2) maximize landscape resource quality and diversity by protecting fresh water ecosystems, and (3) reduce opportunities for adverse impact of the metropolitan plan on water environment.

Local governmental policy perceptions and responses to water problems in Georgia. University of Georgia. (V.L. Marando, Institute of Government, Athens, Ga. 30602).

The central objective of this research is to describe and explain county commissioners perceptions and responses to water problems in Georgia.

Rational institutional arrangements for water resource management. University of Iowa. (N.W. Hines, School of Law, Jessup Hall, Iowa City, Iowa 52240).

This project is designed to investigate the organization and operation of different water management and water-related land management agencies in humid areas.

Socio-economic implications of alternative water resources policies in Minnesota. University of Minnesota. (J.J. Waelti, School of Agriculture, St. Paul, Minn. 55101).

The specific objectives of the proposed research are: (1) to delineate some of the more immediate and crucial sets of policy alternatives facing the people

of Minnesota: (2) to identify the economic and social consequences of alternative courses of action; and (3) to evaluate the economic and social consequences of alternative actions so that a rational basis for decision making can be presented.

Water law in relation to environmental quality with particular reference to recreational and esthetic values. Colorado State University. (G.A. Swanson and G.E. Radosovich, School of Forestry, Fort Collins, Colo. 80521).

This will be a study of the effectiveness of constitutional and statutory water laws and regulations in protecting the quality of water resources as they relate to recreational and esthetic values.

Water resource problems and research needs of New Mexico, New Mexico State University. (B.J. Creel, Water Resources Research Inst., Las Cruces, N.M. 88001).

The objectives of this study are: to make an inventory of the Federal, State, and local agencies, institutions, and organizations interested in water resources research; to collect information on agency history, responsibilities, jurisdictions, programs, and water research needs; and to analyze and publish a priority ranking of the needed water resources research in New Mexico.

Water use and urban development in the Albuquerque, New Mexico, S.M.S.A.—a study of user practices, attitudes, and priorities. University of New Mexico. (P.A. Lupsha and D.P. Schlegel, School of Arts, University Hill, N.E., Albuquerque, N.M. 87106).

The present proposal will include two essential planning tools: (1) a high-resolution portrait, using computer techniques to overlay land and water use, of the existing consumption pattern, and (2) an analysis of questionnaire of randomly selected individuals in key water use categories eliciting goals, attitudes, information, and behavior underlying water consumption, as well as potential response to planning alternatives.

U.S. Office of Economic Opportunity. National demonstration water project. National Demonstration Water Project, Inc. (S. Zimmermore, 1820 Jefferson Place, N.W. c/o Conset Inc., Washington, D.C. 20036).

As part of its effort to change the national system for delivery of water and waste-water services to rural America, NDWP will, in this grant, assess the needs of selected small towns with a view to improving these services.

U.S. Tennessee Valley Authority. Development of water resource management methods. U.S. Tennessee Valley Authority. (B.B. Brown, et al., Div. of Water Cont. Plan, Valley Fidelity Bank Bldg., Suite 700, Knoxville, Tenn.)

The project will develop for the Tennessee River system comprehensive procedures which will allow current evaluation and consideration of all essential objectives, such as flood control, navigation, power production, water quality management, water supply, and recreation.

Environmental Protection (General)

U.S. Department of Agriculture. Cooperative State Research Service. Effect of changes in air quality on community attitudes, information seeking, and knowledge. Oregon State University. (R. G. Mason, Agricultural Experiment Station, Corvallis, Oreg. 97331).

This project will determine the level of public knowledge and information about and attitudes toward air conservation and to measure the effect of a deterioration in air quality on these interdependent attributes.

A socio-economic analysis of environmental improvements in rural land and water resources. University of Georgia. (W. R. Kerns and J. W. Nixon, Agricultural Experiment Station, Athens, Ga. 30601).

This study will evaluate and select techniques for identifying and measuring pollution control effects; measure impact of pollution control on income and employment; analyze institutional alternatives for administering controls; and delineate feasible administrative and legislative pollution control standards.

U.S. Department of the Interior. Office of Water Resources Research. Economic effects of subsidies for pollution abatement. Clemson University. (H. H. MacCauley, School of Management, Tillman Hall, Clemson, S.C. 29631).

This study seeks to determine: (1) the forms of subsidies that have been proposed by different levels of government for this purpose; (2) the economic validity of arguments advanced in support of subsidies, e.g. is waste abatement equipment "nonproductive?" (3) the expected economic effects from different subsidies.

U.S. Environmental Protection Agency. Applicability of adjustment assistance policies to the problem of economic adjustment to environmental quality standards in Maine. Bowdoin College. (C. E. Veazie, Public Affairs Research Center, Brunswick, Maine 04011).

This study will deal with one aspect of the problem of economic adjustment to pollution control policies—namely the impact on local economies when an industrial operation curtails production or shuts down.

Environmental management and local government—problems and perceptions. International City Management Association. (D. Harman, 1140 Connecticut Ave., N.W., Washington, D.C. 20036.)

The goals of the project are as follows: identify and analyze the definition of environmental management as perceived by local government officials and EPA personnel; describe the difference between the environmental management system described and the present operations and existing management systems in local governments; identify what cities are using to measure environmental quality at the present time and establish what additional information and methodologies they may require for improved measurement; and facilitate structured discussions between local government officials and EPA personnel.

Pollution control—legal incentive. Environmental Law Institute. (W. A. Irwin and F. H. Abel, 1346 Connecticut Ave., N.W. Washington, D.C. 20036).

Economic incentive mechanisms (e.g. effluent or emission fees, subsidies, priced permits, user charges, tax or rate preferences) which exist in current local, state or federal laws will be compiled and evaluated for their potential use as supplements to federal laws governing environmental quality.

U.S. National Aeronautics and Space Administration. Technology applications to environmental problems. U.S. National Aeronautics and Space Administration. (E. S. Love, Langley Research Center, Hampton, Va. 23365).

The objective is to apply Langley technical capability utilizing advanced aerospace technology to the solution of selected environmental problems, such as air and water pollution, and water and waste management.

U.S. National Science Foundation. Environmental control and land use interactions in the Chicago region. University of Chicago. (G. S. Tolley, 5801 S. Ellis Ave., Chicago, Ill. 60637).

This study is directed toward improving knowledge useful in policy formation to improve air quality in a metropolitan area. Basic to the research plan is the idea that evaluating the effects of alternative policies requires knowledge of a sequence of relationships.

Survey and analysis of Federal environmental law. Environmental Law Institute. (F. R. Anderson, 1346 Connecticut Ave., N.W., Washington, D.C. 20036).

This project will comparatively analyze and evaluate the Federal environmental laws, and suggest the areas and issues requiring attention from Congress, the courts, legal scholars and scientists.

CHAPTER VI. IMPROVING GOVERNMENT CAPABILITY

Revenue Sharing

U.S. Department of Labor. Assessment of impediments to close alliance of work incentive programs with programs administered by local sponsors. Legal Resources Incorporated. (J. L. Feldesman, 1225 19th St. N.W., Washington, D.C.

The objectives of this proposed project relate to an investigation of the threshold issues and problems associated with close alliance between WIN and CETA revenue sharing programs.

Community planning for human resource development, and experiment and demonstration. San Francisco City Government. (E. Elton, San Francisco, Calif.).

The project will determine whether and how local manpower planning and resources can be linked reasonably and usefully with planning and resources in related areas of human resource development.

Effects of general revenue sharing on city policy choices. University of California. (C. H. Lovell, Graduate School, Riverside, Calif. 92502).

Patterns of responses to revenue sharing will be analyzed in terms of background variables describing the social, economic and political characteristics of cities.

— The implications of alternative interpretations of the floor and ceiling provisions of the State and Local Fiscal Assistance Act of 1972. University of North Carolina. (R. P. Strauss, School of Business Administration, Chapel Hill, N.C. 27514).

Preliminary analysis of these provisions indicates that the order as well as the extent of the application of the limitations may be interpreted in at least two ways and that significant differences in allocations under alternative interpretations with the tax effort, per capita income and population of general purpose governments. The characteristics of gaining and losing jurisdictions will be described.

— Revenue sharing data file creation study. Data Use and Access Laboratories. (L. L. Brown, Arlington, Va. 22209).

The product of this study grant will permit precise statements to be made about the effects of changing the allocation formula.

— A survey of views on revenue sharing held by community leaders and the general public. Opinion Research Corporation. (F. M. Mason, N. Harrison St., Princeton, N.J. 08504).

This survey of community leaders and citizens is specifically designed to determine the current level of awareness and knowledge of the revenue-sharing program among members of the general public and community leaders; determine whether the general public and community leaders think that implementation of Federal revenue-sharing has actually reduced Federal intervention in local affairs and increased local benefit from Federal funds; and determine the extent to which the general public and community leaders feel they have an adequate opportunity to express their needs and participate in revenue-sharing expenditure decisions.

State and Local Management Capability.

U.S. Civil Service Commission. An intergovernmental program for public service improvement through the implementation of the training function in local government. Glenview Village Government. (R. Vandusen, Village Hall, Glenview, Ill. 60625).

The long-range objective of this project is to enable the seven participating cities to plan realistically and to measure their progress toward planned objectives.

— Interstate Consulting Clearinghouse. Council of State Governments. (R. Cornett, Iron Works Pike, Lexington, Ky. 40505).

The Interstate Consulting Clearinghouse has been established by the Council of State Governments (CSG) so that States seeking solutions to specific problems especially in the areas of State policy and management, can gain the temporary assistance of experienced personnel from other States.

— Local Government Personnel Management Assistance Program. University of Kentucky. (R. H. Slavin, Bureau of Government Services, Commerce Bldg., Rm. 415, Lexington, Ky. 40506).

The objective of this project is to provide an economical and effective way to strengthen the total personnel function in local government, particularly those technical functions for which they do not have the personnel or resources to handle on a regular basis.

— Municipal manpower management project. National League of Cities. (J. Floyd, 1620 Eye Street, N. W., Washington, D.C. 20006).

A series of issue analysis papers and seminars on current problems which affect the formulation of sound personnel programs at the local level (equal employment opportunity, labor-management relations, manpower planning, IPA, and the Occupational Safety and Health Act) will be developed by the national component and made available through the state municipal leagues.

U.S. Department of Agriculture. Cooperative State Research Service. Alternative methods of funding public services in rural areas of Mississippi. Mississippi State University. (F. H. Tyner, Agricultural Experiment Station Building, State College, Miss. 39762).

The study will estimate impact of selected taxes on economic activity in rural areas and evaluate alternative tax plans in terms of revenues, costs, and economic impact.

— An economic analysis of the financing of local governments in North Carolina. University of North Carolina. (F. A. Mangum and E. C. Pasour, Agricultural Experiment Station, Raleigh, N. C. 27600).

The project will identify and estimate the determining factors in present methods of financing local governments in North Carolina. Analyze the effects of selected alternative proposals concerning the financing of local governments in North Carolina.

Economics and decision-making efforts on the delivery and financing of community services. Ohio State University. (F. J. Hitzhusen, Agricultural Research and Development Center, Wooster, O. 44691).

The economics of public services in non-metropolitan areas. University of Minnesota. (W. K. Bryant, et al., Agricultural Experiment Station, St. Paul, Minn. 55101).

The project will examine the economic consequences of alternative ways of financing public facilities and services; alternative levels of operation of current facilities and programs; and, alternative facility and program designs.

Levels of modernization in Minnesota counties. University of Minnesota. (B. L. Ellenbogen, et al., Agricultural Experiment Station, St. Paul, Minn. 55101).

Modernization of counties will be studied in terms of its variation, factors which affect it, and factors affected by it: Develop an index of modernity for counties and study variations; study demographic factors in relation to modernity; and study affects of modernity on social stability and the adoption of programs by county governments.

Local and state governmental financing and services in New York and the United States. Cornell University. (E. A. Lutz, Agricultural Experiment Station, Ithaca, N. Y. 14850).

The study will assemble and analyze information concerning past and prospective trends in local and state financing; to identify and analyze significant similarities and differences among states, communities, and local governments of New York; to conduct special examination of specific problems of local and state financing; and to survey, devise and measure results of alternative methods for performing government services in local communities.

Structural differentiation and the growth and/or decline of communities. Cornell University. (P. R. Eberts, Agricultural Experiment Station, Ithaca, N. Y. 14850).

The hypothesis is that local ability to adopt and participate in new local and intergovernmental programs is a function of structural characteristics for which data are already available.

Economic Research Service. Organization and financing of rural local government. U.S. Department of Agriculture. (T. F. Hady and J. M. Stam, Economic Development Division, Washington, D. C. 20250).

The study will determine the primary factors affecting costs of local government services in rural areas and evaluate the relationships between various forms of local government organization and the costs of local government services, the extent of services provided, the way they are financed, and the effects on economic development.

State-local fiscal structures and local government finances and services. Virginia Polytechnic Institute. (A. J. Walrath, U.S.D.A. Economic Development Division, Burruss Hall, Blacksburg, Va. 24061).

For the Appalachian Region, the project will analyze State-local finances in relation to levels of taxes, forms of government organization, and quality of public services in rural areas; and evaluate alternative sources of revenue for improving public services.

State-local fiscal structures and their relation to government services. U.S. Department of Agriculture. (J. M. Stam, Economic Development Division, Washington, D. C. 20250).

The project will analyze state-local finances in relation to forms of governmental organization, and quality of public services in rural areas; evaluate the role of property taxes in fiscal structures and the prospects for developing other revenue sources; and determine the costs and availability of borrowed funds to rural governmental units.

Rural Development Service. Organization and financing of rural local government in Minnesota and adjoining states. University of Minnesota. (T. Stinson, Graduate School, 321 Johnston Hall, St. Paul, Minn. 55101).

This project will determine the effects of various socio-economic variables on the demand for local government services; estimate the change in prices paid for government services over time, and determine the effect of changes in the price paid by consumers on the level of services demanded.

U.S. Department of Labor. Survey of state and local government employment.
U.S. Department of Commerce. (D.P. McNelis, Bureau of the Census, Washington, D.C. 20233).

This project is a two-stage mail sample survey to obtain data on selected characteristics of State and local government employees in five States.

U.S. Department of Transportation. Integrated municipal information systems. Charlotte City Government. (W. Mitchell, 600 East Trade Street, Charlotte, N.C. 28202).

Six consortia, consisting of the city governments, computer consultants, and universities, have been formed to jointly research and develop operationally-based, integrated urban information systems in a long-range effort.

U.S. National Science Foundation. The adoption of innovation by local government. Marquette University. (R.D. Bingham, School of Liberal Arts, 604 North 16th Street, Milwaukee, Wisc. 53233).

The proposed study is designed to examine those factors which inhibit or facilitate the adoption of innovation by local governments. There are two fundamental questions which this research will explore. First, why do some local governmental units readily adopt technological innovations while others virtually ignore them? Second, what are the processes usually followed in adopting innovation?

Background study to develop methodology for increasing effectiveness of technology applications by state/regional/local agencies. Metrop, Fund Incorporated. (K. Mathewson, Detroit, Mich. 48226).

This proposal constitutes the second phase of a two-phased proposal from the Metropolitan Affairs Non-profit Corporations. The Phase I report was based on intensive research conferences in four sample metropolitan areas (San Francisco, New York, Pittsburgh and Minneapolis/St. Paul). This report studies the overall community process required for innovation in urban public services. Phase II will consist of a series of conferences to review and modify this report.

A conceptual framework for State and local fiscal analysis. University of California. (W.Z. Hirsch, School of Letters, 401 Hilgard Avenue, Los Angeles, Calif. 90024).

The purpose of this study is to develop and test a conceptual framework for the analysis of budgetary actions on the state and local level, to be called a fiscal outlook model.

Developing a prototype strategy for a cooperative State-local government urban innovations network. State Department of Economics and Development. (T. Grigsby, 65 South Front Street, Columbus, Ohio 43215).

This proposal is for an experimental definition aware whose major objective is to develop a prototype of a new approach for state technical assistance to local governments and to define an experimental design to test this new approach.

Developing science and technology utilization through the Massachusetts legislature. State Legislature. (D.M. Bartley and K.B. Harrington, State House, Room 355, Boston, Mass. 02133).

Project tasks will include 1) building a two-way communication system whereby applicable accomplishments of relevant research can be brought to bear in the formation of state policy, and legislative issues and needs can be incorporated into future research planning; 2) establishing on-going working contact between the scientific and technical and the legislative community; 3) strengthening of relationships between similar legislative staff and related groups in other state and national legislative organizations, interested groups and federal agencies, and 4) developing methods for utilizing technology assessments.

Diffusion of technology in municipal governments. Pennsylvania State University. (I. Feller, School of Business Administration, University Park, Pa. 16802).

This study is intended to identify and assess various factors that encourage or retard the adoption of new technologies by operating agencies within municipal governments.

An economic analysis of urban governments. University of Pennsylvania. (R.P. Inman, School of Arts, 203 Logan Hall, Philadelphia, Pa. 19104).

The analysis is aimed at three major end-products: First, the production of quantitative measures of the fiscal crisis—who it affects and how badly they are hurt. Second, the analysis develops and tests behavioral models of non-market allocations in the context of center city budget decisions. Third, based on the structural analysis of local fiscal choice on econometric policy model is developed and applied in policy simulations.

Establishment of a California intergovernmental science and technology program. California Institute of Technology. (H. L. Macomber, 1201 East California Boulevard, Pasadena, Calif. 91109).

This is a continuation of the 4-Cities program—an approach to forming partnerships between city government, industrial concerns, and a government-owned research laboratory for facilitating the application of technology in a municipal setting.

Evaluation of information technology in local government. University of California. (K. L. Kraemer, Graduate School, Irvine, Calif. 92664).

This grant will be used (a) to conduct a two-phased evaluation of the impact, use and effectiveness of computer-based information systems in local governments and (b) to assess the efficacy of certain policy variables, e.g., pricing, centralization vs. decentralization or restrictions on sharing of data or systems, for accomplishing optimal utilization and effectiveness of these information systems.

Evaluation of policy-related research in the field of municipal systems, operations, and services—municipal information systems. University of California. (K. L. Kraemer, Public Policy Research Organization, Irvine, Calif. 92664).

This project will evaluate the policy-related research in the area of municipal information systems according to six major policy concerns: (a) contribution of information systems to municipal efficiency, effectiveness, and equity; (b) EDP investment and finance; (c) data control for privacy-related concerns; (d) organizational arrangements for data processing; (e) technical approaches to system building; and (f) manpower impacts of system building.

Evaluation of policy research in municipal systems—citizen participation categorized by policy strategy or function. Rand Corporation. (R. Yin, 2100 M Street, N.W., Washington, D.C. 20036).

One of the major themes of the last two decades has been the growing gap between city governments and the citizens they serve. The proposed study will evaluate six alternative municipal strategies for bridging the gap: 1) physical redeployment of facilities or personnel; 2) community relations programs; 3) political decentralization; 4) administrative decentralization; 5) new neighborhood institutions; and 6) new grievance procedures.

Experimental legislative office of technical assistance. Auburn University. (J. G. Cox, School of Engineering, Auburn, Ala. 36830).

This proposed project for an Experimental Office of Technical Assistance for the Alabama Legislature will provide the implementation and evaluation phases for a legislature which has very little staff support in areas of science and technology.

An experimental program for increasing the use of technology in local government units in Oklahoma. Oklahoma State University. (J. H. Mize, School of Engineering, Engineering North, Stillwater, Okla. 74074).

A two-year experimental program is proposed to determine whether an adaptation of the Cooperative Extension model can be a successful mechanism for increasing the utilization of technology in solving the problems of local governments in Oklahoma.

A hierarchical approach in large scale systems. University of Virginia. (A. P. Sage, School of Engineering, Garrett Hall, Charlottesville, Va. 22903).

This project presents a hierarchical approach in system identification decision making and policy analysis methods for applications to comprehensive planning of large scale systems. Such methods are directly applied to urban planning and societal systems.

The human resource element of the state government innovation process in energy, environment, and productivity. University of Kentucky. (M. M. Hackbart, School of Business Administration, Limestone and Euclid, Lexington, Ky. 40506).

The Bureau of Government Services of the University of Kentucky proposes to develop a method and survey questionnaire to measure the diffusion of innovation in state government administration and planning in order to determine innovativeness at that level of government.

Joint-Soviet-American program for the application of computing to the management of large cities. Columbia University. (E. S. Savas, School of Business Administration, Boardway and West 116th Street, New York, N.Y. 10032).

This project is for the support of U.S. participation in the joint U.S.-U.S.S.R. activities in the area of the application of computers to the management of large cities. In addition to planning efforts in several project areas, a substantial

effort will be made under this award for a project to describe, from a municipal management viewpoint, the organizational structure, management responsibilities, functions and departmental activities for each of several cities in each country.

— Local government management innovation transfer project. International City Management Association. (D. J. Borut, 1140 Connecticut Avenue, N.W., Washington, D. C. 20036).

The objectives of this project are: 1) To identify replicable local government programs that embody innovative technology or new management approaches, 2) Evaluate these programs from the perspective of practitioners interested in drawing on such experiences; and 3) Disseminate and transfer innovative programs using techniques which respond to local government managers needs.

— A longitudinal study of bureaucracies. University of California. (M. W. Meyer, Graduate School, Riverside, Calif. 92502).

The purposes of the research are, first, to study the process of change in organizations, second, to test hypotheses in the organizational literature using longitudinal data, and third, to examine the relationship between patterns of change and organizational effectiveness.

— New York assembly scientific staff activities. State Assembly. (P. B. Duryea and S. Chapman, Albany, N.Y. 12224).

This grant will provide funds to supplement the activities of the recently established Scientific Staff of the New York State Assembly.

— Planning grant for evaluation of urban information systems. University of California. (K. L. Kraemer, School of Public Administration, Irvine, Calif. 92664).

The project will develop a research design and pre-test measuring instruments for the study of the effects of alternative federal and local policies relating to computer utilization on the achievement of successful information systems in local government.

U.S. Department of Agriculture. Cooperative State Research Service. Public services; supply, demand and institutions. Purdue University. (J. M. Huie, Agricultural Experiment Station, Executive Building, Lafayette, Ind. 47907).

The project will analyze factors affecting the supply and demand of selected public services and evaluate the consequences of alternative institutional arrangements for provision of public services.

U.S. National Science Foundation. Resource allocation by local units of government in non-metropolitan areas. University of Wyoming. (D. Minge and A. L. Blevins, School of Law, P.O. Box 3435, University Station, Laramie, Wyo. 82070).

This project will explore the process by which local units of government in non-metropolitan areas allocate available resources in the presence of the simultaneous demands of the public, state legislature and courts.

— The role of the governor in the legislative process—a comparative state analysis. University of Oklahoma. (E. L. Bernick and S. Kirkpatrick, Graduate School, 660 Parrington Oval, Room 101, Norman, Okla. 73069).

Previous research indicates that there is some basis for hypothesizing that the governor becomes an important cue for legislators' voting along party lines on selected issues where the legislators did not normally demonstrate this partisan voting pattern. This thesis is designed to undertake a systematic testing of the hypothesis.

— Stimulating technology applications and utilization in smaller units of local government. University of Tennessee. (A. B. Biscoe, Graduate School, West Cumberland Avenue, S.W., Knoxville, Tenn. 37916).

This project will conduct a series of training activities designed to help local governments understand what R&D can do for them and to equip R&D personnel out of industry and universities to understand the processes and problems of these governments.

— Targets of opportunity for technological innovations in the public sector. Stanford Research Institute. (C. W. Williams, 333 Ravenswood Avenue, Menlo Park, Calif. 94025).

This background study will develop a rationale for analyzing the appropriateness of technologies for local governments in the following terms: 1) Relative ease of introduction of technologies as compared to accrued benefits, 2) Appropriateness of existing public service delivery systems for new technologies, 3) Managerial and jurisdictional forms which optimize the utilization of specific technologies.

— The urban consortium for technology initiatives. Public Technology Incorporated. (J. R. Havlick, 1140 Connecticut Avenue, N.W., Washington, D.C. 20036).

This is a proposal to establish and operate the urban Consortium for Technology Initiatives. The primary objective of the Urban Consortium is to create a system for transferring and applying technology in order to help solve urban operating problems.

— Use of urban models in urban policy making. University of Pennsylvania. (J. Pack, Fels' Center of Government, Philadelphia, Pa. 19104).

This study will (a) evaluate the effectiveness of urban models as decision-making technologies in local governments; (b) suggest research-based guidelines for improving their effectiveness; and (c) disseminate these guidelines to relevant Federal, state and local agencies as well as to the "model producing" community.

APPENDIX D. SELECTED ANNOTATED BIBLIOGRAPHY OF 1974 LITERATURE

The following bibliography contains monographs, government publications and periodical articles issued in 1974 related to the components of national growth policy discussed in this report. The citations were selected from the computerized data base maintained by the Library Services Division of the Congressional Research Service.

The bibliography is arranged in sections corresponding to the chapters of the report and in sub-sections by major subject. The introductory section of the bibliography contains material discussing the need for a national growth policy and general material relating to two or more of the chapters.

INTRODUCTION

National Growth Policy

Agelasto, Michael A., II. Perry, Patricia R. The no-growth controversy. Monticello, Ill., 1974. 28 p. (Council of Planning Librarians. Exchange bibliography 519)

Baldassare, Mark. Crowding and human behavior: are cities behavioral sinks? Monticello, Ill., 1974. 15 p. (Council of Planning Librarians. Exchange bibliography 631)

Bartholomew, Robert. Crowding and human behavior: the effect on physical space design. Monticello, Ill., 1974. 4 p. (Council of Planning Librarians. Exchange bibliography 564)

— Indoor-outdoor space: the transitional areas and their effect on human behavior. Monticello, Ill., 1974. 5 p. (Council of Planning Librarians. Exchange bibliography 517)

Beckerman, Wilfred. The case for economic growth. Public utilities fortnightly, v. 94, Sept. 26, 1974: 37-41.

Disagrees with the no-growth syndrome. Believes the environmentalists have their facts about pollution wrong. Thinks the doomsday conclusions from the computerized calculations of the Club of Rome are absurd.

Beckman, Norman, ed. National urban growth policy: 1973 congressional and executive action. Journal of the American Institute of Planners, v. 40, July 1974: 226-242.

Reports by Beckman, Mitrising, Wellborn, Schlefer, Parente, March, Lane, and Harding relate Federal actions in 1973 to the national urban and rural development objectives set forth by Congress.

Berler, Ron. Chet Huntley in hot water. Chicago tribune magazine, Mar. 24, 1974: 30-32, 34, 36-37, 39, 42, 44.

An interview with Chet Huntley, largely about Big Sky, Inc., a recreational development in Montana.

Bernstein, Samuel J. Modeling the urban-suburban complex. Traffic quarterly, v. 28, July 1974: 419-435.

Says that crucial among the problems of the cities "are the problems of the flight of the middle classes from urban centers to suburban peripheries in larger urbanized regions. The focus of this article is on modeling the dynamics of this process for improved public policymaking."

Blitstein, Allen. Population densities and urban crime. Arizona review, v. 23, No. 8-9, 1974: 8-11.

Gives the results of a study of 47 metropolitan areas, providing statistical estimates of the degree of association of each area's poverty, unemployment, population density and urban growth to its rates of property and violent crime.

Boster, Ron S. O'Connell, Paul F. Thompson, James C. Recreation uses change Mogollon Rim economy. Arizona review, v. 23, Aug.-Sept. 1974: 1-7.

- The Mogollon Rim economy of Arizona is rooted in cattle-growing and wood products. It has already changed to one based upon second homes, retirement living, and transient recreation. Safeguards are presently inadequate to counter the environmental degradation associated with rapid development.
- Conference on Regional Economic Policy, Minneapolis, 1973. Regional economic policy: proceedings. [Minneapolis, Federal Reserve Bank of Minneapolis] 1974. 83 p.
- Contents.—Towards a population distribution policy for America, by G. Tolley, and J. Gardner.—Regional economic policy in the United States, by B. Chinitz.—The world as an economic region, by K. Boulding.—Regional economic policy in the United Kingdom, by J. Rhodes, and B. Moore.—Regional economic policy in Sweden: a critical evaluation, by A. Anderson.—Regional policy in the European Community, by J. Osizlok.
- Conklin, H. E. Bryant, W. R. Agricultural districts: a compromise approach to agricultural preservation. *American journal of agricultural economics*, v. 56, Aug. 1974: 607-613.
- “New York’s Agricultural District Law contains a series of interrelated provisions designed to encourage the continuance of agriculture under conditions in which urban scatteration and consequent speculation would otherwise prematurely destroy it. Other states with similar rural land use problems may find New York’s experience helpful.”
- Denney, Evan. Rural land subdivision and environmental pressures. *Journal of soil and water conservation*, v. 29, May-June 1974: 114-118.
- Says that the outward flow of people from urban areas for recreational purposes has significantly changed the character of many urban areas. Focuses on the San Juan County, Washington, experience as indicative of the extreme pressures exerted on the natural environment by recreational and second-home developments.
- Downie, Leonard, Jr. The recreation land racket. *Progressive*, v. 38, May 1974: 19-24.
- Says that “unlike the occasional promoter who sold desert lots to city slickers in years past, today’s big recreation land speculators are threatening to monopolize and despoil all of the nation’s remaining open land.”
- Downs, Anthony. Squeezing spread city. *New York times magazine*, Mar. 17, 1974: 38-40, 44-47.
- Sees the gasoline shortage producing “a mighty squeeze effect, with a slow-down—though not a halt—in exurban expansion, with little change in the city cores, but with a surge in construction of high-rent multifamily dwellings in a middle band consisting of the close-in suburbs and the rim of the central cities themselves.”
- Eldredge, H. Wentworth. Alternative possible urban futures. *Futures*, v. 6, Feb. 1974: 26-41.
- “Peripheral sprawl will undoubtedly be the dominant form of future urban growth throughout the US’ and the Western world. This will probably be true for the socialist nations as well; a degree of urban chaos is predictable for the developing countries as a ‘genius forecast’. It is most likely that there will be no urban systems-break; far-out options will occur only here and there.”
- Frank, Armin. The national land use—environmental problem: legal and pragmatic aspects of population density control. *University of Cincinnati law review*, v. 43, No. 2, 1974: 377-409.
- This note focuses on problems incident to the genesis of population density and distribution regulation and the enactment of appropriate PD laws. Analyzes the land use policy and environmental control considerations involved.
- Franklin, Herbert M. Will the new consciousness of energy and environment create an imploding metropolis? *AIA [American Institute of Architects] journal*, v. 62, Aug. 1974: 28-29; 31, 33-36.
- Speculates on the likelihood of cities shrinking and urban sprawl diminishing as a result of the environmental and energy crises.
- Hanford, Lloyd D., Jr. Zoning or condemnation. *Appraisal journal*, v. 42, Apr. 1974: 175-179.
- “Across the United States, environment groups have successfully brought about construction and development moratoria, often using down-zoning as a means to that end. The author charges that these groups have distorted the original intent of zoning—a tool with which communities plan for the future—and that their actions, in fact, may represent taking without due process of law.”
- Hill, Gladwin. Nation’s cities fighting to stem growth. *New York Times*, July 28, 1974, p. 1, 10; July 29, p. 20; July 30, p. 16.

- Three-part series on community growth controls determined by rapidly changing attitudes toward growth.
- Hill, Lewis E. The impact of economic growth and technology on resources and the environment. *Atlanta economic review*, v. 24, Mar.-Apr. 1974: 52-54.
- Rebuts environmentalists contention that technology and economic growth are the cause of wasted resources and a damaged environment. "Entirely to the contrary, it is argued that technology and economic growth are completely compatible with resource and environmental protection. Technological progress and economic growth are necessary but not sufficient causes of resource and environmental restoration."
- Johnson, Bruce. National growth policy developments in 1973. In *Remarks of Vance Hartke*. Congressional record [daily ed.] v. 120, Jan. 23, 1974: S297-S302.
- "1973 saw the most constructive developments yet in the effort to construct a national growth policy."
- Jones, Oliver H. The economy in crisis: viable national growth policy vital to survival. *Mortgage banker* v. 34, Mar. 1974: 5-6, 8, 10, 12, 14-15, 17.
- Mazek, Warren F. Laird, William E. City-size preferences and population distribution: the analytical context. *Quarterly review of economics and business*, v. 14, spring 1974: 113-121.
- Develops a behavioral model of City-size preferences.
- Muller, Thomas. Public resists private development due to high costs. *Mortgage banker*, v. 34, Sept. 1974: 66-70.
- "Public resistance to new development on the basis of anticipated increases in local public expenditures is causing concern among developers and members of service sectors involved in the construction process."
- Nash, Steve. Four-by-fouring. *Cry California*, v. 10, winter 1974/75: 35-38.
- "Illegal land sales, generated by a method of subdividing known as 'four-by-fouring' and encouraged by a vacuum in statewide planning, are fragmenting large acreages in California, especially in some of the northern foothill counties."
- National League of Cities. National municipal policy. Washington [1974] 137 p.
- "Adopted at the Annual Business Session, Annual Congress of Cities, San Juan, Puerto Rico, December 6, 1973."
- O'Neill, Frank. Greatest menace yet to southern mountains. *Southern voices*, v. 1, May-June 1974: 73-78.
- Discusses the real estate development of North Georgia, saying that it divides equally between "(1) devastation so complete that the foremost victim is the purchaser, (2) development so poorly planned that the integrity of the area will be inevitably lost, and (3) development that is structurally acceptable if one can accept the transformation of a county into a country club."
- Policy instruments in the urban land market managing the growth of cities. CECD observer, no. 70, June 1974: 22-24.
- Summary of an OECD report entitled "Policy Instruments in the Urban Land Market" which examines the nature and effectiveness of the policy instruments such as controls on prices and rents, taxation, and land hoarding charges, used to influence the urban land market.
- Ramsay, Barbara A. Control of the timing and location of government utility extensions. *Stanford law review*, v. 26, Apr. 1974: 945-963.
- Comment reviews local government's power to control the timing and location of its utility extensions. Holds that the magnitude and significance of this power is an important tool for controlling the location and timing of development in a rational and efficient fashion.
- Real Estate Research Corporation. The costs of sprawl. [Washington, U.S. Council on Environmental Quality, for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974] 2 v.
- Reports that of all forms of housing commonly found in the U.S. suburbs, the traditional free-standing single-family house is the most expensive to build and the most inefficient to operate. Says subdivisions made up of these houses cost their communities more in services, generate more air and water pollution and use more energy than any other kind of development.
- Volume I is the executive summary and volume II is the detailed cost analysis.
- The costs of sprawl. Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 1 v. (various pagings)
- "... consists of three sections. Section I is an essay on the environmental and economic effects of alternative development patterns, based on both a review of the relevant literature and the extensive background of Real Estate Research Corporation regarding urban development. Section II is a general bibliography of materials reviewed as part of the literature search. Section III

is an annotated bibliography, in which the more relevant or useful documents from the general bibliography are briefly described."

— The costs of sprawl: environmental and economic costs of alternative residential development patterns at the urban fringe; literature review and bibliography. Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 1 v. (various pagings)

Livkin, Malcolm D. Growth control via sewer moratoria. *Urban land*, v. 33, Mar. 1974: 10-15.

"Although some central cities employ moratoria, the technique is used primarily in suburbs, the seat of most development."
Selection of materials on growth and the environment. Prepared for the Merchant Marine and Fisheries Committee. Washington, U.S. Govt. Print. Off., 1974.

148 p. At head of title: 93d Cong., 2d sess. Committee print. "Serial no. 93-C"

"... a series of papers prepared by members of a seminar, conducted at the Sloan School of Management, MIT by Dr. Carroll L. Wilson."
Sessums, T. Terrell. Legislating a growth policy; a Florida approach. *State government*, v. 47, spring 1974: 82-86.

Speaker of the Florida legislature describes the proposed state law for "the establishment of a growth policy for the State (House Concurrent Resolution 2800) now awaiting consideration in the 1974 regular session".

"Stop" signs for developers going up all over U.S. *U.S. news & world report*, v. 76, Jan. 21, 1974: 40-42.

"New rules, hostile attitudes are slowing suburban development, boosting costs of homes. Experts see a threat to the lush postwar housing market."

Strategies for controlling growth. *Public management*, v. 56, May 1974: whole issue.

Partial contents:—The emergence of growth as a local issue, by S. Carter and D. Harman.—Too much growth: guidelines for action, by G. Sipel.—Petaluma/five-year development strategy, by R. Meyer.—Ramapo/point system, by J. McAlevey.—Prince George's County/staging growth, by R. Edwards.—Dade County/moratorium strategy, by R. Goode.

Train, Russell E. The challenge of scarcity. *Cry California*, v. 9, fall 1974: 2-12.

Argues that the U.S. urgently needs a national planning agency "to identify emerging long-term trends and problems, to spell out and evaluate alternative courses of action to deal with these trends and problems, and to assess actions already under way."

— Growth with "environmental" quality. *Wisconsin conservation bulletin*, v. 39, July-Aug. 1974: 7-9.

"Concern over the growth issue is closely related to concern over the quality of life, and Mr. Train believes that this is emerging as the issue for the rest of the century."

— The quality of growth. *Science*, v. 184, June 7, 1974: 1050-1053.

"By choice or by necessity, we are going to have to learn to live within our limits."

U.S. Advisory Commission on Intergovernmental Relations. *American Federalism: into the third century; its agenda*. Washington [For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 39 p.

Partial contents.—Revitalizing local government.—Building stronger states.—Achieving balanced growth and housing opportunity.—Streamlining and humanizing the administration of justice.—Restoring fiscal balance in the Federal system.

U.S. Congress. House. Committee on Merchant Marine and Fisheries. Subcommittee on Fisheries and Wildlife Conservation and the Environment. *Growth and its implications for the future*. Hearing appendix, 93d Cong., 1st sess. May 1, 1973. Washington, U.S. Govt. Print. Off., 1974. 2 v.

"Serial no. 93-28, 93-29"

Part 2, entitled "The Parameters of Growth," discusses "some of the points at which growth-related problems impact society and constrain decisions which must be made to cope with these problems." Part 3, entitled, "How Well Will Our Adjustment Mechanisms work?" discusses some of the means which society needs to deal with these problems.

— House. Committee on Science and Astronautics. Subcommittee on Science, Research, and Development.

Science, technology, and the economy. Hearings, 93d Cong., 2d sess. Feb. 19-21, 1974. Washington, U.S. Govt. Print. Off., 1974. 95 p.

"No. 33"

The hearings were held to investigate how past societies met critical material shortages and how we might best prepare ourselves for future shortages of energy, food stuffs and other materials.

Joint Economic Committee. Subcommittee on Priorities and Economy in Government.

Resource scarcity, economic growth, and the environment. Hearings, 93d Cong., 1st sess. Dec. 19, 20, and 21, 1973. Washington, U.S. Govt. Print. Off., 1974. 192 p.

Urbanczyk, Stephen L. Phased zoning: regulation of the tempo and sequence of land development. *Stanford law review*, v. 26, Feb. 1974: 585-617.

Comment "concludes that phased zoning is a valid, useful, and necessary device to plan and coordinate future development in a rational manner."

Williams, Edward R. House, Peter W. The state of the system (SOS) model: measuring growth limitations using ecological concepts. [Washington, Office of Research and Development, U.S. Environmental Protection Agency] for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 344 p. (Socioeconomic environmental studies series)

"EPA-600/5-73-013"

"The State of the System (SOS) Model is the result of an attempt to develop a methodology that relates ecological concepts including regional carrying capacity to the social scientists' concepts of regional growth and development, and quality of life."

Wright, George W. Toward a national community development strategy. HUD challenge, v. 5, Jan. 1974: 10-14.

Article identifies some considerations in a national growth and stabilization policy and outlines "some remedies based on strategic use of the Standard Metropolitan Statistical Area (SMSA) as a building block."

Wu, Chi-yuen. Growth models and limits-to-growth models as bases for public policymaking in economic development. *Policy sciences*, v. 5, June 1974: 191-211.

In this paper an attempt will be made to analyse the major economic growth models, including limits-to-growth models, and to evaluate their possible contribution to public policy making."

State and Local Growth Policies

Ashley Economic Services. The fiscal impact of urban growth; California case studies. Newport Beach, Calif. [1974?] 1 v. (various pagings)

"This report presents an analysis of one of the nation's major contemporary issues as experienced in California: does urban growth pay for itself? The debate involves whether or not all revenues received from new residential /commercial/ industrial development in the form of property taxes, sales taxes, community development fees, and a host of other items offset the added costs involved for public safety, public works, education, and the other required services."

Barnes, Peter. If it's progress, we don't want it. *New republic*, v. 170, May 4, 1974: 10-11.

Describes the transformation that has changed Colorado from a sparsely populated, clean, and richly endowed state to one threatened by over-development, population, and diminution of natural resources.

Beckman, Norman, ed. National urban growth policy: 1973 congressional and executive action. *Journal of the American Institute of Planners*, v. 40, July 1974: 226-242.

Reports by Beckman, Mitrising, Wellborn, Schlefer, Parente, March, Lane, and Harding relate Federal actions in 1973 to the national urban and rural development objectives set forth by Congress.

Carter, Steve. Bert, Kendall, Nobert, Peter. Local government techniques for managing growth. *Management information service report*, v. 6, May 1974: whole issue.

"Techniques for managing growth center around land use control. The bulk of the report discusses a wide range of such controls with references to city experiences. Techniques discussed include development moratoria, zoning controls, urban service boundaries, public acquisition of land, and population limits, among others." Includes case studies of programs in Boulder, Colo., and Fairfax Co., Va.

Chaplin, George. Hawaii weighs the future. *Cry California*, v. 9, summer 1974: 4-9.

"With pressure growing to maintain quality through control of growth, the current cry is for more comprehensive and creative planning—planning not

just for the physical aspects but for the social, economic and cultural as well." Gardner, Hugh. Goodbye, Colorado. Haper's magazine, v. 248, Apr. 1974: 14, 18-23.

Discusses problems which Colorado faces because of its beauty and natural resources: pollution, over-crowding, unregulated growth, and dying rural areas. Hachman, Frank C. Planning for Utah's future—how many people? Utah economic and business review, v. 34, Aug. 1974: 1-8.

"The future economic and social conditions of Utah depend heavily upon the quality of investment decisions now being made by private and governmental planners. The locations and size of commercial and manufacturing facilities, schools, roads, sewers, and water systems; and the scope and purpose of public policies to govern development of the land, water, and natural resources—are all decisions and plans that are conditioned by the planners' perceptions of the future size of Utah's population."

Hawaii. Dept. of Planning and Economic Development. State of Hawaii growth policies plan: 1974-1984; general plan revision program. [Honolulu] 1974. 122 p.

Presents "an analysis of alternative sets of State policies which can substantially affect, within the next decade, the rates of expansion of Hawaii's population and economy."

Task Force for Hawaii and the Sea—1974. Hawaii and the sea—1974. Prepared for the Governor's Advisory Committee on Science and Technology. [Honolulu] State of Hawaii, Dept. of Planning and Economic Development [1974] 1 v. (various pagings)

Updates the report "Hawaii and the Sea, A Plan for State Action" published in 1969. It reviews important actions taken by the state on ocean policy, with emphasis on the environment and population growth problems.

Hill, Gladwin. Nation's cities fighting to stem growth. New York times, July 28, 1974, p. 1, 10; July 29, p. 20; July 30, p. 16.

Three-part series on community growth controls determined by rapidly changing attitudes toward growth.

Isberg, Gunnar. Controlling growth in the urban fringe. Current municipal problems, v. 16, summer 1974: 86-104.

Focusing on the Twin Cities metropolitan area, discusses a number of methods currently being used or advocated by urban planners to control development in the urban fringe, such as agricultural or large-lot zoning, extra-territorial zoning, PUD and new town developments, tax deferral and abatement laws, and utility extension policies.

Levin, Melvin R. Rose, Jerome G. The suburban land use war: skirmish in Washington township, New Jersey. Urban land, v. 33, May 1974: 14-18.

Discusses a case involving the proposed intrusion of middle-income garden apartments into an affluent suburb, saying that the proposed construction represents "another example of the deadly process known as 'disjointed incrementalism.' Construction occurs in response to successful developer initiatives to friendly zoning appeals boards."

Manvel, Allan S. Urban growth and government structure: criteria for analysis and redesign. Public affairs comment, v. 20, Aug. 1974: 1-6.

Asserts that the effective governance of urban America is hampered by the maintenance of outmoded governmental structures; sees little hope at present for reform of urban governments.

McCahill, Ed. Florida's not-so-quiet revolution. Planning, v. 40, Mar. 1974: 10-13.

Reports on Florida's attempts to control growth and pollution.

Policy instruments in the urban land market managing the growth of cities. OECD observer, no. 70, June 1974: 22-24.

Summary of an OECD report entitled "Policy Instruments in the Urban Land Market" which examines the nature and effectiveness of the policy instruments such as controls on prices and rents, taxation, and land hoarding charges—used to influence the urban land market.

Powledge, Fred. City id transition. New Yorker, v. 50, Sept. 9, 1974: 42-48, 51-52, 54, 56, 58, 61-62, 64, 66-68, 70-76, 78-83.

Describes the recent growth and development of Louisville, Kentucky. Ramsay, Barbara A. Control of the timing and location of government utility extensions. Stanford law review, v. 26, Apr. 1974: 945-963.

Comment reviews local government's power to control the timing and location of its utility extensions. Holds that the magnitude and significance of this power is an important tool for controlling the location and timing of development in a rational and efficient fashion.

Sessums, T. Terrell. Legislating a growth policy; a Florida approach. State government, v. 47, spring 1974: 82-86.

Speaker of the Florida legislature describes the proposed state law for "the establishment of a growth policy for the State (House Concurrent Resolution 2800) now awaiting consideration in the 1974 regular session".

"Stop" signs for developers going up all over U.S. U.S. news & world report, v. 76, Jan. 21, 1974: 40-42.

"New rules, hostile attitudes are slowing suburban development, boosting costs of homes. Experts see a threat to the lush postwar housing market." Strategies for controlling growth. Public management, v. 56, May 1974: whole issue.

Partial contents.—The emergence of growth as a local issue, by S. Carter and D. Harman.—Too much growth: guidelines for action, by G. Sipel.—Petaluma/five-year development strategy, by R. Meyer.—Ramapo/point system, by J. McAlevey.—Prince George's County/staging growth, by R. Edwards.—Dade County/moratorium strategy, by R. Goode.

U.S. Bureau of the Census. Per capita income, median family money income, and low income status in 1969 for states, standard metropolitan statistical areas, and counties: 1970; supplementary report. Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 83 p.

At head of title: 1970 census of population.

"PC(S1)-63"

Urbanczyk, Stephen L. Phased zoning: regulation of the tempo and sequence of land development. Stanford law review, v. 26, Feb. 1974: 585-617.

Comment "concludes that phased zoning is a valid, useful, and necessary device to plan and coordinate future development in a rational manner."

Weiner, Andrew J. The Washington metropolitan area housing industry: a case study of the effect of tight money & land use controls. Oct. 1974: 4-10.

Survey says that the D.C. area is a national housing trend setter with the rapid growth rate of the region's population and potential housing demand. At the same time few areas in the country have experienced such widespread efforts to control growth.

Widner, Ralph R. State growth and Federal policies; a reassessment of responsibilities. State government, v. 47, spring 1974: 87-92.

Enumerates the major problems of state growth, advocating the development of harmonious policies at the Federal, state, and local levels

General Material

1973 legislative review. State government news, v. 17, Jan. 1974: whole issue.

Synopsis of state legislative activity in such areas as political ethics, executive reorganization, taxation, pollution, education, veterans, housing, transportation, health, labor, criminal procedure and others.

American Enterprise Institute for Public Policy Research. Review: 1973 session of the Congress and index of AEI publications. Washington [1974] 62 p. (American Enterprise Institute for Public Policy Research. Legislative analysis, 93d Cong., no. 15)

Annual survey of Texas law. Southwestern law journal, v. 28, no. 1, 1974: whole issue.

Articles on significant legal cases and legislation during 1973 in the areas of torts, probate, property, family law, oil and gas, commercial law, insurance law, workmen's compensation, evidence, conflict of laws, civil procedure, criminal law and procedure, and taxation.

Blazey, Douglas R., and others. Annual survey of Pennsylvania legal developments—part II. Pennsylvania Bar Association quarterly, v. 45, Oct. 1974: 515-531.

This article reviews 1973-1974 Pennsylvania case law.

Blechman, Barry M., Gramlich, Edward M., Hartman, Robert W. Setting national priorities: the 1975 budget. Washington, Brookings Institution [c1974] 269 p.

"This year's volume describes and analyzes the budget as a whole and deals in depth with several major issues that seem likely to be prominent in the debate over national priorities in the coming year: economic stabilization policy, changes in the nation's defense posture, the development of national policy on energy resources, federal responsibilities for income support, and national health insurance."

Burns, Arthur F. [Statements on FY 1975 budget and on economic conditions] Federal Reserve bulletin, v. 60, Mar. 1974: 209-219.

- Two statements, one before the House Committee on Appropriations, Feb. 21, 1974, the other before the Joint Economic Committee, Feb. 26, 1974.
- Calloway, James R., Mainland, Keith F., Jones, W. Proctor. Appropriations, budget estimates, etc., statements, 93d Cong., 1st sess. (January 3, 1973, to December 22, 1973). Washington, U.S. Govt. Print. Off., 1974. 1249 p. (93d Cong., 1st sess. Senate Document no. 93-109)
- Congress strives to fill leadership vacuum. Congressional quarterly weekly report, v. 32, Dec. 28, 1974: 3415-3441.
- Summarizes the major activities and accomplishments of the 93rd Congress, outlining the principal items of legislation passed.
- Democratic Study Group. Congress and Federal spending. Washington, 1974. 8, -7 p. (Democratic Study Group. Issue report no. 11)
- Analyses the impact of congressional action on Federal spending and the Republican record in that regard during the 92d and 93d Congresses.
- Fisher, Louis, Congress, the executive and the budget. In Changing Congress: the committee system. Philadelphia, American Academy of Political and Social Science, 1974. (Annals, v. 411, Jan. 1974) p. 102-113.
- Discusses the budgetary conflicts between Congress and the President, focusing on the spending ceiling of \$250 billion for fiscal year 1973.
- Freilich, Robert H. Current developments in local government law—a review of recent decisions, statutes and events, and their impact in the field of urban law. Urban lawyer, v. 6, spring 1974: 288-323.
- Article reviews recent developments in urban law, concentrating on revenue sharing, impoundments by the executive branch, transportation, urban environment, airport law, land use, housing, metropolitan schools, and reapportionment.
- Glass, Stuart. Presidential impoundment of congressionally appropriated funds: an analysis of recent Federal court decisions; a report prepared by the Congressional Research Service of the Library of Congress [for the] Committee on Government Operations. Washington, U.S. Govt. Print. Off., 1974. 80 p.
- At head of title: 93d Cong., 2d sess. House. Committee print.
- Gordon, Kermit. Some conjectures on policy problems of the 1970's. American economic review, v. 64, May 1974: 125-128.
- Identifies these major economic policy problems that are likely to absorb our attention through the remainder of this decade: international economic problems; inflation; performance of the public sector; distributive equity; and environment, energy, resource depletion, and economic growth.
- Great society: lessons for the future. Public interest, no. 34, winter 1974: whole issue.
- Contents.—Social intervention in a democracy, by L. Liebman.—Economic policy and unemployment in the 1960's, by E. Phelps.—Reform follows reality: the growth of welfare, by G. Steiner.—What does it do for the poor? A new test for national policy, by R. Lampman.—The uses and limits of manpower policy, by L. Ulman.—Major public initiatives in health care, by H. Klarman.—The successes and failures of Federal housing policy, by A. Downs.—Economic developments in the Black community, by A. Brimmer.—The Federal role in education, by R. Tyler.—Blacks and the crisis of political participation, by C. Hamilton.—Some lessons of the 1960's, by E. Ginzberg and R. Solow.
- Halpern, Joel M. Urban anthropology: an introductory bibliography. Monticello, Ill., 1974. 26 p. (Council of Planning Librarians. Exchange bibliography 571)
- Havemann, Joel. CMB gives agencies ceilings for 1976 budget. National journal reports, v. 6, Aug. 24, 1974: 1255-1261.
- Discusses budget cut prospects, agency spending ceilings, and the government spending-inflation interrelationship.
- Heuer, Jeffrey G., Shannon, Brian G. Constitutional law. Wayne law review, v. 20, Jan. 1974: 325-352.
- Article surveys 1972-1973 Michigan decisions.
- Illinois. Cities and Villages Municipal Problems Commission. Annual report to the 1974 session of the seventy-eighth General Assembly. [Springfield, 1974] 16 l.
- Summarizes the public hearings of the Commission in 1973 and discusses its participation in the 1973 National League of Cities Congress.
- Lax, Jerold. Local government. Wayne law review, v. 20, Jan. 1974: 547-577.
- Article surveys Michigan court decisions.
- Levy, Michael E. The 1974 economy and the new Federal budget; steering a tight course of moderate fiscal and monetary expansion. Conference Board record, v. 11, Apr. 1974: 7-9.
- "Our perspective of the 1975 budget will be greatly enhanced if we purge first from our memories the dramatic, yet unfulfilled, gesture of the initial 1974

budget proposal. We may then conclude that the new budget merely picks up where the present one leaves off—but with a heightened concern for a weakening economy and a heightened respect for the ways and means of Congress.”

— Budget lean, solid and more acceptable to Congress in style. Money manager, v. 3, Feb. 25, 1974: 5, 51.

Levy, Michael E., and others. The Federal budget, its impact on the economy, fiscal 1975. [New York, Conference Board, c1974] 62 p. (The Conference Board. Report no. 621)

“The study consists of three parts: current budget analysis for the new fiscal year; special analyses of programs that are of particular current interest; budget spending in perspective, a broad review of the relative importance of the government sector (including state and local governments) and of major expenditure patterns in terms of their budget priorities.”

Mills, Barbara. An annotated interdisciplinary guide to sources of information in the social sciences with special emphasis on urban studies. Monticello, Ill., 1974. 76 p. (Council of Planning Librarians. Exchange bibliography 552)

Includes references for reference books, bibliographies, newsletters, indexes and other material.

Minnesota Supreme Court 1973. Minnesota law review, v. 58, Apr. 1974: 773-901.

“The Minnesota Supreme Court Note is intended to present a comprehensive survey of significant decisions by the court during 1973.”

National Association of Manufacturers of the United States of America. Government Operations/Expenditures Committee.

The Federal budget: an analysis of spending; housing, postal service, revenue sharing, education, Federal payrolls. [Washington] 1974. 15 p.

National Governors' Conference. Innovations in state government; messages from the governors. [Washington, c1974] 374 p.

Contents.—New departures in administration.—Initiatives in state planning.—New approaches to land use and environment.—New responses to issues of the energy crisis.—New initiatives in economic and rural development.—New directions in human services and welfare.—Humanizing child care services.—Innovative pioneering in educational services.—New themes for transportation systems.—The state and the individual.

National League of Cities. The Federal budget and the cities. [Washington, National League of Cities, c1974] 89 p.

“A review of the President's budget in light of urban needs and national priorities.”

— National municipal policy. Washington [1974] 137 p.

“Adopted at the Annual Business Session, Annual Congress of Cities, San Juan, Puerto Rico, December 6, 1973.”

New budget is kinder to the environment. Conservation Foundation letter, Feb. 1974: 1-8.

“In this issue: the Administration requests more funds for fiscal 1975—but the heavy emphasis is on supplying more energy.”

New Nixon budget requests show military takes major share. Washington newsletter, no. 357, Mar. 1974: 1, 3-5.

Concludes that the budget “looks to us like a continued declaration of war—not against poverty but against the poor.”

Nilsen, Kirsti. Bibliography of bibliographies prepared by U.S. Government agencies of interest to community planners. Monticello, Ill., 1974. 23 p. (Council of Planning Librarians. Exchange bibliography 527)

Bibliography is arranged by title and by issuing agency.

Preiser, Wolfgang F. E. Research on architecture and human behavior. Monticello, Ill., 1974. 7 p. (Council of Planning Librarians. Exchange bibliography 673)

Probing the future. Engineering news-record, v. 192, Apr. 30, 1974: 1-538.

The editors of ENR have written this issue in celebration of the magazine's centennial. 16 articles offer a picture of what's ahead in the U.S., in the world, and in space beyond. Subjects of concern to construction include: the city, housing, water, energy, transportation, solid wastes, labor, and the future's materials.

Ray, William W. Clark, Claudia. Graduate student research in planning, urban design and urban affairs: 1972-1974. Monticello, Ill., 1974. 95 p. (Council of Planning Librarians. Exchange bibliography 622-623)

“The current work is an extension of Exchange Bibliography no. 355, A Bibliography of Dissertations, Theses, and Thesis Alternatives in Planning: 1970-1972.”

Resources for the Future. Annual report for the year ending September 30, 1973. Washington [1974] 148 p.

In addition to two special articles (one on air pollution and health, the other on low-cost energy), this report reviews RFF's activities and the results of its research.

Rose, Jerome G. New directions in planning law: a review of the 1972-1973 judicial decisions. *Journal of the American Institute of Planners*, v. 40, July 1974: 243-254.

"This survey of 1972-1973 judicial decisions reveals a number of interesting trends in the development of planning law: (1) there is a widening range of legal subjects which impact the planning profession; (2) there has been an increase in the volume of judicial decisions involving planning issues; and (3) at any given point in time, there are always numerous important matters pending in court so that no review of legal developments can end with a tone of finality."

San Juan in perspective. *Nation's cities*, v. 12, Feb. 1974: 20-27.

Reports on the activities at the 1974 Congress of Cities of the National League of Cities and profiles the NLC's new president, Black Mayor Tom Bradley of Los Angeles.

Satteree, Catherine, comp. *The Nation's cities: 1974-75 annual directory*. *Nation's cities*, v. 12, July 1974: 14-42.

Lists by function or problem areas "over 200 state, national, and federal agencies specializing in various problems faced by municipal government officials daily."

Stanford, Jay G. Constitutional revision in Texas: a new chapter. *Public affairs comment*, v. 20, Feb. 1974: 1-8.

Summarizes the specific proposals of the Texas Constitutional Revision Commission and discusses the revision process and the role of the Commission.

The Supreme Court of California, 1972-1973. *California law review*, v. 62, Mar. 1974: 406-664.

Comments discuss significant developments in administrative law, constitutional law, contracts, criminal law, education, evidence, legal ethics, property and torts.

U.S. Advisory Commission on Intergovernmental Relations. *American Federalism: into the third century; its agenda*. Washington [For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 39 p.

Partial contents.—Revitalizing local government.—Building stronger states.—Achieving balanced growth and housing opportunity.—Streamlining and humanizing the administration of justice.—Restoring fiscal balance in the Federal system.

U.S. Congress. House. Committee on Appropriations. *The Federal budget for 1975*. Hearings, 93d Cong., 2d sess. Washington, U.S. Govt. Print. Off., 1974. 355 p.

House. Committee on Appropriations. Subcommittee on HUD-Space-Science-Veterans.

Budget rescission bill (H.R. 17505). Hearings, 93d Cong., 2d sess. Washington, U.S. Govt. Print. Off., 1974. 269 p.

Joint Committee on Internal Revenue Taxation. *Tax reform bill of 1974: press release descriptions of tentative decisions corresponding to sections of draft bill; Title II—changes primarily affecting corporations*. Washington, U.S. Govt. Print. Off., 1974. 14 p.

At head of title: Committee print.

Joint Economic Committee. *The 1973 midyear review of the economy*. Hearings, 93d Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1974. 393 p.

Hearings held July 30 . . . Oct. 18, 1973.

Joint Economic Committee. *The 1974 economic report of the President*. Hearings, 93d Cong., 2d sess. Part 1. Washington, U.S. Govt. Print. Off., 1974. 230 p.

Hearings held Feb. 7 . . . 18, 1974.

Joint Economic Committee. *The 1974 economic report of the President*. Hearings 93d Cong., 2d sess. Part 3. Washington, U.S. Govt. Print. Off., 1974. 677-872 p.

Hearings held Feb. 25 . . . Mar. 4, 1974.

Joint Economic Committee. *The 1974 economic report of the President*. Hearings 93d Cong., 2d sess. Part 4. Mar. 7, 1974. Washington, U.S. Govt. Print. Off., 1974. 873-976 p.

— Joint Economic Committee. The 1974 economic report of the President. Hearings, 93d Cong., 2d sess. Washington, U.S. Govt. Print. Off., 1974. 977-1249 p.

Part 5—Invited comments.

— Joint Economic Committee. The 1974 joint economic report: report on the February 1974 economic report of the President together with statement of Committee agreement, minority and supplementary views. Washington, U.S. Govt. Print. Off., 1974. 148 p. (93d Cong., 2d sess. House. Report no. 93-927)

— Joint Economic Committee. An action program to reduce inflation and restore economic growth; interim report. Washington, U.S. Govt. Print. Off., 1974. 52 p.

At head of title: 93d Cong., 2d sess. Joint committee print.

Key recommendations include a reduction in Federal spending to \$300 billion, a moderate easing of monetary policy, a strengthened role for the Council on Wage and Price Stability, a major program of public service employment, and the appointment of a commission to draft omnibus legislation to remove impediments to competition.

— Joint Economic Committee. Subcommittee on Priorities and Economy in Government.

The economics of Federal subsidy programs; a compendium of papers. Washington, U.S. Govt. Print. Off., 1974. 977-1112 p.

At head of title: 93d Cong., 2d sess. Joint Committee Print.

Part 8—Selected subsidies.

Contents.—Tax subsidies of private health insurance: distribution, revenue loss and effects, by M. Feldstein and E. Allison.—The mandatory oil import quota program: a consideration of economic efficiency and equity, by C. Cicchetti and W. Gillen.—An evaluation of subsidies for water pollution abatement, by H. Macaulay.—Subsidization through regulation: the case of commercial television broadcasting, by J. McGowan, R. Noll, and M. Peck.—An economic analysis of Federal food subsidies, by M. Gillis.

— Joint Economic Committee. Subcommittee on Priorities and Economy in Government.

National priorities and the budgetary process. Hearings, 93d Cong., 1st sess. Apr. 25-27, 1973. Washington, U.S. Govt. Print. Off., 1974. 153 p.

— Senate. Committee on Appropriations.

The budget of the United States Government for fiscal year 1975. Hearings, 93d Cong., 2d sess. Washington, U.S. Govt. Print. Off., 1974. 261 p.

— Senate. Committee on Banking, Housing and Urban Affairs.

Summary of Activities, 1973 report. Washington, U.S. Govt. Print. Off. 117 p.

At head of title: 93d Cong., 1st sess. Committee print.

Partial contents.—Consumer finance.—Financial institutions.—Flood insurance.—Housing.—International finance.—Mass transportation.—Minting and coinage.—Production and stabilization.—Securities.—Small business.

— Senate. Committee on Government Operations. Subcommittee on Intergovernmental Relations. Confidence and concern: citizens view American Government. Hearing, 93d Cong., 1st sess., on a survey of public attitudes. Dec. 3, 1973. Washington, U.S. Govt. Print. Off., 1974. 35 p.

Louis Harris discusses the survey his company conducted for the subcommittee.

— Senate. Special Committee on Aging. The proposed fiscal 1975 budget: what it means for older Americans. Washington, U.S. Govt. Print. Off., 1974. 11 p.

At head of title: 93d Cong., 2d sess. Committee print.

U.S. Council of Economic Advisers. Economic report of the President; transmitted to the Congress February 1974 together with the annual report of the Council of Economic Advisers. Washington. For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 359 p.

Contents.—Economic problems and policies.—Developments and policy in 1973.—Inflation control under the Economic Stabilization Act.—Energy and agriculture.—Distribution of income.—The international economy in 1973.—Activities of the Advisory Committee on the Economic Role of Women.

— Report . . . on the American economy; message from the President of the United States transmitting a report . . . Washington, U.S. Govt. Print. Off., 1974, 44 p. (93d Cong., 2d sess. House. Document No. 93-304)

U.S. Department of Housing and Urban Development. Office of International Affairs.

Report on the US-USSR working group on the enhancement of the urban environment, second joint session. Washington [1974] 60 p.

"The topics discussed were: comprehensive planning and development, construction in permafrost areas, solid waste management, noise abatement and control, urban transportation, historic preservation [and] new communities. At the instigation of the US delegation, discussions also were held on recreation zones [and] housing management."

U.S. Interstate Commerce Commission. 87th annual report fiscal year ended June 30, 1973. Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off. [1974] 147 p. (93d Cong., 2d sess. House. Document No. 93-2)

U.S. National Science Foundation. Division of Science Resources Studies. Government Studies Group. Federal R&D priorities shifted in FY 1975. Washington, 1974. 4 p. (U.S. National Science Foundation. Science resources studies highlights, NSF 74-310)

R&D support has been shifted from space to energy problems.

U.S. Office of Management and Budget. A guide to the Federal budget document. Washington, 1974. 53 p.

U.S. President, 1969-74 (Nixon). Vetoing H.R. 15472; message from the President of the United States. Washington, U.S. Govt. Print. Off., 1974. 25 p. (93d Cong., 2d Sess. House. Document no. 93-331)

U.S. President, 1974- (Ford). Budget rescissions and impoundments; message, . . . transmitting proposals for the rescission or the deferral of certain budget authority, pursuant to sections 1012 and 1013 of Public Law 93-344. Washington, U.S. Govt. Print. Off., 1974. 24 p. (93d Cong., 2d Sess. House. Document no. 93-361)

J.S. President, 1974- (Ford). Rescission, deferral budget, fiscal year 1975; message. Washington, U.S. Govt. Print. Off., 1974. 1 v. (various pagings) (93d Cong., 2d sess. House. Document no. 93-398)

Wagner, Richard E., Politics, bureaucracy, and budgetary choice: the Brookings budget for 1974. *Journal of money, credit and banking*, v. 6, Aug. 1974: 367-383.

Review of Setting National Priorities: the 1974 Budget, by Fried, Rivlin, Schultze, and Teeters, criticizes that work for its inadequate perspective regarding the framework of government, "particularly the properties of political competition and the supply of services by public bureaus."

Weidenbaum, Murray L., The Federal budget for fiscal 1975. *Financial analysts journal*, v. 30, July-Aug. 1974: 20-24, 61-63.

"The Federal Budget for fiscal 1975 is likely to prove expansionary—a result that some attribute to a Watergate-weakened President's reluctance to confront Congress. It is difficult to see how the new budget could be very different, however, constrained as it is by the problems of softening economy."

_____, Financing the '75 budget: borrowing rise greater than growth of deficit. *Money manager*, v. 3, Apr. 15, 1974: 5, 50.

"The rise in the budget deficit from \$4.7 billion this year to \$9.4 billion next year has its counterpart in increased requirements for Federal borrowing from the public. Such financing is projected at \$12.5 billion in fiscal 1975, substantially above the 1974 amount of \$3.5 billion."

Wise, Wes. Mineta, Norman Y. Current issue explored: issue no. III—who should shape urban policy? *Journal of housing*, v. 31, Feb. 28, 1974: 69-72.

Wise, the mayor of Dallas, Texas, and Mineta, the mayor of San Jose, California, call for a more active role by cities in Federal decision making concerning urban and budgetary policies specifically.

CHAPTER I. EFFECTIVE AREA-WIDE PLANNING AND DELIVERY OF SERVICES

Health Policy and Planning

Battle lines form over who makes Federal health policy—HEW or OMB. *Medical world news*, v. 15, Apr. 12, 1974: 34-35, 39-40, 42.

Details the upcoming fight over who decides medical policy—HEW or OMB—and who decides which health programs are funded.

Blake, Elinor. Bodenheimer, Thomas. Hospitals for sale (and other ways to kill a public health system). *Ramparts*, v. 12, Feb. 1974: 27-33.

Cites the closing of many public hospitals as one of the indicators of medical policy in the U.S.

Clark, Wayne. Huttie, Joseph, Jr. "New federalism" in the Delta. *Progressive*, v. 38, Apr. 1974: 24-25.

- Analyzes the effect the Mound Bayou Hospital and Health Center has had on the health of indigents in Mississippi's Delta and what is going to happen in those counties when this program is discontinued.
- Devane, Denis J. The new priorities: find the money first, then plan construction. *Modern hospital*, v. 122, Feb. 1974: 73-75.
- Advises the hospital administrator and trustees to "find their financing first, financing based on repayment ability, and then use that commitment as a discipline on every other participant in the building process."
- Dowling, William L. Financial constraints. *Hospitals*, v. 48, Apr. 1, 1974: 113-116.
- Reviews problems of hospital finance during 1973.
- Enders, Wayne T. Poston, Patricia M. Biggs, Ronald. Access to essential services in rural/urban environment: a selected interdisciplinary bibliography. Monticello, Ill., 1974. 53 p. (Council of Planning Librarians. Exchange bibliography 593)
- Fein, Rashi. The new national health spending policy. *New England journal of medicine*, v. 290, Jan. 17, 1974: 137-140.
- The 1974 Federal budget for health cuts back support for the Regional Medical Programs, Hill-Burton construction and Community Mental Health Centers as well as research and education activities. Fein argues that if these cuts stem from a desire to increase the role of the private market in health economic affairs, that this attitude underemphasizes the social benefits of health programs and has weakened the medical-care community.
- Frederick, Earl J. Hospitals want money and lenders want answers. *Modern hospital*, v. 122, Feb. 1974: 69-73.
- Discusses Federal and state sources of capital funding for hospitals.
- Hawaii. Program memorandum: health. [Honolulu] 1974. 77, [18] p.
- Covers state programs in six areas: "physical health, mental health, mental retardation, community health services, medical standards setting and enforcement, and overall program support for health."
- Kernaghan, Salviniija G. Legislation: the painful shot in the arm. *Hospitals*, v. 48, Oct. 1, 1974: 66-70.
- "For better or for worse, health planning, financing, and manpower legislation promise to have a striking effect not only on the smaller hospital's operations but also on its survival."
- Lave, Judith R. Lave, Lester B. The Hospital Construction Act: an evaluation of the Hill-Burton program, 1948-1973. Washington American Enterprise Institute for Public Policy Research [1974] 71 p. (American Enterprise Institute for Public Policy Research. Evaluative studies, 16)
- Focuses "on the success of the program as enacted and on the current needs for capital expenditures, particularly for short-term hospitals."
- Levin, Arthur I. Health care. In *Governing New York State: the Rockefeller years*. New York, Academy of Political Science, 1974. (Proceedings, v. 31, May 1974) p. 175-187.
- "In the near future, perhaps more than any other level of government, states will have to come to grips with this question of who exerts control over the health system. They will have to do so, if only because resource constraints will make it economically impossible to afford anything but a unified, coordinated system that discourages use of hospitals and other high-cost components."
- Margolis, Richard J. Where does it hurt? America's medical crisis and the politics of health reform. *New leader*, v. 57, Apr. 15, 1974: whole issue.
- Searches for answers to such questions as "are yesterday's protective panaceas—Blue Cross, Blue Shield, Medicaid, Medicare—in fact contributing to today's problems? Is the difficulty, perhaps, less one of medicine than of its management? Have new health care arrangements been developed along the way that could point to a better direction for the future? Why is the United States, unlike almost every other modern industrial country, still without some effective form of national health insurance?"
- Morehead, Mildred A. Donaldson, Rose. Quality of clinical management of disease in comprehensive neighborhood health centers. *Medical care*, v. 12, Apr. 1974: 301-315.
- National Planning Association. Center for Health Policy Studies. Chartbook of Federal health spending, 1969-74. Washington [1974] 63 p.
- Partial contents.—Health research.—Health manpower training.—Financing and provision of health services.—Construction of health facilities.—Prevention and control of health problems.—Improving the organization and delivery of health care.

Prussin, Jeffrey A. Health maintenance organization legislation in 1973-74. [Washington, Science & Health Publications, c1974] 94 p. (Health legislation report series, v. 11)

Partial contents.—Why health maintenance organizations?—Up, up, down, and up again: the birth of a law.—Public Law 93-222: the Health Maintenance Act of 1973, an analysis.—The politics of HMCs: the issues and their resolution conclusion.—A glimpse at the future.

Regulating health facilities construction: proceedings of a conference on health planning, certificates of need, and market entry. Washington, American Enterprise Institute for Public Policy Research [1974] 314 p.

Partial contents—Health planning and health planners: forerunners of certificates of need.—Health facilities planning with "ceeth": certificate-of-need laws.—Nonprofit monopolies in health care: controlling the progeny of certificate-of-need laws.—National health policy directions: the future of certificate-of-need laws and health planning.

Rivall, Jack W. Hospital and group practice form HMC. Hospitals, v. 48, June 1, 1974: 71-74.

"Eitel Hospital and the Nicollet Clinic, a multispecialty group medical practice, jointly established a successful health maintenance organization in Minneapolis."

Roos, Noralou P. Influencing the health care system: policy alternatives. Public policy, v. 22, spring 1974: 139-167.

Compares the rational theory and the behavioral theory of organization behavior and then proposes a more policy-relevant integration of the two.

Russell, Louise B. Federal health spending, 1969-74: an overview. Looking ahead, v. 22, Sept. 1974: 1-8.

Reviews Federal spending for Medicare, Medicaid, health research, health manpower training, and construction support programs.

Russell, Louise B., and others. Federal health spending, 1969-74. Washington, Center for Health Policy Studies, National Planning Association [1974] 138 p.

"... describes the health expenditures and programs of the federal government for the period 1969-74 and the changing nature and dimensions of the problems addressed by those programs and outlays."

Shkurti, William J. The costs and financing of health care in Ohio: issues and alternatives; technical appendix of the Costs and Financing Committee [of the] Governor's Task Force on Health Care. [Columbus, Ohio] Costs and Financing Committee, Governor's Task Force on Health Care, 1974. 151 p.

Partial contents.—Descriptive data: Ohio health dollars.—Descriptive data: private health insurance.—Issues in hospital costs.—Issues in physician's fees and drug prices.

Snoke, Albert W. Snoke, Parnie S. A blueprint for change—part two. Hospitals, v. 48, July 16, 1974: 36-40.

Provides suggestions for improving health care delivery.

U.S. Congress. Conference Committees, 1974. Health Revenue Sharing and Health Services Act of 1974; conference report to accompany H.R. 14214. [Washington, U.S. Govt. Print. Off.] 1974. 102 p. (93d Cong., 2d sess. House. Report no. 93-1524)

Conference Committees, 1974. Health Revenue Sharing and Health Services Act of 1974; conference report to accompany H.R. 14214. [Washington, U.S. Govt. Print. Off.] 1974. 102 p. (93d Cong., 2d sess. Senate. Report no. 93-1311)

House. Committee on Interstate and Foreign Commerce. Health Revenue Sharing and Health Services Act of 1974; report together with minority and additional views to accompany H.R. 14214. [Washington, U.S. Govt. Print. Off.] 1974. 170 p. (93d Cong., 2d sess. House. Report no. 93-1161)

House. Committee on Interstate and Foreign Commerce. The National Health Policy and Health Development Act of 1974, H.R. 12053. Washington, U.S. Govt. Print. Off., 1974. 104 p.

At head of title: 93d Cong., 2d sess. Committee print no. 15.

House. Committee on Interstate and Foreign Commerce. Subcommittee on Public Health and Environment. Health services and health revenue sharing. Part 2. Hearings, 93d Cong., 2d sess., on H.R. 11511, H.R. 11518, H.R. 11845, and H.R. 12892 and all similar and identical bills. Washington, U.S. Govt. Print. Off., 1974. 663-1307 p.

Hearings held Feb. 14-22, 1974.

"Serial no. 93-87"

- House. Committee on Interstate and Foreign Commerce. Subcommittee on Public Health and Environment. Health services and health revenue sharing. Part 1. Hearings, 93d Cong., 2d sess., on H.R. 11511, H.R. 11518, H.R. 11845, and H.R. 12892 and all similar and identical bills. Washington, U.S. Govt. Print. Off., 1974. 662 p.
Hearings held Feb. 14-22, 1974.
"Serial no. 93-86"
- Senate. Committee on Labor and Public Welfare. Health Services Act of 1974; report to accompany S. 3280. [Washington, U.S. Govt. Print. Off.] 1974. 186 p. (93d Cong., 2d sess. Senate. Report no. 93-1137)
- Senate. Committee on Labor and Public Welfare. National Health Planning and Development and Health Facilities Assistance Act of 1974; report together with additional views to accompany S. 2994. [Washington, U.S. Govt. Print. Off.] 1974. 215 p. (93d Cong., 2d sess. Senate. Report no. 93-1285)
- Senate. Committee on Labor and Public Welfare. Subcommittee on Health. Effects of the energy crisis on the health care system, 1973. Hearings, 93d Cong., 1st sess. Dec. 17, 1973. Washington; U.S. Govt. Print. Off., 1974. 116 p.
- Senate. Committee on Labor and Public Welfare. Subcommittee on Health. Health facilities legislation; 1974. Hearing, 93d Cong., 2d sess., on S. 3577 [and] S. 2983. June 14, 1974. Washington, U.S. Govt. Print. Off., 1974. 233 p.
- Senate. Committee on Labor and Public Welfare. Subcommittee on Health. Health services legislation, 1974. Hearings, 93d Cong., 2d sess., on S. 3280. May 1-2, 1974. Washington, U.S. Govt. Print. Off., 1974. 831 p.
- U.S. General Accounting Office. Need for more effective management of community mental health centers program, National Institute of Mental Health, Department of Health, Education, and Welfare; report to the Congress by the Comptroller General of the United States. [Washington] 1974. 89 p.
"B-164031(5), Aug. 27, 1974"
- U.S. National Center for Health Statistics. Hospitals: a county and metropolitan area data book, 1971. Rockville, Md. [For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 296 p. (U.S. Dept. of Health, Education, and Welfare. DHEW publication no. (HRA) 74-1223)
Partial contents.—Number of hospitals and beds by type of hospital and State: United States, 1971.—Number of hospitals, beds, average daily census, and occupancy rate, by standard metropolitan statistical area: United States, 1971.—Number of general hospitals, beds, admissions, and average daily census, by ownership of hospital and State and county: United States, 1971.—Number of selected full-time personnel employed in hospitals, by State and county: United States, 1971.
- Inpatient health facilities as reported from the 1971 MFI survey. Rockville, Md. [For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 65 p. (U.S. Dept. of Health, Education, and Welfare. DHEW publication no. (HRA) 74-1807)
"Statistics about nursing homes, hospitals, and other kinds of inpatient health facilities include numbers of institutions, beds, and employees as well as types of ownership, geographic distribution, and comparisons with other surveys. Based on data collected during the period August-October 1971."
- Vignola, Margo Levy. Organization of health care in Ohio: technical appendix of the Organization Committee [of the] Governor's Task Force on Health Care. [Columbus, Ohio] Organization Committee, Governor's Task Force on Health Care, 1974. 271 p.
Partial contents.—State of health in Ohio.—Access to health care services.—Utilization of health care services.—Methods of financing and organization.—Health maintenance organizations.
- Wallace, Samuel T. HMCs don't just happen. Hospitals, v. 48, June 1, 1974: 87-90.
"The institutionally based HMC model, especially one sponsored by a hospital, must ensure that the prepaid group practice concept successfully can exist in an institution side by side with physicians who practice in the traditional fee-for-service manner."
- Webb, Bruce J. Impact of revenue sharing on local health centers. Black scholar, v. 5, May 1974: 10-15.
"The revenue sharing act as it is now presently constituted, along with other forces that make up the thought/action of 'New Federalism,' is having

an adverse effect on NHC's and poor people generally. There is no historical evidence that states and localities will be efficient and responsive to their citizenry in regard to the use of the funds."

Yeagar, Robert C. California PHPs in trouble. *Modern health care*, v. 1, June 1974: 45-47.

"State auditor says less than half the money paid the [prepaid health] plans is going for care."

Social Services

6 billion [dollars] for free food—too much or not enough? *U.S. news & world report*, v. 77, July 22, 1974: 32-33.

"Agriculture Secretary Earl L. Butz points out that, in the current fiscal year, food-assistance plans will account for two thirds of the budget of a Department that is supposed to be devoted to aiding farmers and consumers. . . . To Secretary Butz, the ballooning of food-plan spending is a 'frightening development.'"

American Enterprise Institute for Public Policy Research. Unemployment compensation: proposed permanent changes. Washington [1974] 63 p. (American Enterprise Institute for Public Policy Research. Legislative analysis, 93rd Cong., no. 16)

Contents.—Federal standards regulating the benefit.—Federal standards regulating the payment of benefits during labor disputes.—Coverage of farm workers.

Andrews, Richard-N. L. Environment and bureaucracy: progress and prognosis. *Journal of environmental education*, v. 6, fall 1974: 1-6.

Suggests that the changes in behavior of the Corps of Engineers and the Soil Conservation Service are not in response to the legal pressure from NEPA, but rather in response to pressure from the courts and the general public.

Benton, William B., Jr. Maryland management uses QC findings. *Social and rehabilitation record*; v. 1, July-Aug: 1974: 9-13.

Outlines the procedures that have been instituted in Maryland to provide for quality control of the AFDC program.

Bernstein, Blanche. The state and social welfare. In *Governing New York State: the Rockefeller years*. New York, Academy of Political Science, 1974. (Proceedings, v. 31, May 1974) p. 146-160.

Champagne, Anthony. An evaluation of the effectiveness of the OEO legal services program. *Urban affairs quarterly*, v. 9, June 1974: 466-513.

Evaluation: "clearly shows that the legal services program has been quite successful in meeting its goals and, therefore, in providing for the legal needs of poor people. Unfortunately, the success of the program has caused a number of political leaders to concern themselves with the program—a concern aimed, oddly enough, not at improving what this research shows as being an already successful program, but in reducing the program's effectiveness." Champagne's article is followed by a criticism written by Richard A. Beck.

— The internal operation of OEO legal services projects. *Journal of urban law*, v. 51, May 1974: 649-685.

Article uses organization theory to "make a preliminary examination of legal services project internal operations by examining: (1) legal services project directors; (2) legal services staff attorneys; and (3) the local project governing board."

Chertow, Doris. Literature review: participation of the poor in the war on poverty. . . . *Adult education*, v. 24, spring 1974: 184-207.

"This paper integrates ideas from representative literature on the anti-poverty war launched by the U.S. Office of Economic Opportunity in 1964. It focuses on the mandates of community action and 'maximum feasible participation' as contributing to possible adult education of the poor for improved social and civic competence."

Cochran, Robert. The great energy crisis of 1973-74; the response of OEO and community action. Washington, Office of Economic Opportunity [1974] 12 p. (U.S. Office of Economic Opportunity. Pamphlet 6143-4)

Condon, John P. The NAB: taking stock after 7 years. *Manpower*, v. 6, Dec. 1974: 22-26.

"In 1968 the business community and the Federal Government joined forces in an effort to place the hard-core unemployed in regular, permanent jobs in private industry." Interview with National Alliance of Businessmen president reviews the progress of the joint NAB/Manpower Administration program.

Cook, H. Dale. McKenna, Hugh F. Due process in the administration of the social security program. *Federal Bar journal*, v. 33, spring 1974: 168-194.

Article "has attempted to outline our administrative philosophies, the reinterpretation of those philosophies as times and technology change, and the current issues relating to such philosophies, all in the context of affording due process with the greatest administrative efficiency."

Craft, James A. Public service jobs and transitional employment: an analysis of the Vermont Experimental and Demonstration Project. Pittsburgh, University of Pittsburgh [1974] 200 p.

Edwards, Agnes M. Whiteraft, Carol J. Vocational service agencies and the disadvantaged. *Vocational guidance quarterly*, v. 23, Sept. 1974: 49-53.

"... study set out to determine, within a given population sample, the extent of knowledge of, the attitudes toward, and the contacts with four vocational service programs: the Manpower Development Program as administered by the Texas Employment Commission, the Neighborhood Youth Corps, the Job Corps, and Vocational Rehabilitation."

The food stamp issue. *Farm index*, v. 13, Oct. 1974: 4-6. "Enrollment in the food stamp program has more than quadrupled since 1960. How effective is the program? What do people buy with the stamps? These are among the issues an ERS study explores."

Frederickson, H. George, ed. Social equity and public administration; a symposium. *Public administration review*, v. 34, Jan.-Feb. 1974: 1-51.

Contents.—Social equity, justice, and the equitable administrator, by D. Hart.—Social equity and organizational man: motivation and organizational democracy, by M. Harmon.—Social equity and the public service, by E. McGregor.—Social equity and social service productivity, by S. Chitwood.—Social equity and fiscal federalism, by D. Porter and T. Porter.—Statistical theory and equity in the delivery of social services, by O. White and B. Gates.

Friggens, Paul. "Give them a hand up, not a handout". *Reader's digest*, v. 105, July 1974: 135-138.

Evaluates the work of the Opportunities Industrialization Center, a job-training program which "costs only a third as much as most government manpower programs, and has helped some 85 percent of its graduates to get on their feet economically."

Garfinkel, Irwin. Haveman, Robert. The fight against poverty: earnings capacity and the target efficiency of alternative transfer programs. *American economic review*, v. 64, May 1974: 196-204.

Presents an alternative indicator of family economic position based on a family's ability to generate income when it uses its human and physical capital at capacity in targeting benefits for families instead of based on the standard indicator, the annual money income (AMI).

Garfinkel, Irwin. Orr, Larry L. Welfare policy and the employment rate of the AFDC mothers. *National tax journal*, v. 27, June 1974: 275-284.

"The paper analyzes the effect of economic incentives in the AFDC program on the employment of AFDC mothers. Short of a drastic reduction in guarantees, however, manipulation of any of these program parameters is not likely to induce most AFDC mothers to work."

Gillim, Marion Hamilton. An economic analysis of Federal food subsidies. In U.S. Congress. Joint Economic Committee. Subcommittee on Priorities and Economy in Government. *The economics of Federal subsidy programs; a compendium of papers*, Part 8. Washington, U.S. Govt. Print. Off., 1974. p. 1065-1112.

"This paper asks theoretical questions suggesting further empirical investigation. Among the specific questions to be considered are: (1) Does the granting of the subsidy lead to an equal increase in spending on food? (2) Are participants likely to be satisfied with the programs? (3) Can the subsidies fulfill their aims? and (4) Might a cash subsidy not do as well as the present subsidies-in-kind?"

The Great society: lessons for the future. *Public interest*, no. 34, winter 1974: whole issue.

Contents.—Social intervention in a democracy, by L. Liebman.—Economic policy and unemployment in the 1960's, by E. Phelps.—Reform follows reality: the growth of welfare, by G. Steiner.—What does it do for the poor? A new test for national policy, by R. Lampman.—The uses and limits of manpower policy, by L. Ulman.—Major public initiatives in health care, by H. Klarman.—The successes and failures of Federal housing policy, by A. Downs.—Economic developments in the Black community, by A. Brimmer.—The Federal rôle in education, by R. Tyler.—Blacks and the crisis of political

- participation, by C. Hamilton.—Some lessons of the 1960's, by E. Ginzberg and R. Solow.
- Hafner, James A. Perspective on poverty: a reference bibliography. Monticello, 1974. 39 p. (Council of Planning Librarians. Exchange bibliography 693)
- Harrison, Bennett. Osterman, Paul. Public employment and urban poverty: some new facts and a policy analysis. *Urban affairs quarterly*, v. 9, Mar. 1974: 303-336.
- “... explores how public service employment can ease both the burden of poverty and also provide a higher level of public services.”
- Hayes, Lynn. Pearson, Lynn. Putting WIN itself to work. *Social and rehabilitation record*, v. 1, Apr. 1974: 7-10.
- Describes how the work incentive program is helping women in Kentucky to get better jobs.
- House Republican Conference. H.R. 14449—Community Services Act of 1974. Washington, 1974. 12 p. (House Republican Conference. Legislative digest, v. 3, no. 17)
- Reviews H.R. 14449 which “provides for the continuation of programs currently authorized under the Economic Opportunity Act of 1964, authorizes the transfer of certain OEO programs to other departments and agencies, and establishes a new Community Action Administration in HEW.”
- Kahalas, Harvey. A potential power problem among local manpower planning committee members. *Labor law journal*, v. 25, Nov. 1974: 698-707.
- “This paper will examine one aspect of the CAMPS System, the Ancillary Manpower Planning Boards (AMPB's) which serve areas outside major cities. It will examine the question of whether the system is fulfilling its intended purpose and allowing local citizens an effective voice in determining the manpower programs available to them, or whether it is likely to become a paper exercise with participant ratification of staff decisions.”
- Kasen, Robert. Study urges greater emphasis on followup in Outreach Program. *Manpower*, v. 6, Apr. 1974: 27-32.
- Reports on a new study from NTIS (Improving the retention rate of indentured apprentices placed by Apprenticeship Outreach Programs, by Dennis Derryck, Brandeis University). The study found three predominant reasons why minority apprentices drop out: racial discrimination, industry customs, and on-the-job problems unique to the construction industry.
- LEAA: new organization and goals are designed to stop crime. *Government executive*, v. 6, Feb. 1974: 40-41. Outlines the organizational changes and policy innovations at LEAA.
- Levitan, Sar. Johnston, William. Taggart, Robert. Manpower programs and Black progress. *Manpower*, v. 6, June 1974: 3-10.
- “Substantial positive impact seen despite shortcomings of individual efforts.”
- Levitan, Sar A. Mangum, Garth L. The 1975 manpower budget. *Conference Board record*, v. 11, May 1974: 16-19.
- Mangum, Garth L. Manpower research and manpower policy. In *Extension of remarks of William A. Steiger*. *Congressional record [daily ed.]* v. 120, Oct. 2, 1974: E6244-E6245.
- Discusses “the relationships between research and policy within the generally accepted boundaries of the manpower field: those activities having to do with the utilization of human beings as an economic resource or the role of employment as a source of income and status to human beings.”
- Mangum, Garth L. Snedeker, David. The realities of manpower planning. *Manpower*, v. 6, Aug. 1974: 3-7.
- “Ability to draw on variety of resources seen key to success of local programs.”
- Marlin, John Tepper. The wealth of cities. *Municipal performance report*, v. 1, Apr. 1974: whole issue.
- “This report attempts to answer these questions: how do income and poverty vary among cities? What resources are available in each city to ameliorate poverty? What good did the War on Poverty do? Where do city jobs come from? What are cities doing to attract and retain jobs? How effective are cities' efforts to rejuvenate their economies?”
- National Center for Social Statistics. Child care arrangements of AFDC recipients under the work incentive program as of the last day of the quarter ended March 31, 1974. [Washington] 1974. [6] p. (U.S. Dept. of Health, Education, and Welfare. DHEW publication no. (SRS) 75-03253)
- National Commission for Manpower Policy. Report and recommendations of the first meeting held on November 14, 1974. Washington, 1974. 11 l.

National League of Cities. Criminal Justice Project. New directions in the criminal justice system: a special 16-page report. *Nation's cities*, v. 12, June 1974: 21-36.

Contents.—New directions in the criminal justice system, by T. Bradley.—Standards and goals: an opportunity and a challenge, by L. Cohen.—The evolving Federal role, by C. Work.—Criminal justice planning, by W. Drake.—Community crime prevention and the local official: three views, by P. Murphy, O. Lofton, and J. Coates.

New York (State). State Temporary Commission to Revise the Social Services Law. The economics of poverty and public assistance. Albany, 1973. 36 p. (New York (State). State Temporary Commission to Revise the Social Services Law. Interim study report no. 4)

“. . . attempts to ascertain the effects of our current national income redistribution programs and general economic policies on the reduction of poverty in this country.”

Phillips, Howard. Legal services: the last act. *Human events*, Feb. 16, 1974: 6, 10, 22.

Reviews the proposed effects of the Nelson-Javits Legal Services Corporation plan.

Reid, Peter H. Making the system work. *Nation*, v. 218, Feb. 16, 1974: 210-212.

Analyzes why legal services will probably be around for a while.

Rivlin, Alice M. Social policy: alternate strategies for the Federal Government. Washington, Brookings Institution, 1974. 28 p. (Brookings Institution, Washington, D.C. General Series reprint 288)

Suggests 4 new strategies for social policy: 1) reduce disparity in individual cash income, 2) federal financing of services such as medical and child care, 3) revenue sharing, 4) institutional changes.

Rothstein, Lawrence E. The myth of sisyphus: legal services efforts on behalf of the poor. *University of Michigan journal of law reform*, v. 7, spring 1974: 493-515.

Article argues that “the use of controversial methods in providing legal services for the poor is a natural response to a legal system that gives large, organized interests tremendous legal advantages over individuals, particularly poor individuals.”

Sawyer, James. Lessons for prime sponsors. *Manpower*, v. 6, Apr. 1974: 16-24.

“Study seeks to identify needs for successful local manpower planning.” The study, An assessment of the objectives and performance of a model state and local planning system, by the Human Resources Institute of the University of Utah, surveyed manpower programs in nine areas.

Schultz, Claire K., comp. SRS research information system. Washington, U.S. Social and Rehabilitation Service, Division of Research Utilization [for sale by the Supt. of Docs., U.S. Govt. Print. Off.,] 1974. 2 v.

“This two-volume index to the SRS Research Information System is a cumulative subject-index to reports of research and demonstration projects sponsored by the Social and Rehabilitation Service, Department of Health, Education, and Welfare, during the period 1955-1971.”

Skolnik, Alfred M. Dales, Sophie R. Social welfare expenditures, 1972-73. *Social security bulletin*, v. 37, Jan. 1974: 3-18, 43.

Ulman, Lloyd. The uses and limits of manpower policy. *Public interest*, no. 34, winter 1974: 83-105.

U.S. Congress. Conference Committees, 1974. Domestic food assistance programs; conference report to accompany S. 3458. [Washington, U.S. Govt. Print. Off.] 1974. 7 p. (93d Cong., 2d sess. Senate. Report no. 93-978)

House. Committee on Education and Labor. Community Services Act of 1974: report together with additional, minority, additional minority, and supplemental minority to accompany H.R. 14449. [Washington, U.S. Govt. Print. Off.] 1974. 142 p. (93d Cong., 2d sess. House. Report no. 93-1043)

House. Committee on Education and Labor. Subcommittee on Equal Opportunities. Extension of certain programs under the Economic Opportunity Act of 1964. Hearings, 93d Cong., 2d sess., on H.R. 12464. Washington, U.S. Govt. Print. Off., 1974. 211 p.

Hearings held Feb. 5 . . . Mar. 6, 1974.

House. Committee on Education and Labor. Subcommittee on Equal Opportunities. Proposed elimination of OEO and related legislation. Hearings, 93d Cong., 1st sess., on H.R. 3641, H.R. 3175, and H.R. 3147. Part 1. Washington, U.S. Govt. Print. Off., 1974 752 p.

Hearings held Feb. 7 . . . Mar. 20, 1973.

- House. Committee on Education and Labor. Subcommittee on Equal Opportunities. Proposed elimination of OEO and related legislation. Hearings, 93d Cong., 1st sess., on H.R. 3641, H.R. 3175, and H.R. 3147. Part 2. Washington, U.S. Govt. Print. Off., 1974. 753-1387 p.
- Hearings held in Boston, Mass., Mar. 23, 24; New York, N. Y., Mar. 26, 27; Los Angeles, Calif., Mar. 29 and 30, 1973.
- Senate. Committee on Labor and Public Welfare. Subcommittee on Employment, Poverty, and Migratory Labor. Economic opportunity legislation, 1974. Hearing, 93d Cong., 2d sess., on S. 3870. Aug. 8, 1974. Washington, U.S. Govt. Print. Off., 1974. 635 p.
- U.S. Department of Labor. The work incentive program; fourth annual report to the Congress on training and employment under Title IV of the Social Security Act. Washington, U.S. Govt. Print. Off., 1974. 20 p.
- At head of title: 93d Cong., 2d sess. Committee print.
- U.S. General Accounting Office. Restructured Neighborhood Youth Corps out-of-school program in urban areas, Department of Labor; report to the Congress by the Comptroller General of the United States. [Washington] 1974. 41 p.
- "B-130515, Apr. 2, 1974"
- U.S. President, 1960—(Nixon). Manpower report of the President; message. Washington, U.S. Govt. Print. Off., 1974. 387 p. (93d Cong., 2d sess. House. Document no. 93-288)
- Wachs, Martin. Hodson, Barclay M. Schofer, Joseph L. Integrating localized and systemwide objectives in transportation planning. *Traffic quarterly*, v. 28, Apr. 1974: 159-184.
- Outlines a process "that recognizes both the unitary criteria for evaluating transportation project alternatives and the individualistic values of particular communities of interest that would benefit by or be disadvantaged by transportation system changes."
- Wiseman, Michael. Silverman, Gerald. Evaluating social services: did the General Accounting Office help? *Social service review*, v. 48, Sept. 1974: 315-326.
- Summarizes the GAO study—*Social Services: Do They Help Welfare Recipients Achieve Self-Support or Reduced Dependency?*—and then criticizes the methodology of the GAO research and the conclusions drawn from it.
- Wishnov, Barbara. Putting Talmadge into WIN! *Public welfare*, v. 32, winter 1974: 36-44.
- "... is based on an evaluation by the Social Welfare Regional Research Institute (SWRRI) of the implementation of the revised WIN program (WIN II) in six local welfare offices."

Manpower Revenue Sharing

- Cohen, Eli E. Revenue sharing and youth manpower programs. *New generation*, v. 56, winter 1974: 25-28.
- "There is reason to believe that its introduction as proposed at this time would be premature for both the programs and the sponsoring local and state governments."
- Cox, Robert A., Jr. New federalism, new localism, or what? *Popular government*, v. 40, summer 1974: 28-32.
- "The results of eighteen months of assessing the planning and managing capabilities of a representative sample of North Carolina's nonmetropolitan cities" under a HUD grant in connection with community development special revenue-sharing.
- Culhane, Charles. Revenue sharing shift set for worker training programs. *National journal reports*, v. 6, Jan. 12, 1974: 51-58.
- "The Nixon Administration is preparing to scrap more than a dozen categorical manpower training programs, reshape them into a special revenue sharing package and, for the first time, hand state and local governments an estimated \$1.8 billion in direct grants to operate their own comprehensive programs."
- Guttman, Robert. Intergovernmental relations under the new manpower act. *Monthly labor review*, v. 97, June 1974: 10-16.
- "Definition of a 'prime sponsor' and public service employment provisions of the Comprehensive Employment and Training Act of 1973 set new administrative relationships among Federal, State, and local governments."
- Hale, George E. The political implications of American national manpower policy. *American behavioral scientist*, v. 17, Mar.-Apr. 1974: 555-571.
- "This paper reviews the development of national manpower policy and assesses the political implications of recent manpower policy initiatives."

Hamermesh, Daniel S. Pitcher, Hugh. Economic formulas for manpower revenue sharing. *Industrial and labor relations review*, v. 27, July 1974: 511-524.

Develops an allocation formula for maximizing nationwide the average benefit-cost ratio of projects to be undertaken by jurisdictions receiving Federal funds for manpower training. "The revenue allocations implied by several variations of this formula are shown to be more favorable to large cities than the shares called for by the 1973 law initiating manpower revenue sharing, but less favorable than the allocations actually received by large cities before revenue sharing began."

Howe, Charles. The Comprehensive Employment and Training Act. *New generation*, v. 56, winter 1974: 2-11.

"Will CETA mean the revitalization of our manpower programs or will it simply stand as a massive federal 'cop out,' with the only result being the creation of 500 new state and local porkbarrels?"

Kolberg, William H. Building a manpower partnership. *Manpower*, v. 6, Apr. 1974: 10-15.

Assistant Secretary of Labor for Manpower discusses the Comprehensive Employment and Training Act of 1973 and its provisions for decentralizing manpower programs.

Levitan, Sar A. Mangum, Garth L. The 1975 manpower budget. *Conference Board record*, v. 11, May 1974: 16-19.

Mangum, Garth L. Manpower research and manpower policy. In *Extension of remarks of William A. Steiger*. *Congressional record [daily ed.]* v. 120, Oct. 2, 1974: E6244-E6245.

Discusses "the relationship between research and policy within the generally accepted boundaries of the manpower field: those activities having to do with the utilization of human beings as an economic resource or the role of employment as a source of income and status to human beings."

Marshall, Patricia. Paving the way for local control. *Manpower*, v. 6, Apr. 1974: 2-9.

"Planning grants, pilot projects helped [state and local] governments prepare for [Comprehensive Employment and Training Act]."

Roberts, Markley. A labor view of manpower revenue sharing. *New generation*, v. 56, winter 1974: 20-24.

Roberts, an economist for the AFL-CIO, opposes manpower revenue sharing since "as practiced by the Nixon Administration [it] means less money for manpower programs. It also means that political decisions at the state and local level—not nationally determined manpower needs of unemployed, disadvantaged, minorities, and poor people."

Shimonkevitz, Ruth. How Denver got a head start on CETA. *Manpower*, v. 6, May 1974: 2-8.

Describes the preparation made by Denver for passage of the Comprehensive Employment and Training Act.

Taub, Elwood. Manpower and manpower revenue sharing. *New generation*, v. 56, winter 1974: 15-19.

Advocates more thought and planning before adoption of a manpower revenue sharing system.

U.S. Congress. House. Committee on Education and Labor. Select Subcommittee on Labor. Comprehensive Manpower Act of 1973. Hearings, 93d Cong., 1st sess., on H.R. 11010 and H.R. 11011. Oct. 24 and 29, 1973. Washington, U.S. Govt. Print. Off., 1974. 193 p.

"Bills to assure opportunities for employment and training to unemployed and underemployed persons."

Senate. Committee on Labor and Public Welfare. Subcommittee on Employment, Poverty, and Migratory Labor. Implementing comprehensive manpower legislation, 1974. Case studies of selected manpower programs. Washington, U.S. Govt. Print. Off., 1974. 886 p.

At head of title: 93d Cong., 2d sess. Committee print.

U.S. Department of Labor. Office of the Secretary. Special Federal programs and responsibilities under the Comprehensive Employment and Training Act; Indian manpower programs. *Federal register*, v. 39, June 26, 1974: 23157-23176.

Regulations cover grant planning, application and modification procedures, program operation, grant administration, assessment and evaluation, and hearings and review.

U.S. General Accounting Office. Opportunity to increase effectiveness of JOBS-type programs to be funded under CETA, Department of Labor. [Washington] 1974. 111.

"B-163922, Sept. 23, 1974"

U.S. President, 1969- (Nixon). Manpower report of the President; message. Washington, U.S. Govt. Print. Off., 1974. 387 p. (93d Cong., 2d sess. House. Document no. 93-288)

Transportation Policy and Planning

- Adams, Brock. Outline of a coherent policy: transportation and energy. *Nation*, v. 218, Mar. 23, 1974: 364-367.
Believes the lack of a coherent transportation policy has contributed to the severity of the energy crisis and makes several suggestions for improving the situation in the future.
- Alexander, Bill. The end of the road. Rural electrification, no. 11, Aug. 1974: 13-17, 48.
Argues that the Unified Transportation Assistance Act and the Transportation Assistance Act fall far short of the goal in achieving a balanced transportation policy which takes into account the interdependence of cities and countryside. Warns that should the two bills become law farmers may well be at the end of the road.
- Bezdek, Roger. Hannon, Bruce. Energy, manpower, and the highway trust fund. *Science*, v. 185, Aug. 23, 1974: 669-675.
Computes the net impact on energy consumption and manpower that would be likely to result from a reallocation of the 1975 highway trust fund to six other types of government programs, emphasizing especially a railroad transportation program as an energy conservation device.
- Bierman, D. E. Transportation systems bibliography. Monticello, Ill., 1974. 100 p. (Council of Planning Librarians. Exchange bibliography 561-562)
Contents.—Models in transportation.—Transportation network.—Socio-economic effects of transportation.—Effects of transportation on urbanization.—Transportation planning.
- Brown, Ian. Transportation and environmental design: opportunities and conflicts in cityscape and regionscape. *Ekistics*, v. 37, June 1974: 408-418.
- Browne, Secor D. An analysis of the national transportation policy. *Journal of air law and commerce*, v. 40, no. 1, 1974: 75-79.
Past-chairman of the CAB examines the problems facing the U.S. transportation system; calls for an increase in the policy-making power of the Secretary of Transportation under one regulatory agency. Looks at the comparisons of fuel efficiency of various modes of transportation, pointing out that comparisons based on passenger miles per gallon ignore such factors as actual trip distances, infrastructure costs and time considerations.
- Burnett, Pat. Chipman, William D. Wolfe, Harry P. Political decision processes, transportation investment and changes in urban land use: a selective bibliography with particular reference to airports and highways. Monticello, Ill., 1974. 76 p. (Council of Planning Librarians. Exchange bibliography 621)
- Burns, Robert E. Decision making processes governing Federal expenditures within the transportation sector of the United States. *Transportation*, v. 3, July 1974: 147-164.
- Citizen's policy guide to environmental priorities for New York City, 1974-1984. New York, Council on the Environment of New York City, 1974. 58 p.
Part III—Transportation policy and the New York environment, by M. Gerrard.
- Davis, Grant M. Should Arkansas establish an executive department of transportation? *Arkansas business and economic review*, v. 8, spring 1974: 11-19.
Discusses the desirability and feasibility of creating a department of transportation in the Arkansas executive branch of government. Also examines reasons for creating state DOTs; functions of the U.S. Dept. of Transportation; functions of state departments of transportation; and Arkansas' executive transportation promotion alignment.
- Dickey, John W. Sharpe, R. Transportation and urban and regional development impacts. *High speed ground transportation journal*, v. 8, summer 1974: 71-80.
Highlights two diverse but related applications of TOPAZ, a mathematical programming technique, which focus on transportation systems and their impacts.
- Farrier, Dean Grimes. Impact of environmental legislation on the transportation decision-making process in New Orleans: the derailment of the I-310 Riverfront Expressway. *Journal of urban law*, v. 51, May 1974: 687-722.

Says that "metropolitan mass-transit and expressway planning has involved a very complex interplay between the formal and the informal community leadership structure in the Vieux Carre [New Orleans], on the one hand, and local, state, and federal officials and bureaucracies, on the other hand. A new expressway might cause many incongruities between social and economic values attached to specific locations and to the existing zoning ordinance which has protected the territorial integrity of the Vieux Carre."

Greenwald, Alvin G. Branch, Melville C. Airspace jurisdiction, environment, and planning: real property and transportation utilization and control. *Natural resources lawyer*, v. 6, summer 1973: 299-337.

"This work presents the need for and feasibility of new law and proper planning now for much-increased local air traffic, including individual flight: (1) as part of the local transportation system involving several forms of travel on the ground and in the air; (2) as one vital element in planning comprehensively for the locality as a whole; (3) integrated into a network of legally-defined national (federal), state, regional, and private transport systems."

Hawaii. Program memorandum: transportation. [Honolulu] 1974. 39 p.

"The overall objective of the Transportation Facilities program is to facilitate the rapid, safe, and economic movement of people, goods, and mail into, within, and out of [Hawaii] by providing and operating transportation facilities and supporting services."

"Submitted to the Seventh State Legislature."

Highway Users Federation for Safety and Mobility. *Highways, safety and transit; an analysis of the Federal-Aid Highway Act of 1973*. Washington [1974] 25 p.

"This booklet, summarizing all the general provisions of the legislation, is designed to give highway users and others who are interested a handy reference during the time the 1973 Act serves as the law of the land for highway, safety and public mass transit affairs in the United States."

Hirten, John E. Innovation is needed in thinking about transportation as it relates to urban development values. *Journal of housing*, v. 31, May 31, 1974: 214-219.

Concludes that while mobility is critical to our survival, "transportation without a purpose, transportation as an end in itself, will drive the forces of community planning and development to the point where communities, as such, will cease to exist." Argues for a "comprehensive approach to transportation planning and decisionmaking, stressing the need to view urban planning and transportation as elements of the same process."

Holmes, Edward H. Coordination of urban development and the planning and development of transportation facilities. Washington, Federal Highway Administration, for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 132 p.

Presents the results of an investigation of planning practice in cities in England and Scotland, Spain, Switzerland, France, Germany, Denmark, Sweden, Australia, and Canada.

Janell, Donald G. Transportation innovation and the reinforcement of urban hierarchies. *High speed ground transportation journal*, v. 8, no. 3, 1974: 261-269.

"This paper focuses on the broad effects that transportation innovations have on the spatial reorganization of urban systems. Specific attention is drawn to (1) regularities in the spatial allocation of transport inputs and to (2) adaptive locational responses by entrepreneurs and public agents to changes of accessibility within the urban system."

Johnson, Rich. Opportunities in the Phoenix-Tucson land corridor. *High speed ground transportation journal*, v. 8, summer 1974: 61-64.

"Opportunity exists for a successful high speed ground transportation system linking the two fastest growing and largest urban centers in Arizona through a 100-mile land corridor in which future development is inevitable and already in progress."

Kashin, Seymour. Kansas City regional transportation planning. *Traffic quarterly*, v. 28, Apr. 1974: 257-270.

Says granted that mistakes have been made and that the region may have been somewhat naive in its early efforts, the Kansas City metropolitan area has put together a reasonable and viable transit system.

Lockwood, Stephen C. Transportation planning in a changing environment. *Traffic quarterly*, v. 28, Oct. 1974: 521-550.

Says that among transportation planners "there has been an intensification of the search for a transportation planning process capable of multivalued response, conflict management, and system integration while delivering im-

proved transportation service. The purpose of this article is to discuss a process that has these characteristics."

Miller, Edward. The economics of matching grants: the ABC highway program. *National tax journal*, v. 27, June 1974: 221-229.

"A comparison is made of the amounts states spend on primary and secondary highway construction with the minimum amounts they would have had to spend to fully utilize their Federal grant money. Most states spend more than the necessary minimum, suggesting that the ABC highway program had not served to increase total highway spending."

Moving target. *Government executive*, v. 7, Sept. 1974: 18-20, 54.

"Seekers of a National Policy really searching for specific programs and applications of Federal funds."

National Research Council. Highway Research Board. Price-subsidy issues in urban transportation. Washington, 1973. 57 p. (Highway research record no. 476)

Contents.—Financing transit: the Boston experience, by B. Cadahy.—Incentives for the coordination of decentralized transit choices, by R. Sherman.—Regulation of buses in cities, by G. Roth.—Economics of urban transit capital grants, by W. Tye.—Pricing, metering, and efficiently using urban transportation facilities, by W. Vickery.—Effecting change in public policy: financing urban transportation in the New York, New Jersey, and Connecticut region. by E. Kurnow, R. Brief, and I. Silberman:

Paige, John H. Comprehensive planning for highways: a political perspective *Traffic quarterly*, v. 28, Apr. 1974: 307-319.

"This article deals with the development of the process by which highways are planned and the potentiality of this planning in the political system."

Reed, James F., III. Aviation planning: the Illinois approach. *Traffic quarterly*, v. 28, Jan. 1974: 75-85.

"The State of Illinois is making a study under the Airport Development Aid Program which will result in the definition of an aviation system planning process. The development of this process is an outgrowth of the State's involvement with the Federal Aviation Administration (FAA) in planning specific improvements in the aviation system within the State." Discusses basic concepts related to transportation planning that were considered in the design of the study and describes planning methods developed.

Report on joint conference; Eno Foundation Board of Directors and Board of consultants, November 7 and 8, 1973. *Traffic quarterly*, v. 28, July 1974: 325-370.

Reports on the Eno Foundation conference held in November 1973 which considered 1) current trends in transportation policy at Federal, state, and local levels of government, and 2) some of the prevailing issues that affect transportation policy and development.

Rosenberg, Ronald H. Olson, Allen H. The Federal-aid highway construction process: procedures, cases, and plaintiff strategies. *North Carolina law review*, v. 52, Oct. 1974: 1223-1252.

Comment discusses "(1) the development of federal highway legislation; (2) the procedural requirements of the federal interstate highway program, including the current case law involving significant challenges to that process; and (3) the problems and potential strategies available to advocate groups in future litigation."

Smerk, George M. How now, highway trust fund? *Business horizons*, v. 17, Apr. 1974: 29-38.

The Federal-Aid Highway Act of 1973 marks a major change in U.S. transportation policy; funds may now be used for urban mass transportation. The author examines the background of the development and its potential impact.

Snell, Bradford C. American ground transport: a proposal for restructuring the automobile, truck, bus, and rail industries. Washington, U.S. Govt. Print. Off., 1974. 103 p.

"Printed for the use of the [Senate] Committee on the Judiciary."

Sommers, Alexis N. Political-economic factors in Connecticut transportation systems. *High speed ground transportation journal*, v. 8, summer 1974: 65-69.

"Connecticut's experience suggests that political support for improved public transportation is directly related to cost factors at the user level, and that energy shortages in the Northeast will accelerate the acceptance of progressive, but not radical, transportation innovations."

Steger, Wilbur A. Reflections on citizen involvement in urban transportation planning: towards a positive approach. *Transportation*, v. 3, July 1974: 127-146.

Explores "an important and unique role which community participation and involvement can play in a revised transportation planning process. A review of diverse views about community participation, as well as a critique of the current urban transportation planning process, reveals that the former has played, primarily, ad hoc opportunistic and diverse roles, and that the latter is in desperate need for dynamic, subjective, 'impact' information—required to assess attractive transportation systems."

Transportation challenges in 1974. *Traffic quarterly*, v. 28, Oct. 1974: 485-520. Reprints two papers from the Annual National Transportation Institute meeting held in New York on January 29-30, 1974.

Contents.—Moving people—a look ahead, by P. Ignatius.—Energy and environmental impacts, by C. Waidelich.

U.S. Congress. House. Committee on Interstate and Foreign Commerce. Surface transportation legislation. Hearings, 93d Cong., 2d sess., on H.R. 12891, H.R. 5385, H.R. 13487, H.R. 10694, and S. 1149. Washington, U.S. Govt. Print. Off., 1974. 795 p.

Hearings held Mar. 26 . . . July 3, 1974.

"Serial no. 93-85"

House. Committee on Interstate and Foreign Commerce. Subcommittee on Transportation and Aeronautics.

The Transportation Improvement Act of 1974, the Surface Transportation Act of 1973 and freight car legislation. Washington, U.S. Govt. Print. Off., 1974. 314 p.

At head of title: 93d Cong., 2d sess. Committee print no. 20.

House. Committee on Public Works. Subcommittee on Transportation. To establish a unified transportation assistance program. Hearings, 93d Cong., 2d sess., on H.R. 12859. Washington, U.S. Govt. Print. Off., 1974. 926 p.

Hearings held Mar. 19 . . . Apr. 11, 1974.

Senate. Committee on Public Works. Subcommittee on Transportation. Transportation and the new energy policies. Hearings, 93d Cong., 1st [and] 2d sess. Washington, U.S. Govt. Print. Off., 1974, 2 v.

"Serial no. 93-H28"

"Hearings held Dec. 11, 1973 . . . Mar. 26, 1974.

Part 2 subtitled: Truck sizes and weights.

"Among the issues the subcommittee expects to explore are: (1) the future of the highway construction program, as it will be implemented following the passage earlier this year of the Federal Aid Highway Act of 1973; (2) the questions surrounding the President's proposals for different speed limits for cars, trucks, and buses, and the House-passed bill, which sets a national speed limit of 55 miles per hour; (3) the capacity of mass transit to handle the increased load of passengers resulting from lower supplies of gasoline for highway use; (4) the priorities which should be established for fuel allocation among the various modes of transportation; (5) the difficulties we anticipate in moving foodstuffs and other essential goods to market; and (6) other economic dislocations which may result from adjustments required in transportation policies."

Senate. Committee on Public Works. Subcommittee on Transportation. Transportation planning and priorities for the seventies (Atlanta, Ga.). Hearings, 93d Cong., 2d sess. Part 5. Washington, U.S. Govt. Print. Off., 1974. 141 p.

Hearing held May 10, 1974—Atlanta, Ga.

"Serial no. 93-H34"

Senate. Committee on Public Works. Subcommittee on Transportation. Transportation planning and priorities for the seventies (Detroit, Mich.). Hearing, 93d Cong., 2d sess. Part 3. Washington, U.S. Govt. Print. Off., 1974. 104 p.

Hearing held Mar. 29, 1974—Detroit, Mich.

"Serial no. 93-H34"

Senate. Committee on Public Works. Subcommittee on Transportation. Transportation planning and priorities for the seventies (highway beautification). Hearings, 93d Cong., 2d sess., on S. 3161. Apr. 9 and 10, 1974. Part 4. Washington, U.S. Govt. Print. Off., 1974. 652 p.

"Serial no. 93-H34"

- Senate. Committee on Public Works. Subcommittee on Transportation. Transportation planning and priorities for the seventies (New York, N.Y.). Hearing, 93d Cong., 2d sess. Part 1. Washington, U.S. Govt. Print. Off., 1974. 126 p.
Hearing held Mar. 4, 1974 in New York.
"Serial no. 93-H34"
- Senate. Committee on Public Works. Subcommittee on Transportation. Transportation planning and priorities for the seventies (Unified Transportation Assistance Act of 1974). Hearing, 93d Cong., 2d sess., on S. 3035. Mar. 12, 1974. Part 2. Washington, U.S. Govt. Print. Off., 1974. 177 p.
"Serial no. 93-H34"
- U.S. Department of Agriculture. Economic Research Service. Transportation in rural America: an interim report; an analysis of the current crisis in rural transportation. Washington, U.S. Govt. Print. Off., 1974. 18 p.
At head of title: 93d Cong., 2d sess. [Senate] Committee [on Agriculture and Forestry] print.
- U.S. Department of Transportation. Annual joint report of the Departments of Transportation and Housing and Urban Development on urban transportation policies and activities; message from the President of the United States transmitting the annual joint report. Washington, U.S. Govt. Print. Off., 1974. 40 p. (93d Cong., 2d Sess. House. Document no. 93-328)
- Office of Transportation Planning Analysis. Estimated Federal expenditures on domestic transportation capital improvement and operating programs by state for fiscal years, 1957-1971. Washington [1974] 1 v. (various pagings)
- U.S. Federal Highway Administration. The 1973 Federal-Aid Highway Act: an analysis. [Washington, 1974] 20 p.
- Office of Program and Policy Planning. Social and economic effects of highways. Washington, 1974. 180 p.
"This report of the effects that modern highways have on individuals, communities, and regions shows some of the problems as well as the progress social and economic studies."
- Office of Research and Development. Highway transportation research and development studies 1973 in progress during fiscal year 1973. Washington. For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 4S1 p.
"Including Federal-aid research and development studies sponsored by Offices of Research and Development, Offices of Planning, Bureau of Motor Carrier Safety, with special listings of studies in the Federally Coordinated Program of Research and Development in Highway Transportation."
- U.S. Interstate Commerce Commission. 87th annual report fiscal year ended June 30, 1973. Washington. For sale by the Supt. of Docs., U.S. Govt. Print. Off. [1974] 147 p. (93d Cong., 2d sess. House. Document no. 93-2)
- U.S. President, 1969- . . . (Nixon). Proposals for improving Nation's transportation; message. Washington, U.S. Govt. Print. Off., 1974. 39 p. (93d Cong., 2d sess. House. Document no. 93-214)
- Zarin, Michael S. Legal aspects of financing transportation: highways, mass transit, motor vehicle parking, railway aid, airports, water traffic and ports. Urban lawyer, v. 6, spring 1974: 371-392.
Says that while the use of the highway trust fund to finance mass transit is not the final step in developing a coherent transportation policy, "the principle has been recognized by the Federal Government that funds developed from one mode of transportation may be utilized on a local option basis for another mode more suitable for that area."

Urban Transportation

- Allen, W. Bruce. The impact of the Philadelphia-Lindenwold rapid transit line on automobile traffic. Traffic quarterly, v. 28, Jan. 1974: 21-35.
"Recent studies have concluded that the Lindenwold line, running 14 miles from suburban southern New Jersey bedroom communities to center city Philadelphia, did not reduce peak-hour usage on the bridges leading from South Jersey to center city Philadelphia. . . . The facts have changed since these studies were completed. New data show an unambiguous decrease in peak-hour bridge usage. In addition, looking at the problem from a new perspective, one may ask: What would be the impact of terminating service on the line?"
- Auster, Richard D. Alternatives to public municipal transportation. Arizona review, v. 23, June-July 1974: 14-16.

- Says that if the government were simply to get out of the way, individual initiative might well end the urban transportation problem by the spontaneous creation of a city wide freely floating car pool maintained and run at private expense.
- Bates, John W. Effect of fare reduction on transit ridership in the Atlanta region: summary of transit passenger data. In National Research Council. Transportation Research Board. Travel demand, mode choice, and system analysis. Washington, 1974. p. 1-11.
- Examines some of the questions generated by the reduction of transit fares in Atlanta, including the magnitude of the increase in ridership and its distribution between new riders and increased trips among old riders, the magnitude of the diversion from automobiles and the characteristics of new and old riders.
- Bicycle Institute of America. Restrictive legislation. *Bicycling*, v. 15, Sept. 1974: 42-46, 48-49.
- A state-by-state listing of bills on bicycling that are currently in 21 states, and which some may regard as anti-bicycle.
- Bicycles USA [conference proceedings. Washington, U.S. Dept. of Transportation, for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974] 106 p.
- Presents proceedings for a conference sponsored by DOT and held in 1973 in Cambridge, Mass.
- Bieber, A. Transportation innovation to serve urban needs. *Ekistics*, v. 37, June 1974: 433-438.
- "Promoters of new technologies have at all times taken a great interest in urban transportation. The combined effect of the urban 'crisis' and technological development has led to a crop of proposals for new transportation techniques."
- Brinegar, Claude S. Mass transit—progress and problems. *Automotive engineering*, v. 82, Nov. 1974: 57-59, 69.
- "The mass transit problem is, in reality, a bundle of problems. Some are technical, some are sociological, some are legislative, some are human. Almost all of them touch, in varying ways, upon the automobile and its urban role."
- Burby, John F. Bus demand dilemma typifies transit energy problem. *National journal reports*, v. 6, Jan. 26, 1974: 121-123.
- "The commuter bus is turning out to be a classic example of the problems federal officials face in trying to guide a market economy through fuel shortages. There is no firm estimate of how many more buses the nation might need for commuters who are forced out of their cars by gasoline shortages. Deliveries of some buses already are delayed by shortages of engines and other components; other bottlenecks would delay for at least a year any effort to dramatically increase production."
- Buses: a special report. *Times* (London), Mar 22, 1974, p. i-ii, iv. Partial contents.—Vital role for humble vehicle, by M. Baily.—Staff shortages are biting hard, by R. Perman.—Holiday market set to take off, by R. Mead.—Country services could well be on the way to staging a partial comeback.
- Cassidy, Rob. Gloria Mundi is sick of transit. *Planning*, v. 40, July 1974: 20-22.
- Looks at the transit controversy in the Minneapolis-St. Paul area.
- Cleckner, Robert M. Bicycles on the bandwagon. *Current municipal problems*, v. 16, summer 1974: 70-74.
- Advocates bicycles for urban transportation.
- Cohen, Judith S. Massena, N.Y., votes to establish new municipal system. *Public power*, v. 32, July-Aug. 1974: 16-19, 48.
- "Public power wins decisively despite expensive power company campaign."
- Crosby, Thomas. [Impact of Metro on the community] *Washington star-news*, June 22, 1974, p. A1, B7; June 23, p. A1, A12; June 24, p. B1.
- Three-part series describing how the Metro will affect development in the Washington metropolitan area.
- Croxton, Randolph R. Urban center development and mass transportation. *Real estate review*, v. 4, summer 1974: 87-94.
- Discusses the creation of new transit systems in a retail and commercial setting, concentrating on the planned construction of a new subway for New York City.
- Davies, Shane. The value of passenger travel time: introduction and selected bibliography. Monticello, Ill., 1974. 16 p. (Council of Planning Librarians. Exchange bibliography 675)
- On time value considerations in the choice of transportation mode in cities.
- Demoro, Harre. Troubles on the aerospace underground. *New scientist*, v. 62, May 9, 1974: 321-322.

- Describes the problems in developing San Francisco's new underground transit system.
- Dougherty, Nina. Lawrence, William. Bicycle transportation. Washington, Office of Planning and Evaluation, U.S. Environmental Protection Agency, for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 72 p.
- "A brief study of bicycle use as a practical transportation alternative in the United States and foreign countries today."
- Ducker, Kenneth J. McKelvey, Douglas J. Toward goals for urban transportation. High speed ground transportation journal, v. 8, spring 1974: 53-69.
- Says that transportation "is but one part of the larger urban system. Hence, transportation planning requires a broad perspective and strategies that explicitly recognize the many causes of the 'problem,' the goals of the transportation system, the goals of society, and their interdependence. The primary purpose of this paper is to offer such a broad perspective on, and a set of strategies to deal with, the urban transportation problem."
- Escalating cost of a people mover. Business week, no. 2322, Mar. 16, 1974: 50-52.
- Reports on Morgantown, West Virginia's PRT project, which has witnessed severe cost overruns.
- Ettlinger, Catherine. 1 billion [dollars] a year and no success. Government executive, v. 7, Sept. 1974: 22-23, 26-28.
- "In spite of an annual \$1 billion budget, the U.S. Department of Transportation's Urban Mass Transit Administration (UMTA) cannot boast a single 'successful' mass transit system. In fact, UMTA officials don't even know what a successful mass transit system is."
- Everett, Michael. Commuter demand for bicycle transportation in the United States. Traffic quarterly, v. 28, Oct. 1974: 585-601.
- "Bicycles can play an important role in our modern technological society where quality of environment, fuel, exercise, and recreation are becoming increasingly poor and scarce. However, careful planning and establishment of bike-routes where they will enjoy the greatest usage is essential for the long-run viability of bicycle transportation."
- Farrier, Dean Grimes. Impact of environmental legislation on the transportation decision-making process in New Orleans: the derailment of the I-310 Riverfront Expressway. Journal of urban law, v. 51, May 1974: 687-722.
- Says that "metropolitan mass-transit and expressway planning has involved a very complex interplay between the formal and the informal community leadership structure in the Vieux Carre [New Orleans], on the one hand, and local, state, and federal officials and bureaucracies, on the other hand. A new expressway might cause many incongruities between social and economic values attached to specific locations and to the existing zoning ordinance which has protected the territorial integrity of the Vieux Carre."
- Governor's Conference on Development of Mass Transit Statewide, Honolulu, 1973. Proceedings. [Honolulu, Dept. of Transportation, 1974?] 423 p.
- Partial contents.—Statewide transit and economic development in Hawaii, by S. Mark.—The influence of transportation on the quality of growth in Hawaii, by F. Smith.—Hydrofoil system for Hawaiian service, by F. Cooper.—State regulation of marine mass transit, by L. Dolim.—Role of the city and county of Honolulu in intra-island mass transit, by G. Villegas.
- Havlick, Spenser W. BART is for people. Ekistics, v. 37, June 1974: 389-391.
- "This account of how BART is serving the people of the San Francisco Bay area also describes how BART's impact on the environment and the regional community will be evaluated in the hope that other metropolitan areas can benefit from BART's successes and shortcomings."
- Herbert, Ray. Rapid transit—a protracted process in Los Angeles. Mass transit, v. 1, Oct. 1974: 13-15, 42.
- Says that "climaxing a long planning process rooted in ideas, first suggested a half century ago, the Los Angeles area now is turning toward a rapid transit network for transportation flexibility that freeways seem no longer able to provide."
- Hilton, George W. Federal transit subsidies; the urban mass transportation assistance program. Washington, American Enterprise Institute for Public Policy Research [1974] 131 p. (American Enterprise Institute for Public Policy Research. Evaluative studies, 17)
- An account of experience under the program of transit and administered by the Urban Mass Transportation Administration. The author demonstrates that the program has failed to arrest the decline of public transit, to reduce traffic congestion and atmospheric pollution, to improve the mobility of the

urban poor, and to develop viable alternatives to the traditional modes of moving people about major metropolitan areas. Argues that this failure is the result of dealing with symptoms rather than causes.

Hienkl, Jere J. Lowrey, Robert A. Yedla, Venkaiah. Potential impacts of rapid transit and public responses to rapid transit plans. High speed ground transportation journal, v. 8, spring 1974: 87-123.

"The purpose of this report is to present an analysis of potential impacts of rapid transit systems, and to describe some ways in which such an analysis can aid in achieving widespread public support for the rapid transit system itself. In Part II of the report, the analysis of the rapid transit plan developed for the St. Louis region is analyzed and its potential impacts are specified. In Parts III and IV, a comparison is made of these impacts with preferred system features and goals desired by the region's residents. This report is not only a case study of a rapid transit planning experience, but also a description of several innovative planning procedures, especially in the area of identifying potential coalitions among regional factions so that support for the proposed system could be increased."

Kashin, Seymour. Kansas City regional transportation planning. Traffic quarterly, v. 28, Apr. 1974: 257-270.

Says granted that mistakes have been made and that the region may have been somewhat naive in its early efforts, the Kansas City metropolitan area has put together a reasonable and viable transit system.

Kleiber, Michael C. Rapid transit in the San Francisco Bay area: a chronological list of selected references contained in the Library of the Institute of Transportation and Traffic Engineering, University of California at Berkeley. Monticello, Ill., 1974. 26 p. (Council of Planning Librarians. Exchange bibliography 52S)

Kroll, Betty. Seattle's transit triumph. Nation, v. 219, Sept. 14, 1974: 210-212.

"Magic Carpet, the 110-block free bus service that made the Walter Cronkite show, was funded by the city of Seattle as a one-year experiment. The \$64,000 appropriated to finance Magic Carpet is approximately what it would have cost for a feasibility study to determine if such a service was possible."

Lee, Raymond. Carpooling. Management information service, v. 6, Feb. 1974: whole issue.

Discusses the advantages of carpooling to the individual, to the organization, and to the community; factors and incentives affecting carpool formation and legal implications of carpooling.

Lindeman, Bruce. Do outsiders pay their own way on MARTA? Atlanta economic review, v. 24, Nov.-Dec. 1974: 35-39.

Discusses the advantages and disadvantages of imposing an outsider user charge on outsider users of the MARTA system.

Loehwing, David A. San Francisco's BART: how a billion-dollar rapid transit system went wrong. Barron's, June 17, 1974, p. 3, 8, 12, 14.

Says that BART has passed another crisis with the resignation of its general manager William R. Stokes.

Low fare transit plans gain nationwide trials. Metropolitan, v. 70, May-June 1974: 24-27.

"Major transit systems strengthen efforts to lower transit fares."

Lundberg, Barry D. The marketing approach to modern transit. Metropolitan, v. 70, Feb. 1974: 8, 10-11.

"Bus transit has been and is now the major mode of public transportation in most of America's cities. Moreover, it will continue to be—however, this must not be interpreted as 'more of the same.' In fact, if public transportation is to survive, changes and new methods are needed—in short, INNOVATION."

Magida, Arthur J. Transit lobby charts post-recess campaign for subsidies. National journal reports, v. 6, Nov. 9, 1974: 1686-1690.

Mass transit funds that some cities need to keep their commuter systems from going broke are tied up in a classic deadlock that includes virtually every basic conflict known to Congress. Transit lobbyists have spent the election recess maneuvering for a break in the deadlock and key Members of Congress have promised that funds will be approved somehow, but the mechanics of approval still have not been worked out."

Making mass transit work. Business week, no. 2318, Feb. 16, 1974: 74-80. Discusses various ways cities have attempted to lure people away from their cars to using mass transit: "While older cities such as New York and Chicago face substantial obstacles in expanding and upgrading mass transit, and the success of San Francisco's new Bay Area Rapid Transit system remains uncertain, the

examples of Philadelphia, Denver, and Toronto indicate what can be accomplished when public transportation provides high-quality service."

Malbin, Michael J. Mass transit bills slowed by jurisdictional dispute. *National Journal reports*, v. 6, Apr. 20, 1974: 571-582.

"Every public transportation system in the nation is strapped for money and the newest of them may have to shut down even before it is finished unless the federal government comes to the rescue. Short term help may come this year, but a long range plan for keeping buses, trains and subways going will be delayed by jurisdictional fights on Capitol Hill, splits between urban and rural Members and continuing efforts by the Administration to break up the highway trust fund."

Mass transit: still coming down the line. *Changing times*, v. 28, Aug. 1974: 35-39.

"See what's being done to get people out of their cars and into quicker, cleaner, cheaper transportation."

Massachusetts. Legislative Research Council. Massachusetts transit systems and aid programs; report. [Boston] 1974. 217 p. ([Massachusetts. General Court, 1970. House of Representatives. Documents] no. 5996)

Mazza, Frank. New York City: a transit system under construction. *Mass transit*, v. 1, Oct. 1974: 20-22.

Discusses New York's ambitious program to expand and improve its mass transit facilities.

McQueen, James T., Yates, Richard F., Miller, Gerald K. The Shirley Highway Express-Bus-on-Freeway Demonstration Project—second year results. Washington, U.S. Urban Mass Transportation Administration [1974] 81 p. (U.S. Urban Mass Transportation Administration. Report DOT/UMTA 4)

"This report contains: a) a review of the performance of the Shirley Highway Express-Bus-on-Freeway Demonstration Project between 1969 and 1973; b) a description of the methodology and data used to estimate project measures of effectiveness; c) a discussion of factors considered in commuter mode choice decision making."

Mundy, Ray A. Marketing urban mass transit—1973. [Springfield, Va.] Distributed by NTIS, 1974. 22 p.

"PB 231 310"

"In 1962, Dr. Lewis M. Schneider collected data on the marketing practices of 12 U.S. transit systems (Marketing Urban Mass Transit, Harvard University Press, Boston, 1965). This 1974 report is an update of the marketing progress that has been made in the 10 years since Schneider's study. Forty-one transit systems are examined in this study, eighteen of the 41 polled now have formal departments of marketing and top management team."

National Research Council. Highway Research Board. Price-subsidy issues in urban transportation. Washington, 1973. 57 p. (Highway research record no. 476)

Contents.—Financing transit: the Boston experience, by B. Cadahy.—Incentives for the coordination of decentralized transit choices, by R. Sherman.—Regulation of buses in cities, by G. Roth.—Economics of urban transit capital grants, by W. Tye.—Pricing, metering, and efficiently using urban transportation facilities, by W. Vickrey.—Effecting change in public policy: financing urban transportation in the New York, New Jersey, and Connecticut region, by E. Kurnow, R. Brief, and I. Silberman.

Netzer, Dick. The case against low subway fares. *New York affairs*, v. 1, winter 1974: 14-25.

"That low transit fares are a categorical imperative, essential for the economy of cities, their environmental preservation and a just distribution of world goods is an article of faith in New York and many other places. The dogma to the contrary notwithstanding, subsidies for urban transportation may be a bad idea whose time has persisted far too long."

New approach to transit in Coral Gables, Florida. *Metropolitan*, Nov.-Dec. 1974: 8-10, 12. Discusses the unique personalized bus service in Coral Gables, Florida.

Newman, John. A ride for everyone so anyone can get around town. *Environment*, v. 16, June 1974: 11-18.

Says that despite "the generally favorable experience of communities which have experimented with it, doorstep transit is still largely unpublicized, and no large metropolitan area has developed a comprehensive system. What follows is a proposal for a regional transit system in the St. Louis metropolitan area, which combines doorstep transit with existing transit systems in a flexible, area surface transit system (FAST)."

Parrish, Harry I. San Bernardino freeway-busway—people moving in the L.A. area. *Metropolitan*, v. 7, July–Aug. 1974: 10–13.

Describes "California's most ambitious attempt to get higher-occupancy vehicles into the city center faster."

Renshaw, Edward F. Alternative sources of financing for mass transit subsidies: a note. *Land economics*, v. 50, May 1974: 171–176.

Discusses a bias which commonly exists in the allocation of resources which favors private cars relative to public transport and says that this bias can be considerably reduced by 1) levying an excise tax on gasoline and using the proceeds to subsidize public transit or 2) imposing a tariff on imported oil. Analyzes these alternatives.

— A justification for mass transit operating subsidies. *Traffic quarterly*, v. 28, Apr. 1974: 197–207.

Reviews some of the more traditional arguments on behalf of transit subsidies, analyzes the fiscal difficulties of mass transit systems, and then considers the net social welfare or "survival benefits" that might be lost when a transit system is abandoned.

Ronan, William J. We must subsidize mass transit. *Reader's digest*, v. 104, Apr. 1974: 69–73.

"A fierce debate that will do much to determine the future of our decaying cities is now under way in Congress. At issue is whether the federal government—i.e., we taxpayers—should provide some \$500 million a year to enable our starving mass-transit networks to continue to provide adequate service at fares most riders can afford. This kind of subsidy has powerful enemies, but if it is not approved the entire nation will suffer."

Rosenbloom, Sandra. A new solution to the "urban transportation problem": the old-fashioned taxi. *Ripon quarterly*, v. 1, fall 1974: 5–13.

Author's thesis is "that governmental regulatory postures have prevented the lowly taxicab and the less familiar jitney from making the kind of significant contributions to urban transportation systems that they do in European countries and, moreover, that these same regulatory attitudes are now preventing innovative variations of the taxi and jitney from relieving much of the pressure from precarious transportation situations facing cities."

Sargent, Charles S. Rapid transit and urban geography—a primer for Phoenix. *High speed ground transportation journal*, v. 8, no. 3, 1974: 283–290.

"Analysis of urban form and function in the Salt River Valley suggest that what is needed [in Phoenix] is a balanced transportation solution that includes street improvements, an expanded bus system, and more freeways—in addition to a fixed-rail rapid transit system. Proponents of mass rapid transit systems should exhibit greater candor than they have in the past and reveal the real intent, limited role and function of their proposed system."

Sargent, Francis W. Funding: transit goals and dollar priorities in Massachusetts. *Mass transit*, v. 1, July–Aug. 1974: 6–9.

Massachusetts' Governor discusses progress in mass transit planning and de-emphasis on highway construction in his state.

Sherman, Len. Barber, Brian. Kondo, Walter. Method for evaluating metropolitan accessibility. In National Research Council. *Transportation Research Board. Travel demand, mode choice, and system analysis*. Washington, 1974. p. 70–82.

"This study reports on a prototypical application of a new methodology, called Special Area Analysis (SAA), designed to assess the quality of accessibility in metropolitan areas. Starting with a definition of accessibility in functional terms, this SAA develops measures that focus on the level of accessibility afforded by Boston's present, planned, and programed urban transportation systems to such essential urban activity centers as major employment districts, medical, recreational, and educational facilities, the central business district, and the airport."

Smerk, George M. How now, highway trust fund? *Business horizons*, v. 17, Apr. 1974: 29–38.

The Federal-Aid Highway Act of 1973 marks a major change in U.S. transportation policy; funds may now be used for urban mass transportation. The author examines the background of the development and its potential impact.

— Operating subsidies for urban mass transportation. *Traffic quarterly*, v. 28, Oct. 1974: 603–618.

Says that the principal issue is not whether urban mass transportation operations should be subsidized, but where the source of the subsidy should be.

Smith, Griffin. The highway establishment and how it grew. And grew and grew. *Texas monthly*, v. 2, Apr. 1974: 75–93.

Says that it's not clear if Texans want vigorous governmental effort to develop mass transit.
 Stockard, Don. Stockard, April. Bike law: our rights & reasons. *Bicycling*, v. 15, Mar. 1974: 16, 52-53.

Presents the results of a poll of Members of Congress on the topic of bicycling. Includes a list of those responding.

Toy, Stewart. Mass transit for a car-happy city. *Business week*, no. 2329, May 4, 1974: 14A-14B, 14D, 14F.

"Next November, voters will pass on Los Angeles County's first sales tax, 1%. Half the money would be spent on more buses and half on the beginnings of a subway/elevated rail system in the style of San Francisco's Bay Area Rapid Transit (BART) network."

Troubled transit. *Wall Street journal*, July 30, 1974, p. 22, Aug. 5, p. 1, 19; Aug. 14, p. 1, 17; Aug. 19, p. 1, 10; Aug. 26, p. 1, 15; Aug. 30, p. 1, 21; Sept. 27, p. 1. Contents.—Bettering commuting is a popular cause, but controversial, too, by A. Karr.—Bettering commuting will take much more than a lot of money, by J. Williams.—New York's problems with commuter lines typify entire nation, by J. Williams.—The Lindenwold line proves commuters will give up autos, by G. Bronson.—Some experts think "personal transit" is wave of the future, by G. Hill.—Technology advances won't greatly change means of commuting, by B. Paul.

Twitchell, Jon. Lovelock, Christopher. No fare public transit: Seattle's \$64,000 question. *Metropolitan*, v. 70, Jan-Feb. 1974: 19-22.

"No-fare transit operations are assuming increasing relevance right now as America struggles with the 'energy crisis.'"

U.S. Congress. Conference Committees, 1974. The Emergency Urban Mass Transportation Assistance Act. Joint hearing, 93d Cong., 2d sess., on S. 386. Sept. 25, 1974. Washington, U.S. Govt. Print. Off., 1974. 111 p.

— Conference Committees, 1974. Urban mass transportation; conference report to accompany S. 386. [Washington, U.S. Govt. Print. Off.] 1974. 16 p. (93d Cong., 2d sess. House. Report no. 93-813)

— House. Committee on Public Works. Federal Mass Transportation Act of 1974; report together with minority, supplemental, additional, alternative, and individual views to accompany H.R. 12859: Washington, U.S. Govt. Print. Off., 1974. 80 p. (93d Cong., 2d sess. House. Report no. 93-1256)

— House. Committee on Public Works. Public mass transportation. Hearings, 93d Cong., 2d sess. Washington, U.S. Govt. Print. Off., 1974. 1198 p. "93-39"

Hearings held Apr. 1, 1974 in New York and Apr. 5 in Atlanta, Boston, Chicago, Los Angeles and Sacramento.

— House. Committee on the District of Columbia. Washington Metropolitan Area Transit Authority. Hearings, 93d Cong., 2d sess., on H.R. 13608. Mar. 27, Apr. 2 and 9, 1974. Washington, U.S. Govt. Print. Off., 1974. 403 p.

— Senate. Committee on the District of Columbia. Rail commuter service in the National Capital area. Hearings, 93d Cong., 2d sess., on S. 2255: June 27, and July 10, 1974. Washington, U.S. Govt. Print. Off., 1974. 401 p.

U.S. Department of Transportation. Annual joint report of the Departments of Transportation and Housing and Urban Development on urban transportation policies and activities; message from the President of the United States transmitting the annual joint report. Washington, U.S. Govt. Print. Off., 1974. 40 p. (93d Cong., 2d sess. House. Document no. 93-328)

— A study of urban mass transportation needs and financing; report of the Secretary of Transportation to the United States Congress pursuant to section 138(a); Public Law 93-87, the Federal-Aid Highway Act of 1973. Washington [For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 1 v. (various pagings)

Partial contents.—Urban mass transportation plans and programs.—Perspective on transit finance.—Transit fare structure and revenue.—Analysis of state and local funding mechanisms.—Financial implications of the implementation of the 1980 programs.

U.S. Federal Highway Administration. Bicycles and pedestrian facilities in the Federal aid highway program. [Washington] 1974. 18 p.

U.S. General Accounting Office. Grants to improve bus transit systems—progress and problems, Urban Mass Transportation Administration, Department of Transportation; report to the Congress by the Comptroller General of the United States. [Washington] 1974. 45 p.

"B-169491, Nov. 25, 1974"

- Urban Land Institute. Transportation Task Force. Development policies for urban mass transit station areas; report. *Urban land*, v. 33, Sept. 1974: 3-10.
- "More than 20 metropolitan areas in the country are presently considering the construction of fixed-rail mass transit systems. It is estimated that these new systems would entail approximately 600-700 new transit stations, each with an immediate impact on land use development opportunities within a radius of approximately one-half mile. Such large-scale public investments over the next two decades offer an unprecedented opportunity for shaping land use patterns and the urban environment in those cities to be served."
- UTAP: "One hand giveth, and one hand taketh away." *Railway age*, v. 175, Mar. 11, 1974: 24-25, 42-43. Reviews reactions of transit people to the Unified Transportation Assistance Program; includes remarks of Dr. William J. Ronan, chairman of N.Y.'s Metropolitan Transportation Authority.
- Warburton, Ralph. Dade Area Rapid Transit: a progress report. *High speed ground transportation*, v. 8, spring 1974: 41-51.
- "Dade County Florida is now in the midst of a lengthy process to achieve DART—Dade Area Rapid Transit—by the end of the decade as mandated by its voters. This new focal point on the national transit scene, directed by unique urbanization, geographic and population factors, deserves the attention of all interested in ground transportation for it portends innovative approaches which are likely to advance the state of the art . . . [This] overview analysis begins with general historical background, proceeds through recent ground transportation studies and actions, and discusses current and future issues and potentials."
- Weiglin, Peter C. Mass transit is dead. *Current municipal problems*, v. 16, summer 1974: 113-123.
- Discusses what to do (and not to do) to make public transit work.
- What state are you in? *Bicycle spokesman*, v. 3, Mar. 1974: 40-42. Presents responses from several governors on their states' bicycle legislation.
- Wiese, Arthur E. Houston: high hopes for mass transit. *Mass transit*, v. 1, Oct. 1974: 17-19, 40.
- "After last year's crushing defeat of a mass transit referendum, when only 16 percent of the registered voters turned out, Houston, Texas—the nation's fastest growing city—is attempting to find a new way of wooing its citizens away from a near-romantic attachment to their cars."
- Will a fare deal lure them back to mass transit? *First National City Bank monthly economic letter*, Jan. 1974: 8-10.
- "Fare cuts are being tested in the transit systems of New York and other cities. The idea is that bigger subsidies will be justified if more people use mass transit since this will benefit non-users, too."
- Zimmerman, Joseph F. Public transportation. In *Governing New York State: the Rockefeller years*. New York, Academy of Political Science, 1974. (Proceedings, v. 31, May 1974) p. 214-224.
- Discusses New York State action in public transportation since 1967, concentrating on commuter rail service, subways and the problem of financing.

Distribution of Services in Metropolitan Areas

- Ahlbrandt, Roger S., Jr. Implications of contracting for a public service. *Urban affairs quarterly*, v. 9, Mar. 1974: 337-358.
- "This paper is an empirical examination of the provision of fire services to Scottsdale, Arizona by a private company, the Rural-Metropolitan Fire Protection Company. The operation of the firm and the resulting service level are compared to traditional bureaucratically run fire departments serving their own communities. The demand and supply implications of separating the consuming and producing units are also discussed in relationship to the existing literature on contracting."
- Brown, Lawrence A., and others. The location of urban population service facilities: a strategy and its application. *Social science quarterly*, v. 54, Mar. 1974: 784-799.
- Proposes a four-step strategy for locating new population planning and service facilities using a day care center in Columbus, Ohio as an example.
- Enders, Wayne T. Poston, Patricia M. Briggs, Ronald. Access to essential services in rural/urban environment: a selected interdisciplinary bibliography. Monticello, Ill., 1974. 53 p. (Council of Planning Librarians. Exchange bibliography 593)

Frederickson, H. George, ed. *Social equity and public administration; a symposium*. *Public administration review*, v. 34, Jan.-Feb. 1974: 1-51.

Contents.—Social equity, justice, and the equitable administrator, by D. Hart.—Social equity and organizational man: motivation and organizational democracy, by M. Harmon.—Social equity and the public service, by E. McGregor.—Social equity and social service productivity, by S. Chitwood.—Social equity and fiscal federalism, by D. Porter and T. Porter.—Statistical theory and equity in the delivery of social services, by O. White and B. Gates.

Olson, David H. *Integrated police and fire service: Gladstone experience*. *Current municipal problems*, v. 16, fall 1974: 167-171.

"As combined police and fire budgets generally make thirty to eighty per cent of the total budget, it is logical to investigate the possibility of combining some or all aspects of police and fire services to provide more effective and efficient services at a lower total cost." Discusses Gladstone, Missouri's decision to integrate its police and fire services.

Parker, Kallis E. *Black ghetto housing: serving the unserved*. *Current history*, v. 67, Nov. 1974: 214-221.

"Racial discrimination denies blacks access to white neighborhoods and deprives blacks of adequate housing services. . . . What legal strategies could and should be employed to improve the quality and quantity of services delivered to . . . ghetto areas[?]?"

Reskin, Barbara. Campbell, Frederick L. *Physician distribution across metropolitan areas*. *American journal of sociology*, v. 79, Jan. 1974: 981-998.

"Concerned with the effect of demographic and ecological variables on the distribution of several categories of medical specialists across greater American metropolises."

Housing in Metropolitan Areas

Erber, Ernest. Prior, John P. *Housing allocation planning: an annotated bibliography*. Monticello, Ill., 1974. 23 p. (Council of Planning Librarians. Exchange bibliography 547)

Partial contents.—Allocation plans.—Methodologies useful in housing allocation.—Legal opinions related to allocation.—Legislation and regulations relevant to allocation.

Erber, Ernest. *Metropolitan housing allocation planning*. *Urban land*, v. 33, Apr. 1974: 8-10.

Says that the "allocation planning from 'fair share' concepts for subsidized housing to allocating all residential growth through local zoning marks a quantum leap, the implications of which have not yet been fully realized."

Glazer, Nathan. On "opening up" the suburbs. *Public interest*, no. 37, fall 1974: 89-111.

Examines recent trends in population shifts to the suburbs, focusing on the Black population involved in this movement.

Graham, Timothy R. *The benign housing quota: a legitimate weapon to fight white flight and resulting segregated communities?* *Fordham law review*, v. 42, May 1974: 891-908.

Case note concludes that "judicial recognition of the benign quota, as a constitutionally permissible measure, is desirable on several grounds. First, such a recognition reaffirms the existence of a community interest in maintaining a balanced racial atmosphere. Second, judicial cognizance of the tipping process and the need for affirmative action to retain fleeing whites in racially transitional housing developments should lead to the acceptance of the need for a more innovative judicial approach in correcting this type of segregation."

Kain, John F. *What should housing policies be?* *Journal of finance*, v. 24, May 1974: 683-698.

Focuses on the effects of the nature and extent of racial discrimination in urban housing markets on housing policy.

Kleven, Thomas. *Inclusionary ordinances—policy and legal issues in requiring private developers to build low cost housing*. *UCLA law review*, v. 21, Aug. 1974: 1432-1528.

Says that several communities, notably Fairfax County, Va., Montgomery County, Md., and Los Angeles, Calif., have adopted ordinances requiring developers to include a minimum amount of subsidized or lower cost housing in their conventional projects. Article examines constitutional objections likely to be raised against inclusionary ordinances and discusses the socio-economic contexts in which the ordinances have been developed.

Levin, Melvin R. Rose, Jerome G. The suburban land use war: skirmish in Washington township, New Jersey. *Urban land*, v. 33, May 1974: 14-18.

Discusses a case involving the proposed intrusion of middle-income garden apartments into an affluent suburb, saying that the proposed construction represents "another example of the deadly process known as 'disjointed incrementalism.' Construction occurs in response to successful developer initiatives to friendly zoning appeals boards."

Limits of litigation: public housing site selection and the failure of injunctive relief. *University of Pennsylvania law review*, v. 122, May 1974: 1330-1365.

Comment focuses on reconciling competing interests in locating public housing.

Listokin, David. Gerlach, Linda. Cyviner, Barbara. Zoning—exclusionary zoning: a selected bibliography. Monticello, Ill., 1974. 50 p. (Council of Planning Librarians. Exchange bibliography 684)

Provides overview of zoning and exclusionary land use and then lists related references; not annotated.

Massachusetts zoning appeals law: first breach in the exclusionary wall. *Boston University law review*, v. 54, Jan. 1974: 37-77. Comment examines the various zoning practices that necessitated passage of chapter 744 (the Zoning Appeals Law) to combat exclusionary zoning in Massachusetts, explains the procedures involved in the chapter 744 process, and discusses the effects to date and projects long-term effects of the legislation.

Nash, J. Madeleine. Out on a limb in Oak Park. *Chicago tribune magazine*, Feb. 17, 1974: 38-41, 45-46, 48-52.

"Struggling with the problem of integration, Oak Park has made some bold moves—including a controversial 'exemption' in a fair housing ordinance—designed to prevent an exodus by its white population."

Scott, Randall W. Exclusion and land use: a comment and a research bibliography. Monticello, Ill., 1974. 38 p. (Council of Planning Librarians. Exchange bibliography 654)

U.S. Commission on Civil Rights. Equal opportunity in suburbia; a report. [Washington] 1974. 72 p.

"This report is the product of an extensive study of racial isolation in this Nation's metropolitan areas—a study of why this pattern of isolation has occurred, how it is crippling the growth and prosperity of our cities, and how it can be arrested and reversed. Information was gathered through commission hearings in St. Louis, Baltimore, and Washington, D.C., and factfinding meetings of State Advisory Committees in those cities and in Boston, Phoenix, and Milwaukee."

Urban Land Institute. Fair housing and exclusionary land use. [Washington, c1974] 72 p. (Urban Land Institute. ULI research report 23)

Urban, Mark. An evaluation of the applicability of zoning principles to the law of private land use restrictions. *UCLA law review*, v. 21, Aug. 1974: 1655-1689.

Comment outlines the law of equitable servitudes and the law of zoning as a framework for an analysis of cases which considered the applicability of zoning principles to private restrictions. Examines zoning law/private servitude issues presented by situations involving homeowners' associations and by the suburban low income housing dilemma.

Wing, Estelle. The bay terraces problem: the legality of a proposed "balanced housing" ordinance for the city of San Diego under the California Subdivision Map Act. *New England law review*, v. 9, winter 1974: 185-205.

Comment describes an element of urban design that just seems to happen (as opposed to being formally planned)—the distribution of housing by cost to the occupant in a given urban area. Discusses San Diego's attempts to regulate this in planning the Bay Terraces Project by a balanced housing or housing-distribution ordinance.

Equality of Education

Browning, R. Stephen. School finance litigation in a post-Rodriguez era. *Planning and changing*, v. 5, summer 1974: 67-79.

Summarizes "the pertinent rulings by the U.S. Supreme Court in Rodriguez," examines "the impact of Rodriguez on future education reform litigation in the federal courts," discusses "the potential impact that Rodriguez will have on law suits challenging tax related education inequalities," and finally examines "the impact of the Rodriguez decision on state court school finance suits."

Garnas, Walter I. The financial dimensions of recent school finance reforms. *Planning and changing*, v. 5, summer 1974: 93-97.

Analyzes the problems that seem to be getting the greatest attention among those interested in reforming school finance: fiscal neutrality, individual needs, cost differentials, and municipal overburden.

New Jersey. Governor. A plan for education and tax reform in New Jersey. [Trenton] 1974. 5, 26, 17 p.

At head of title: Special message to the legislature.

Describes his plan "to place every pupil in New Jersey on an equal fiscal base."

Roseblum, Norman I. Equal protection—financing of public schools through assessed property value held to be invidious discrimination. New York law forum, v. 15, spring 1972: 1147-1153.

Silard, John. Goldstein, Barrie. Toward abolition of local funding in public education. Journal of law & education, v. 3, July 1974: 307-335.

Article attempts "to demonstrate that retention of local funding in public education has several serious social consequences. It makes genuine school equalization impossible or improbable of achievement; it fosters continued racial isolation in the schools; it perpetuates a tax which is subject to valid egalitarian attacks; and it prevents implementation of a truly education-based school system."

White, Anthony G. Differential property taxation in consolidated city-counties. National civic review, v. 63, June 1974: 301-305, 331.

"Differential property taxation is a thrust toward the concept of value paid for value received . . . City-county consolidation has been the vehicle through which differential taxation by a single, multipurpose jurisdiction has gained a measure of experience and legitimacy."

Educational Financing

Adams, Jeanette Knoll. Effects of local option tax and implementation of property tax control on local government finance in Indiana. [Indianapolis] Indiana Legislative Council, Fiscal Analysis Division, 1974. 24 p.

Bails, Dale. Two municipal revenue sources contrasted: the land value tax and the property tax. American journal of economics and sociology, v. 33, Apr. 1974: 187-199.

Argues the advantages of the land value tax over the property tax and cites examples of the former in practice.

Black, David E. The incidence of differential property taxes on urban housing: some further evidence. National tax journal, v. 27, June 1974: 367-369.

"A study of the incidence of property tax differentials on rental housing was reported in this Journal, 1968, by Larry L. Orr. Using 1960 data from the Boston Metropolitan Area, Orr's study found considerably less than complete forward shifting of property tax differentials. In this study Orr's methodology is applied, with slight modification, to City of Boston data. The results indicate that within the City of Boston, forward shifting of property tax differentials is also far less than complete although somewhat greater than in the entire metropolitan area."

Boisvert, Richard N. Mapp, Harry P., Jr. A benefit-burden analysis of public school financing: the impact on rural and urban taxpayers. American journal of agricultural economics, v. 56, Aug. 1974: 578-585.

"Expenditure benefit-burden ratios were developed to analyze the implications for rural and urban taxpayers of several education finance alternatives. Equalizing expenditures through a statewide property tax would transfer net benefits to high income, suburban areas. Low income rural taxpayers would benefit from greater reliance on the state income tax."

Bowman, John H. Tax exportability, intergovernmental aid, and school finance reform. National tax journal, v. 27, June 1974: 163-173.

"Two major research findings have important equity and efficiency implications for school finance reform:—Tax base composition (tax exportability) differences contribute importantly to per-pupil local revenue differences; and—Unless the principal objective is to reduce local taxes, intergovernmental school aid should require local matching."

Cooper, Joseph H. The dollars and sense of public education. Urban lawyer, v. 6, winter 1974: 133-163.

Reviews different methods for equalizing the funding of schools and making it fairer to everyone involved.

Foeller, William H. Differential tax incidence of state educational grant-in-aid programs in Iowa. National tax journal, v. 27, Mar. 1974: 9-18.

In June 1971 the 64th General Assembly of the Iowa Legislature passed a bill, House File 654, raising the state personal and corporate income taxes and reducing local property taxes to support a new educational finance plan. This article presents empirical estimates of the changes in Iowa's effective tax structure as a result of this bill.

Garms, Walter I. The financial dimensions of recent school finance reforms. *Planning and changing*, v. 5, summer 1974: 93-97.

Analyzes the problems that seem to be getting the greatest attention among those interested in reforming school finance: fiscal neutrality, individual needs, cost differentials, and municipal overburden.

Gould, James S. The property tax burden: single family homes v. multiple dwellings units. *Appraisal journal*, v. 42, Apr. 1974: 285-296.

"No widely accepted methods are available presently to determine whether multiple dwellings units (apartments) are paying a 'fair share' toward the financing of local government needs. However, the author presents a method to resolve this problem objectively. The methodology computes a tax burden ratio between the two classes of properties, tests this ratio to determine if noted inequities in burden are statistically significant and computes the tax adjustment necessary for an equitable burden."

Guthrie, James W. School finance reform: acceptable remedies for Serrano. *School review*, v. 82, Feb. 1974: 207-232.

Offers plans that school districts can adopt to improve their school financing systems.

Harriss, C. Lowell. Property taxation: what's good and what's bad about it. *American journal of economics and sociology*, v. 33, Jan. 1974: 89-102.

Hartman, Robert W. Reischauer, Robert D. The effect of reform in school finance on the level and distribution of tax burdens. Washington, Brookings Institution, 1974. 107-150 p. (Brookings Institution, Washington, D.C. General series, reprint 296)

Reprinted from "School Finance in Transition: the Courts and Educational Reform, John Pincus, editor, copyright 1974 by the Rand Corporation.

Kay, Lillian W. Property taxation—relief or reform? *Tax executive*, v. 26, Apr. 1974: 227-234.

LeRoy, Stephen F. A further look at the property tax—an alternative idea. *Federal Reserve Bank of Kansas City monthly review*, Feb. 1974:

Federal Reserve Bank of Kansas City monthly review, Feb. 1974: 13-20.

Says that the economic effects of taxation go far beyond simply transferring money from private pockets to public treasuries. Individuals subject to taxation often modify their economic behavior to pass the tax on to others or, if that is not possible, to minimize its burden. These adjustments not only determine who ultimately pays the tax, but are themselves sometimes of direct social consequence. The economic effects of the real property tax are examined.

Mikesell, John L. Property tax resiliency and pressure on school finance. *American journal of economics & sociology*, v. 33, Oct. 1974: 401-408.

". . . this paper examines the fiscal pressure on the property tax resulting from economic change in West Virginia, a state in which the property tax is the predominant local revenue source and education is the predominant local responsibility. . . . This study of property tax resiliency, or base responsiveness to expenditure demand, proposes to establish the local economic structures that are most likely to have trouble with use of this tax base."

Miner, Ralph E. Property taxes, services, and the calculating voters. *Public finance quarterly*, v. 2, Apr. 1974: 139-154.

Considers the responses of different communities in Oregon in a 1968 referendum on a statewide property tax limit.

New Jersey. Governor. A plan for education and tax reform in New Jersey. [Trenton] 1974. 5, 26, 17 p.

At head of title: Special message to the legislature.

Describes his plan "to place every pupil in New Jersey on an equal fiscal base."

Prentice, P. I. Twelve ways to sell property tax reform. *American journal of economics and sociology*, v. 33, Jan. 1974: 103-111.

Rybeck, Walter. Can the property tax be made to work for rather than against urban development? *American journal of economics and sociology*, v. 33, July 1974: 259-271.

"The property tax—if it follows the market, stops trying to be an income tax, keeps its assessments current at full market value, shares its findings about the real estate market with the public and with the planning profession, shifts away

- from the taxation of improvements, and taxes land values at a high rate—can serve the cause of good development.”
- Sabella, Edward M. The effects of property taxes and local public expenditures on the sales of prices of residential dwellings. *Appraisal journal*, v. 42, Jan. 1974: 114-128.
- “This study is concerned with the effects which property taxes and school expenditures have upon property values over time. Data were collected on single-family owner-occupied dwellings (including land and structure) located in Hennepin County, Minnesota. Evidence from the study indicated that although property taxes exert a depressing effect on property values, some people seem willing to pay a premium to live in a community which provides a higher quality school system.”
- Schrader, Robert G. Slow steps toward improved education. *State government*, v. 47, spring 1974: 117-121.
- Describes how school districts were reorganized in Wyoming and how this will effect school financing.
- Shalala, Donna E. Williams, Mary Frase. State tax politics, the voters, and school finance reform. *Phi Delta Kappan*, v. 56, Sept. 1974: 10-13.
- “The people say they favor reduction in the property tax—an inequitable and disastrously inflexible source of funds for schools in a period of inflation. But voters have recently turned down proposals that would have reduced reliance on the property tax in five states. Here’s why?”
- Slater, Lloyd E. Property tax and school finance in New York. *Tax executive*, v. 26, Apr. 1974: 253-260.
- Reviews some of the recommendations of the New York Commission on the Quality, Cost and Financing of Elementary and Secondary Education and some of the proposals now being advocated to make the old system of educational finance work.
- Sullivan, Ronald. There has to be a better way to pay for schools. *Compact*, v. 8, Mar.-Apr. 1974: 2-5.
- Evaluates the decision by the New Jersey Supreme Court that the state’s system of financing public education did not provide a “thorough and efficient” education to every child in the state, and what the new proposal for financing education will be.
- U.S. Advisory Commission on Intergovernmental Relations. The property tax in a changing environment: selected state studies. Washington [For sale by the Sup. of Docs., U.S. Govt. Print. Off.] 1974. 332 p.
- At head of title: An information report.
- “M-83”
- Contents.—Recent developments in property tax policy and administration.—Property tax developments in [33] selected states.
- Virginia. Division of State Planning and Community Affairs. Finance Section. Reforming the Virginia property tax: volume I, recommendations to the Governor. Richmond, 1974. 29 p.
- Contents.—Review of the state’s 1971 assessment sales ratio study.—Roles of the state and local governments in property tax Administration.—Review and appeal procedures.—Real property exemptions and relief.—Assessment of public service corporation property.—Constitutional debt limitations.
- Weir, William. A taxing situation. *Connecticut*, v. 37, Apr. 1974: 20-23, 50.
- Examines Connecticut’s real property tax and prospects for tax reform.
- What’s wrong with the property tax? Changing times, v. 28, May 1974: 7-11.
- “It keeps local governments going, but hardly anybody likes it. Take a look at the criticisms . . . and at the changes being made.”
- White, Anthony G. Differential property taxation in consolidating city-counties. *National civic review*, v. 63, June 1974: 301-305, 331.
- “Differential property taxation is a thrust toward the concept of value paid for value received . . . City-county consolidation has been the vehicle through which differential taxation by a single, multipurpose jurisdiction has gained a measure of experience and legitimacy.”
- White, Ron D. School finance reform: courts and legislatures. *Social science quarterly*, v. 55, Sept. 1974: 331-346.
- “ . . . will examine selected aspects of Rodriquez and similar cases in terms of the basic argument used by those seeking reform, and its shortcomings from a policy-making perspective” and will argue “that an accounting for these reciprocal influences among local governments is a highly desirable characteristic of any new system of school finance and that such an approach contributes to the political viability of any legislative proposal.”

Metropolitan Government and Planning

Aron, Joan B. Regional governance for the New York metropolitan region: a reappraisal. *Public administration review*, v. 34, May-June 1974: 260-264.

"At present . . . the New York region has made little progress toward securing general-purpose regional machinery to formulate regional policy and manage regional development." The author suggests, however, that metropolitan solutions may not be the best answer for dealing with the New York region's problems.

Bauer, Kurt W. Regional planning in southeastern Wisconsin. *Traffic quarterly*, v. 28, Oct. 1974: 551-572.

Beckman, Norman. Federal policy for metropolitan governance. *National civic review*, v. 63, Mar. 1974: 128-132, 150.

Author maintains that in "virtually all ways, cities have given way to metropolitan areas as the centers of American life," but that local "governments show little willingness, acting by themselves, to develop an areawide capacity to deal with their urban problems."

Beyle, Thad L. New directions in interstate relations. In *Intergovernmental relations in America today*. Philadelphia, American Academy of Political and Social Science, 1974. (*Annals*, v. 416, Nov. 1974) p. 108-119.

"Despite their too often irrelevant boundaries and a long history of competitiveness, recent activities among the states suggest that they may be beginning to seek new ways of joint problem solving."

Bottomly, Forbes. The foreseeable future of metropolitan school organization. *Thrust*, v. 3, May 1974: 19-21.

Predicts that "educational planners will see the need to tie their innovative energies into the efforts of the many others working toward an improved urban environment."

Brussat, William K. OMB explains: A-95 review system can be asset to mortgage banker, not obstacle. *Mortgage banker*, v. 35, Nov. 1974: 30, 34-36.

Discusses the OMB review procedures for federally-aided projects and how they affect housing finance organizations.

DeTorres, Juan. The quality of life in America's major metropolitan areas. *Conference Board record*, v. 11, Feb. 1974: 57-64.

Points out some important facets of the two measurable dimensions—the density of population and the structure of retailing—particularly useful factors in describing the quality of life characterizing the 58 largest metropolitan areas which account for 62% of U.S. personal income.

Directory of Federal regional structure. *Federal register*, v. 39, Dec. 4, 1974: 42250-42334. Material on Federal regional offices as of Sept. 15, 1974.

Freilich, Robert H. Ragsdale, John W., Jr. Timing and sequential controls—the essential basis for effective regional planning: an analysis of the new directions for land use control in the Minneapolis-St. Paul metropolitan region. *Minnesota law review*, v. 58, June 1974: 1009-1090.

Glazer, Nathan. On "opening up" the suburbs. *Public interest*, no. 37, fall 1974: 89-111.

Examines recent trends in population shifts to the suburbs, focusing on the Black population involved in this movement.

Goldstein, Harold. Metropolitan area delimitation: problems and approaches. Monticello, Ill., 1974. 30 p. (Council of Planning Librarians. Exchange bibliography 589)

Gordon, George J. Office of Management and Budget Circular A-95: perspectives and implications. *Publius*, v. 4, winter 1974: 45-68.

Analyzes OMB's attempt to facilitate coordinated planning under various federally-assisted programs.

Hein, C. J. Keys, Joyce M. Robbins, G. M. Regional governmental arrangements in metropolitan areas: nine case studies. [Washington, Office of Research and Development, U.S. Environmental Protection Agency for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 240 p. (Socioeconomic environmental studies series)]

"EPA 600/5-74-024"

Partial contents.—Southeast Michigan Council of Governments.—The Twin Cities Metropolitan Council (Minneapolis-St. Paul, Minnesota).—The municipality of metropolitan Seattle.—Bi-State Development Agency of St. Louis.—Annexation: San Antonio, Texas.—The urban county: Montgomery County, Maryland.—The urban county, plus: metropolitan Dade County.—Nashville-Davidson County, Tennessee.—Metropolitan Toronto.

Concludes "that the core of what is called metropolitan government in the United States is the county, usually reorganized and given urban powers. There are no multi-county, general purpose metropolitan governments in the United States. Another frequently suggested model, the multi-county, multi-purpose metropolitan special district also apparently does not exist in the United States."

How will regionalism work? Public management, v. 56, Jan. 1974: whole issue.

Partial contents.—Substate districting and a reformed regional council strategy, by D. Walker.—The dilemma of regionalism for local elected officials, by F. Francois.—The professional administrator in regional councils, by R. Remy.—British local government: a quiet revolution, by W. Scheiber.—Twin Cities' regionalism/a metropolitan perspective, by C. Andre.

Isberg, Gunnar. Controlling growth in the urban fringe. Current municipal problems, v. 16, summer 1974: 86-104.

Focusing on the Twin Cities metropolitan area, discusses a number of methods currently being used or advocated by urban planners to control development in the urban fringe, such as agricultural or large-lot zoning, extra-territorial zoning, PUD and new town developments, tax deferral and abatement laws, and utility extension policies.

Jacobs, David. A long view of Long Island; the impact of planning on a city of suburbs. New York times magazine, Feb. 17, 1974: 28-37.

Views the 60-volume plan for Long Island as a test of the maturity of regional planning.

Kashin, Seymour. Kansas City regional transportation planning. Traffic quarterly, v. 28, Apr. 1974: 257-270.

Says granted that mistakes have been made and that the region may have been somewhat naive in its early efforts, the Kansas City metropolitan area has put together a reasonable and viable transit system.

Lawrence, David M. Aspects of regionalism in North Carolina. Popular government, v. 40, summer 1974: 20-24.

"As North Carolina has become urbanized and its citizens have come to expect a more active government, the notion that each local government wants and can respond individually and adequately to the needs of its citizens has been passed by. In its place have evolved new relationships between local governments . . . that are still emerging and changing."

Little, James T. Leven, Charles L. Internal migration in the mature American city. [St. Louis, Mo., Institute for Urban and Regional Studies, Washington University] 1974. 37 p. (Washington University, St. Louis. Institute for Urban and Regional Studies. Working paper INS 11)

Focuses on the internal population shifts that have produced the phenomenon of urban decay and in particular the spatial dynamics of the housing market and the implications of this dynamic for internal migration in such areas.

Maier, Henry W. Conflict in metropolitan areas. In Intergovernmental relations in America today. Philadelphia, American Academy of Political and Social Science, 1974. (Annals, v. 416, Nov. 1974) p. 148-157.

"The dichotomy between the central city and its suburbs is more pronounced than the more traditional conflict between rural and urban areas. . . . In general, voluntary intergovernmental groups have not been responsive to central city needs in the metropolitan area. What is required is a basic change in the system which separates resources from need and provides both greater fiscal equity and a metropolitan-wide sharing of the burden of social problems."

Manners, Gerald. The office in metropolis: an opportunity for shaping metropolitan America. Economic geography, v. 50, Apr. 1974: 93-110.

Discusses the need for metropolitan office space, suburban development and the expansion of the central city role.

Masotti, Louis H. Dennis, Deborah Ellis. Suburbs, suburbia and suburbanization: a bibliography. 2d ed. Monticello, Ill., 1974. 108 p. (Council of Planning Librarians, Exchange bibliography 524-525)

Bibliography is arranged by source.

McLennan, Janet. Comprehensive planning in Oregon; one state's record to date. Cry California, v. 9, summer 1974: 33-40.

Merriam, Robert E. State-designated districts and local modernization. National civic review, v. 63, Feb. 1974: 67-71.

"Today, the vitality of our local institutions is at stake. The manner in which we solve the substate regional dilemma will determine in no small measure whether or not they will continue to be strong, resourceful and responsive."

Morrison, Peter A. Urban growth and decline: San Jose and St. Louis in the 1960's. *Science*, v. 185, Aug. 30, 1974: 757-762.

Presents "an analysis of the sharply contrasting demographic trends in two U.S. metropolitan areas exemplifies rapid population growth in the low-density mode typical of the 1950's and 1960's. The city of St. Louis exemplifies central-city population decline with the core jurisdiction of metropolitan St. Louis."

Patricelli, Robert E. Toward an urban development strategy: population distribution and development realities. *Ripon quarterly*, v. 1, summer 1974: 27-30, 32-36.

"Moving from his post in HEW to private development as Vice President of the Greater Hartford Process, Robert Patricelli is struck with the rigid socio-economic polarization between poor central cities and affluent suburbs. Rejecting the current compensatory approach, and going beyond the Nixon incomes strategy, Patricelli argues that socially and economically balanced communities offer the best solution to urban blight."

Rehfluss, John. Metropolitan government: one way to decentralize. *Ripon quarterly*, v. 1, summer 1974: 37-38, 40-42, 72.

"John Rehfluss, who directs the Center for Governmental Studies at Northern Illinois University, sees in metropolitan government a means to strengthen the federal system through decentralization of power from Washington. To be effective, however, metro plans will have to go beyond their early emphasis on efficiency to incorporate means of access and political accountability constituent units."

Sears, David W. Faytell, David L. Black residential segregation in American metropolitan regions: some changes during the 1960-1970 decade. *Review of public data use*, v. 2, July 1974: 35-40.

"Segregation ratios were computed using census data for 43 medium-sized two-race SMSA's for 1960 and 1970. Results show that black residential segregation increased over the period 1960-1970 in 36 of the 43 SMSA's. The South region had a lower segregation index in both 1960 and 1970 but showed greater increase in segregation than the other regions."

Sparer, Burton. Regional planning can influence population distribution and density. *Journal of environmental health*, v. 37, Sept.-Oct. 1974: 99-102.

Starbuck, James C. Background to planning metropolitan Atlanta, 1909-1973: an indexed, chronological bibliography. Monticello, Ill., 1974. 94 p. (Council of Planning Librarians. Exchange bibliography 587-588)

Planning metropolitan Atlanta, 1909-1973: an indexed, chronological bibliography. Monticello, Ill., 1974. 80 p. (Council of Planning Librarians. Exchange bibliography 578-579.)

U.S. Advisory Commission on Intergovernmental Relations. The challenge of local governmental reorganization; substate regionalism and the Federal system, volume III. Washington [For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 189 p.

"A-44"

At head of title: A commission report.

Partial contents.—Assignment of substate functions: local and areawide.—Intergovernmental service agreements and transfer of functions.—The metropolitan county.—Annexation, consolidation, and federation.—The non-metropolitan governmental pattern.—Local government reorganizational issues.

Governmental functions and processes: local and areawide; substate regionalism and the Federal system, volume IV. Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 168 p.

"A-45"

At head of title: A commission report.

Report "discusses deficiencies in the existing apportionment of service responsibilities, suggests the characteristics of an ideal functional assignment policy, and offers recommendations as to how Federal, State, and local governments might reorder their respective functional responsibilities."

Hearings on substate regionalism; substate regionalism and the Federal system, volume VI. Washington, 1974. 66 p.

"A-43a"

At head of title: A commission report.

A look to the North: Canadian regional experience; substate regionalism and the Federal system, volume V. Washington [For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 134 p.

"A-46"

At head of title: A commission report.

Partial contents.—Local government reform in Ontario, by S. Fyfe.—Two decades of metropolitan government in Toronto: 1953–1973, by A. Rose.—Local government reform in the Province of Quebec, by J. Godin.—Municipal reform in New Brunswick, by E. Allen and S. Fyfe.—Winnipeg unicity, by T. Axworthy.

U.S. Department of Housing and Urban Development. Office of International Affairs. Major airports and their effects on regional planning. Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off. [1974] 22 p.

U.S. General Accounting Office. Assessment of Federal regional councils, Office of Management and Budget and other Federal agencies; report to the Congress by the Comptroller General of the United States. [Washington] 1974. 49 p.

“B-178319, Jan. 31, 1974”

Partial contents.—Federal regional councils' activities and effectiveness.—Factors preventing the councils from achieving their potential effectiveness.—Standard Federal regions.—Grant programs reviewed.

Walker, David B. Stenberg, Carl W. A substate districting strategy. National civic review, v. 63, Jan. 1974: 5–9, 15.

“Rising needs and expectations accompanying urbanization and rapid technological change have produced major challenges to the viability of local government. Many functions are now performed wholly or partially on a multi-jurisdictional basis. Effective solutions to public service problems require a geographic base, organizational structure and fiscal capacity surpassing that of many cities and towns.

Wright, Clarence E. Revenue sharing and substate regionalism in Georgia. Review of Black political economy, v. 5, 1974: 57–67.

Wright, George W. Toward a national community development strategy. HUD challenge, v. 5, Jan. 1974: 10–14.

Article identifies some considerations in a national growth and stabilization policy and outlines “some remedies based on strategic use of the Standard Metropolitan Statistical Area (SMSA) as a building block.”

Yates, Douglass. Making decentralization work: the view from city hall. Policy sciences, v. 5, Sept. 1974: 363–373.

“The success of decentralization experiments depends ironically on central government—and, in particular, on the character of City Hall initiatives, designs, and administrative organization. . . . City Hall initiatives have also been hampered by problems of cooperation between citizens and public employees and by coordination within government. Seen in this light, successful decentralization requires a learning process in which citizens and public employees develop strategies for working together on focused neighborhood problems.”

Yin, Robert K. Hearn, Robert W. Shapiro, Paula Meinetz. Administrative decentralization of municipal services: assessing the New York City experience. Policy sciences, v. 5, 1974: 57–70.

Concludes “that major shifts in responsibilities occurred only in one management function, inter-agency communication. For other functions, such as budget and personnel allocations, priority setting, and information gathering, central headquarters retained major decision-making responsibility. The study thus casts doubt on administrative decentralization as a feasible alternative for reorganizing municipal services to increase service responsiveness to neighborhoods.”

Zimmerman, Joseph F. The metropolitan area problem. In Intergovernmental relations in America today. Philadelphia, American Academy of Political and Social Science, 1974. (Annals, v. 416, Nov. 1974) p. 133–147.

“Intergovernmental service agreements, transfer of functional responsibility to the county and state levels, establishment of regional special districts and state-controlled public authorities, and federal preemption during the past fifteen years have combined to effect major changes in the metropolitan governance system.”

Metropolitan governance: the intergovernmental dimension. [n.p., 1974] 22 l.

“Presented at a Conference on Government Reform in the 1970's, Maxwell Graduate School, Syracuse University, March 7, 1974.”

Author maintains that the unstructured metropolitan governance system “is being changed by the use of intergovernmental service agreements, upward transfer of functional responsibility to the county and state levels, direct provision of services by state-controlled public authorities, and federal preemption.”

CHAPTER II. RURAL DEVELOPMENT AND ECONOMIC GROWTH

Regional Development

Association of the Bar of the City of New York. Committee on Housing and Urban Development. Proposed constitutional amendment in relation to gift and loan of public money and credit for economic development. Record of the Association of the Bar of the City of New York, v. 29, Apr. 1974: 395-410.

"... recommends a constitutional amendment to make it clear that the State and local governments have power to give or lend their money, property or credit to effectuate programs or plans for economic development, adopted pursuant to statute. . . ."

Barnes, Peter. Back-door socialism: reflections on TVA. Working papers, v. 2, fall 1974: 26-35.

"Once the center of controversy, the Tennessee Valley Authority is now middle-aged and well established. Its history shows the advantages and limitations of Washington-created 'socialist islands.'"

Bartlett, Joseph W. Jones, Douglas N. Managing a cabinet agency: problems of performance at Commerce. Public administration review, v. 34, Jan.-Feb. 1974: 62-70.

"The article has two main themes: (1) problems of managing a cabinet department, with Commerce the instant case; and (2) problems of the delivery system the Oakland case and the multistate Regional Development Commissions."

Brandt, Harry, and others. The Southeast in 1973: rapid growth but behind U.S. pace. Federal Reserve Bank of Atlanta monthly review, Jan. 1974: whole issue.

Contents.—Rapid growth but behind U.S. pace in the Southeast, by H. Brandt.—Industry: abundant shortages, by W. Toal.—Consumer spending: surge followed by moderation, by B. Dittenhafer.—Construction: less of the same, by B. King.—Agriculture: a new high-water mark, by G. Sullivan.—Banking: credit restraint without a crunch, by C. Salley.

Charting a path through the regulatory jungle—the development/conservation conflict. Industrial development, v. 143, May-June 1974: 8-11.

Summarizes and discusses the main points of a report by the American Bar Association's Special Committee on Environmental Law on legal reforms to improve the decision-making process in industrial site selection.

Conference on Regional Economic Policy, Minneapolis, 1973. Regional economic policy: proceedings. [Minneapolis, Federal Reserve Bank of Minneapolis] 1974. 83 p.

Contents.—Towards a population distribution policy for America, by G. Tolley, and J. Gardner.—Regional economic policy in the United States, by B. Chinitz.—The World as an economic region, by K. Boulding.—Regional economic policy in the United Kingdom, by J. Rhodes, and B. Moore.—Regional economic policy in Sweden: a critical evaluation, by A. Anderson.—Regional policy in the European Community, by J. Osizlok.

Conway Research, inc. Real estate investment and development; site selection handbook 1974. [Atlanta, Ga.] 1974. 64, 16, 16 p.

Partial contents.—Growth factors in the fifty states.—Financing assistance for developers.—Investment incentives for developers.—REITS: a wellspring of creative financing for land developers.—New towns one answer to aimless urbanization.—Survey of corporate facility planners and real estate managers.

Crim, Sarah K. Financing around airports needs careful approach. Mortgage banker, 34, Aug. 1974: 5-8.

Says "that airports can offer mortgage bankers, developers, and investors many unique opportunities for financing successful commercial, industrial, and residential complexes adjacent to the airport area. However, putting a residential development in the noise intrusion or pollution area of an airport can result in untold headaches—literally and legally."

Davis, Richard M. Technology to the public: regional experiments succeed in pinpoint transfer. Government executive, v. 7, Oct. 1974: 36, 38, 40.

An experimental program of Battelle in the southeastern U.S. to use science and technology to help solve problems of regional development.

Derthick, Martha. Between state and nation; regional organizations of the United States. Washington, Brookings Institution [1974] 242 p.

"This study classifies and compares various kinds of regional organizations and evaluates their effectiveness. It seeks to judge from their performance whether regional organizations should be established across the nation or

whether regional activity should continue to be organized, as in the past, on an ad hoc basis, function by function and region by region."

Partial contents.—The logic of regional organization.—The Tennessee Valley Authority.—The Delaware River Basin Commission.—The Appalachian Regional Commission.—The title V commissions for regional economic development.—The title II commissions for river basin planning.—Federal regional councils.

Dyck, Robert C. Regional planning process and theory bibliography. Monticello, Ill., 1974. 90 p. (Council of Planning Librarians. Exchange bibliography 580)

Divided into the following categories "geographic, resource-based, growth economics approaches to regional development; political and administrative approaches; locational economics; environmental approaches; transportation—communications approaches.

Economic development activity in Minnesota; annual report issue. Minnesota progress, v. 7, Jan. 1974: whole issue.

Eisenmenger, Robert W. New England's natural resources and its economic future. Federal Reserve Bank of Boston New England economic indicators, Mar. 1974: 2-5.

"In conclusion, I believe New England will continue to grow. The region's specialized service industries will be particularly important to the growth. The pressure on the rural environment seems likely to continue making us more dependent on sound land-use controls and regulation."

Farness, Donald, H. Benefits and costs of tourism: a regional point of view. In Cost-benefit and other economic analyses of transportation. Washington, Transportation Research Board, National Research Council, 1974. p. 1-9.

Explores the impact of tourism on Oregon's regional economy, distinguishing between resident and nonresident effects.

Friedenberg, Howard L. Matson, Roger A. Regional delineation: designation of a development region for the mid-South. Growth and change, v. 5, July 1974: 41-46.

Garrison, Charles B. A case study of the local economic impact of reservoir recreation. Journal of leisure research, v. 6, winter 1974: 7-19.

"Although Norris is one of the most popular Tennessee Valley Authority reservoirs, it was found that recreation's contribution to the local economy had been negligible, especially when compared to either the positive effect of manufacturing or the negative effects of the agricultural decline."

Industrial growth in the Tennessee Valley region, 1959 to 1968. American journal of agricultural economics, v. 56, Feb. 1974: 50-60.

Hale, Carl W. Walters, Joe. Appalachian regional development and the distribution of highway benefits. Growth and change, v. 5, Jan. 1974: 3-11.

"The purpose of this article is to discuss the long-run effects of the technological changes in Appalachia associated with [the interstate highway system and the Appalachian development highway system] construction programs. It will show that the distribution of benefits associated with the highway programs will be considerably different from what a reading of the literature describing the programs would suggest."

Harwell, James. Lawyers and state development agencies. American Bar Association journal, v. 60, Sept. 1974: 1098-1103.

"State economic development agencies have become more professionalized, and they are now able to provide expert service and information to lawyers and their clients. What economic development agencies now offer is described."

Hawaii. Program memorandum: economic development. [Honolulu] 1974. 27 p. "Submitted to the Seventh State Legislature."

Hunt, Philip C. A statutory framework for state economic development programs. Harvard journal on legislation, v. 11, June 1974: 703-747.

Comment sets forth a proposed statutory framework consisting of five parts: an economic development act, a state industrial finance act, a municipal industrial finance act, a development credit corporation act, and an industrial development corporation act.

Jeffrey, D. Regional fluctuations in unemployment within the U.S. urban economic system: a study of the spatial impact of short term economic change. Economic geography, v. 50, Apr. 1974: 111-123.

"As part of a continuing investigation into the spatial structure of the U.S. urban economic system, an attempt is made to delimit regional subsystems of cities displaying distinct regional cyclical patterns in their economic fluctuations over time."

Liner, C. Donald. The effect of taxes on industrial location. *Popular government*, v. 39, Feb. 1974, suppl.: 33-39.

Examines the role and importance of taxes in the plant-location decision and reviews the results of certain studies and surveys conducted for this purpose.

Mark, Shelley. Seo, K. K. Peterson, Richard. Construction activity in Hawaii: 1963-72 a study model for public works planning. *Construction review*, v. 20, Aug. 1974: 4-10.

"This article is based on a major study completed by the authors for the State of Hawaii, Department of Planning and Economic Development, in July 1973. The full and as yet unpublished report is entitled 'Construction Put in Place in Hawaii, 1963-1972.'"

Metropolitan Affairs Nonprofit Corporations. Regional innovation; an interim report. [Kansas City, Mo.] 1974. 2 v.

Book I is a summary of the major conclusions reached in the study of regional innovation conducted by the Metropolitan Affairs Nonprofit Corporations consisted of eight organizations. Book II sets forth the study procedure and documents the Book I conclusions.

Moore, Craig L. The impact of public institutions on regional income; upstate medial center as a case in point. *Economic geography*, v. 50, Apr. 1974: 124-129.

"The most fundamental conclusion which can be drawn from this study is that large public institutions have the capacity to generate millions of dollars in personal income and employment through what is, in effect, interregional trade."

Morgan, W. Douglas. Brownlee, W. Elliot. The impact of state and local taxation on industrial location: a new measure for the Great Lake region. *Quarterly review of economics and business*, v. 14, spring 1974: 67-77.

"After specifying the role of state and local taxes within the neoclassical theory of capital accumulation, this article compares, for 1949-70, the implicit rental price of capital in the Great Lakes states. The state corporate income taxes had only slight impact on the rental price of capital but there were persistent areal differentials in rental price resulting from those taxes."

Storey, Keith J. Growth poles and growth centers: a selected bibliography. Monticello, Ill., 1974. 47 p. (Council of Planning Librarians. Exchange bibliography 704)

Tennessee Valley Authority. Division of Power Marketing. Industrial development in the TVA area during 1973. [Chattanooga, 1974] 37 p.

Till, Thomas E. Two models of nonmetropolitan industrial development and of poverty impact in the South. *Labor law journal*, v. 25, Aug. 1974: 472-482.

Includes a comment by James F. Crawford on Professor Till's paper, which was presented to the Industrial Relations Research Association Spring Meeting, Apr. 26-27, 1974, in Madison, Wis.

Noting the sizeable recent gains in the industrialization of the rural Southeast, the author concludes that major emphasis should be placed on attracting new industry to non-SMSA areas rather than on facilitating the exodus of the surplus labor produced by technological advance in agriculture and high rural birth rates.

U.S. Congress. House. Committee on Public Works. Extension of Public Works and Economic Development Act of 1965; report together with supplemental and additional views to accompany H.R. 14883. [Washington, U.S. Govt. Print. Off.] 1974. 30 p. (93d Cong., 2d sess. House. Report no. 93-1094)

House. Committee on Public Works. Subcommittee on Economic Development. The Economic Adjustment Act of 1974 and extending and amending the Public Works and Economic Development Act of 1965. Hearings, 93d Cong., 2d sess., on H.R. 12942 and related bills. Washington, U.S. Govt. Print. Off., 1974. 329 p.

Hearings held Mar. 28; Apr. 1, 23, 24, 1974.

House. Committee on Public Works. Subcommittee on Economic Development. Legislative recommendations for national economic development programs. Hearings, 93d Cong., 2d sess. Washington, U.S. Govt. Print. Off., 1974. 95 p.

Hearings held July 12, 1974—New Bedford, Mass; July 13, 1974—Barnstable, Mass.

Senate. Committee on Public Works. Public Works and Economic Development Act amendments of 1974; report together with minority and additional views to accompany S. 3641. Washington, U.S. Govt. Print. Off., 1974. 78 p.

Senate. Committee on Public Works. Subcommittee on Economic Development.

opment. Extension of the Public Works and Economic Development Act of 1965. Hearings, 93d Cong., 2d sess., on S. 3041 and S. 3641. Apr. 3 and June 26, 1974. Washington, U.S. Govt. Print. Off., 1974. 356 p.

"Serial no. 93-H38"

U.S. Department of Commerce. Bureau of Economic Analysis. Area economic projections 1990: states and regions, BEA economic areas, SMSA's, Non-SMSA portions of BEA economic areas. [Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974] 237, 11 p.

"A supplement to the Survey of Current Business."

"This volume presents projections of personal income, employment, and population in 1980 and 1990 for 426 geographic areas which cover the nation and for another 226 areas which represent different groupings of the 426. Historical data for selected years back to 1950 are included also."

U.S. General Accounting Office. Examination of financial statements of the Tennessee Valley Authority for fiscal year 1973: report to the Congress by the Comptroller General of the United States. [Washington] 1974. 47 p.

"B-114850, Mar. 27, 1974"

U.S. President, 1969- (Nixon). Proposal for improving Public Works and Economic Development Act of 1965; message. Washington, U.S. Govt. Print. Off., 1974. 13 p. (93d Cong., 2d sess. House. Document no. 93-216)

Waterston, Albert. The coming surge in regional planning. Finance and development, v. 11, June 1974: 14-16, 31-32.

"Improved transportation has made the world smaller and nations more dependent on one another. Yet regions within nations are more than ever concerned that national plans should respect their identity and recognize their special problems."

Wealth of cities. Municipal performance report, v. 1, Apr. 1974: whole issue.

"This report evaluates how effectively cities promote the economic well-being of their residents, and proposes principles for municipal economic development."

Rural Development

Community Development Consultants. Rural and elderly housing study, State of Alabama. Montgomery, Alabama Development Office [available from NTIS] 1974. 185 p.

"This report defines social and economic trends of the State's rural and elderly populations; analyzes existing housing conditions; and explores the adequacy of past and present Federal housing programs in meeting the housing needs of rural and elderly people. The report concludes that the housing problems faced by the State's rural and elderly people have reached critical proportions."

Council for Agricultural Science and Technology. An approach to evaluation of rural transportation needs and problems in the United States. [Ames, Iowa] 1974. 27 p.

Dahl, David. Financing rural enterprise. Federal Reserve Bank of Minneapolis-Ninth District quarterly, v. 1, Aug. 1974: 10-17.

Says the trend toward large-scale farming and the need for new business and employment opportunities have strained the financial resources of many communities in the predominantly rural Ninth Federal Reserve District. Since rural banks supply most of the credit used by farmers and small business owners, changes in banking structure or practice which strengthen rural banks may also improve the financing of rural enterprise.

Easterling, James T. The amended Rural Electrification Act: congressional response to administration impoundment. Harvard journal on legislation, v. 11, Feb. 1974: 205-231.

Comment discusses the replacing of the direct loan program of the Rural Electrification Administration by insured and guaranteed loans. Relates the response of the ninety third Congress and summarizes the reforms that were achieved.

Enders, Wayne T., Poston, Patricia M., Briggs, Ronald. Access to essential services in rural/urban environment: a selected interdisciplinary bibliography. Monticello, Ill., 1974. 53 p. (Council of Planning Librarians. Exchange bibliography 593)

Goldmark, Peter C. The need for a New Rural Society. Michigan business review, v. 26, May 1974: 5-9.

Discusses New Rural Society, a national pilot study funded by HUD, through a grant to Fairfield University, "to provide some 80-million families

with a choice by 1994 of living and working in an attractive rural or urban environment. Basic to the concept of the New Rural Society is the thesis that existing communications technology can be applied imaginatively to business and government operations so that their components can be decentralized to rural areas and continue to operate effectively."

Harshbarger, C. Edward, Rees, Richard D. The new farm program—what does it mean? Federal Reserve Bank of Kansas City monthly review, Jan. 1974: 12-19.

"With the signing into law of the Agriculture and Consumer Protection Act of 1973 in August, another chapter was added to the history of public policy in American agriculture. This article will review the new legislation along with a few broader issues of farm policy."

National Conference on Rural Development, Des Moines, 1973. Proceedings of a national conference on rural development, Des Moines, Iowa, November 25-27, 1973. Prepared for the Subcommittee on Rural Development of the Committee on Agriculture and Forestry, United States Senate. Washington, U.S. Govt. Print. Off., 1974. 108 p.

At head of title: 93d Cong., 1st sess. Committee print.

"The conference was designed to present the following flow of ideas: 1. Congressional views of the rural development concerns of the people; 2. The past and present responses of the Land Grant System and United States Department of Agriculture to the rural development needs of the people; 3. Case studies of where humanistic rural development efforts had been successfully conducted, with indications of the problems, conflicts, and methods of overcoming the problems presented; 4. Views of the policy issues and dilemmas involved in rural development efforts arising from conflicts on goals, differences in viewpoints, and perceptions of appropriate methods; 5. Possible means of coordination of efforts under Title V; 6. Areas of payoff for rural development efforts."

Niedermeier, Christine M. Goals for rural America: an analysis of the first annual rural development goals report. Prepared pursuant to the request of the Subcommittee on Family Farms and Rural Development of the Committee on Agriculture, House of Representatives, by the Congressional Research Service, Library of Congress. Washington, U.S. Govt. Print. Off., 1974. 14 p.

At head of title: 93d Cong., 2d sess. Committee print.

Olsen, Duane A., Kuehn, John A. Migrant response to industrialization in four rural areas, 1965-70. [Washington] U.S. Dept. of Agriculture, Economic Research Service [1974] 17 p. (Agricultural economic report no. 270)

"Immigrants competed on a limited scale with residents for new jobs in four industrializing rural areas in Arizona, the Central Ozarks, Mississippi, and Arkansas during 1965-70. About 22 percent of the jobs surveyed were obtained by new and returning immigrants, although there apparently was sufficient excess labor locally to fill most positions. In general, immigrants tended to be younger and to have more education than residents, and they were more likely to fill the managerial positions."

Organization for Economic Cooperation and Development. Working Party on Agricultural Policies. Agricultural policy in the United States. [Paris] Organisation for Economic Co-operation and Development [1974] 106 p.

At head of title: Agricultural policy reports.

Pence, Dick. Territorial protection. Rural electrification, Jan. 1974: 30-33.

"A summary of territorial protection laws in states where rural electric serve."

Rosine, John. Implementing the Rural Development Act. Federal Reserve Bank of Minneapolis Ninth District quarterly, v. 1, Feb. 1974: 7-12.

"In implementing the new loan programs authorized by the RDA, the FHA has moved cautiously. Officials have emphasized the need for careful planning rather than pushing for swift implementation. Accordingly, the programs have been funded at only a modest level in their first year of operation, and their impact on rural communities in fiscal 1974 will be fairly small. If they are to have a greater impact in future years, levels of funding will need to be increased."

Sharma, Prakash C. A selected bibliography on small town research. Monticello, Ill., 1974. 12 p. (Council of Planning Librarians. Exchange bibliography 713)

"The present bibliography contains nearly 150 selected references on small town research published chiefly during 1920-1971."

Stallings, Constance. Keeping farms farmed: some first steps. Audubon, v. 76, Sept. 1974: 111-113.

Discusses various ways states have tried to keep the farmer on the farm. Transportation of people in rural areas; rural transit needs, operations and management. Prepared for the Subcommittee on Rural Development of the Committee on Agriculture and Forestry, United States Senate. Washington, U.S. Govt. Print. Off., 1974. 61 p.

At head of title: 93d Cong., 2d sess. Committee print.

U.S. Congress. House. Committee on Agriculture. Subcommittee on Conservation and Credit. FHA emergency loan eligibility requirements. Hearings, 93d Cong., 2d sess., on H.R. 12366. July 11, 1974. Washington, U.S. Govt. Print. Off., 1974. 20 p.

House. Committee on Agriculture. Subcommittee on Family Farms and Rural Development. Impact of transportation policies. Hearings, 93d Cong., 2d sess. Apr. 3, 4, 9, and 10, 1974. Washington, U.S. Govt. Print. Off., 1974. 252 p.

"Serial no. 93-XX".

House. Committee on Agriculture. Subcommittee on Family Farms and Rural Development. Implementation of the Rural Development Act. Hearings, 93d Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1974. 138 p.

Hearings held July 31 . . . Sept. 12, 1973.

Senate. Committee on Agriculture and Forestry. 1975 U.S. agricultural outlook. Washington, U.S. Govt. Print. Off., 1974. 339 p.

"Papers presented at the National Agricultural Outlook Conference sponsored by the U.S. Department of Agriculture—held in Washington, D.C., December 9-12, 1974."

At head of title: 93d Cong., 2d sess. Committee print.

Senate. Committee on Agriculture and Forestry. Rural electrification guaranteed loan program amendments; report to accompany H.R. 12526. [Washington, U.S. Govt. Print. Off.] 1974. 18 p. (93d Cong., 2d sess. Senate. Report no. 93-1173)

Senate. Committee on Agriculture and Forestry. Western agriculture—prospects, problems, and solutions. Hearings, 93d Cong., 2d sess. Washington, U.S. Govt. Print. Off., 1974. 342 p.

Hearings held Salt Lake City, Utah, Apr. 19, 1974.

Senate. Committee on Agriculture and Forestry. Subcommittee on Agricultural Credit and Rural Electrification. Co-op loans. Hearing, 93d Cong., 1st sess., on S. 2150. Washington, U.S. Govt. Print. Off., 1974, 67 p.

Hearing held at Madison, S. Dak., Dec. 4, 1973.

"A bill to amend Public Law 92-181 (85 Stat. 383) relating to credit eligibility for public utility cooperatives serving producers of food, fiber, and other agricultural products."

Senate. Committee on Agriculture and Forestry. Subcommittee on Agricultural Credit and Rural Electrification.

Exemption of guaranteed REA loans from Securities and Exchange Commission regulation. Hearing, 93d Cong., 2d sess., on H.R. 12526. July 18, 1974. Washington, U.S. Govt. Print. Off., 1974. 34 p.

Senate. Committee on Agriculture and Forestry. Subcommittee on Agricultural Credit and Rural Electrification.

FHA loans and forward contracts. Hearing, 93d Cong., 2d sess., on S. 3252. Apr. 11, 1974. Washington, U.S. Govt. Print. Off., 1974. 78 p.

"A bill to provide additional credit facilities for farmers and other rural residents."

Senate. Committee on Agriculture and Forestry. Subcommittee on Agricultural Production, Marketing, and Stabilization of Prices.

Implementation of conservation programs—REAP and RECP Hearing, 93d Cong., 2d sess. June 27, 1974. Washington, U.S. Govt. Print. Off., 1974. 119 p.

Senate. Committee on Agriculture and Forestry. Subcommittee on Rural Development. Agriculture, rural development, and the use of land. Washington, U.S. Govt. Print. Off., 1974. 256 p.

At head of title: 93d Cong., 2d sess. Committee print.

"This series of papers is an attempt to examine some of the issues involved in the use of rural land."

Senate. Committee on Agriculture and Forestry. Subcommittee on Rural Development. Implementation of the Rural Development Act. Hearings, 93d

- Cong., 2d sess. Part 3. May 8-9, 1974. Washington, U.S. Govt. Print. Off., 1974 389 p.
- U.S. Department of Agriculture. Economic Research Service. Transportation in rural America: an interim report; an analysis of the current crisis in rural transportation. Washington, U.S. Govt. Print. Off., 1974. 18 p.
- At head of title: 93d Cong., 2d sess [Senate] Committee [on Agriculture and Forestry] print.
- U.S. Farm Credit Administration. Annual report on the work of the cooperative Farm Credit System, fiscal year 1973; communication from the Governor transmitting the 40th annual report . . . including the report of the Federal Farm Credit Board, covering fiscal year 1973, pursuant to 12 U.S.C. 2252(3). Washington, U.S. Govt. Print. Off., 1974. 49 p. (93 Cong., 2d sess. House. Document no. 93-268)
- U.S. General Accounting Office. Audit of the Rural Telephone Bank for fiscal year ended June 30, 1973, Department of Agriculture; report to the Congress by the Comptroller General of the United States. [Washington] 1974. 24 p.
- "B-159202, Apr. 12, 1974"
- U.S. President, 1969-1974 (Nixon). Fourth annual report on government services to rural America; message . . . pursuant to section 901(e) of Public Law 91-524. Washington, U.S. Govt. Print. Off., 1974. 45 p. (93d Cong., 2d sess. House. Document no. 93-330).
- Using electronic data processing in community development. [Washington, 1974] 19 p. (U.S. Dept. of Agriculture. Extension Service. ESC-577) Bibliography: p. 18-19.
- VonUrf, W. Development strategy for rural areas. *Intereconomics*, Mar. 1974: 79-83.
- Discusses strategy for rural economic development, focusing on Robert S. McNamara's concept on the subject presented in his speech in Sept. 1973 before the Governors of the Central Banks of the member states of the IMF.
- Williams, D. C., Jr., Cartee, Charles P. Socio-economic impacts of rural water supplies. *Water resources bulletin*, v. 10, Feb. 1974; 144-152.
- "Development of community water systems in rural areas through the Farmers Home Administration, U.S.D.A., has been marked since the initiation of the program in the early 1960's. System development in Mississippi has been very rapid and now numbers the largest among the states excepting Texas."
- Williams, Raymond. Economic development through cooperatives. [Washington] Farmer Cooperative Service [for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974] 19 p. (U.S. Farmer Cooperative Service. Program aid no 1088)

Internal Migration and Population Distribution

- Cahill, Edward E. Migration and the decline of the Black population in rural and non-metropolitan areas. *Phylon*, v. 35, Sept. 1974: 284-292.
- Examines the overall trend of the distribution of the Black population by urban-rural residence, declining the most pronounced trends of Black movement and settlement since 1950 and discussing the demographic effects of migration on the rural Black population.
- Gilligan, John J. The invisible urban Appalachian. *Appalachia*, v. 7, Apr.-May 1974: 24-28, 30-31.
- Discusses the migration of 33 million persons from Appalachia between 1950 and 1970 and the impact of this migration on the economic and social well-being of the urban areas to which those Appalachians moved as well as the cost to Appalachia.
- Lee, Anne S. Bowles, Gladys K. Policy implications of the movement of Blacks out of the rural South. *Phylon*, v. 35, Sept. 1974: 332-339.
- "In the past, policies, or a lack of them, were conducive to migration out of rural areas, with concomitant shifts in service needs. In the future the movement out will be slowed down and may even be reversed. The service needs of rural blacks in cities are already very much like those of other urban blacks."
- Linden, Fabian. Consumer markets: the states in the seventies—population and income. *Conference Board record*, v. 11, Oct. 1974: 21-24.
- "Government forecasters predict that the population of 18 states will expand at an above-average rate, while that of 28 states, less rapidly. Because of this, and because some industries are expected to fare better than others, economic growth patterns by states will receive even closer attention in the years ahead."
- Petto, Anthony C. Bender, Lloyd D. Out-migration: responsiveness to local economic conditions in the Ozarks. *Growth and change*, v. 5, Apr. 1974: 8-12.

"In order to provide insight into the dynamics of labor mobility and its implications for low-income regions, this paper will provide empirical evidence from the Ozark region on the following two controversial questions: 1. Do economic conditions influence movements of people in low-income rural regions? 2. Does out-migration benefit the movers from such regions?"

Wilhelm, Gene, Jr. Appalachia: in-migration in the twentieth century. *Appalachian Journal*, v. 1, spring 1974: 301-306.

Discusses the increase in population caused by immigration in the Blue Ridge subregion and the implications of this in-migration on the economic development of this subregion and the rest of Appalachia.

CHAPTER III. RENEWING OLD COMMUNITIES AND CREATING NEW COMMUNITIES

Community Development

Anders, Corrie M. Rackley, Lurma. Neighborhood councils. *Washington Star-News*, Apr. 2, 1974, p. A1, A6; Apr. 3, p. D1, D4; Apr. 4, p. B1, B6; Apr. 5, p. B1, B4.

Anders examines the organization and impact of neighborhood councils in Kansas City, Mo. and Dayton, Ohio. Rackley reports the opinions of citizen organization members on the proposed advisory councils for the District of Columbia.

Caputo, David A. Citizen evaluation and urban public analysis: the missing link. [Washington] American Political Science Association, c1974. 30 p.

"Utilizing data obtained from ten major American cities, this paper [prepared for the APSA convention] focuses on citizen attitudes towards city government and municipal services."

Dolan, G. Phillip. Homeowners become neighbors: a new approach to community stabilization. *HUD challenge*, v. 5, Sept. 1974: 16-21.

Discusses the Beverly Area Planning Association, an experiment in neighborhood democracy in Southwest Chicago and its efforts to create a stable community based on racial balance.

Eisinger, Peter K. The urban crisis as a failure of community: some data. *Urban affairs quarterly*, v. 9, June 1974: 437-461.

On the basis of survey data from Milwaukee argues against the thesis of James Q. Wilson, among others, that the urban crisis is the result of a failure of a sense of community. Includes a response by Wilson (p. 462-465) as to why his own research suggested his conclusions.

Freiberg, Peter. Neighborhoods seek racial stability. *Race relations reporter*, v. 5, Apr. 8, 1974: 1, 6-7.

Reports on the community organization efforts to achieve a stable racial balance in three New York neighborhoods on the pragmatic grounds of maintaining the quality of life in the area.

Goldsmith, William W. The ghetto as a resource for Black America. *Journal of the American Institute of Planners*, v. 40, Jan. 1974: 17-30.

"Although it is hard to be optimistic under any conceivable condition, if we change the perspective and see ghetto 'problems' as potential solutions, focus on the community, and examine how the ghetto can stimulate social solidarity and local organization, then we can begin to come to grips with problems of power and control."

Goldstein, Harold. Communication as a phenomenon for description and prediction: an urban determinant. *Monticello, Ill.*, 1974. 32 p. (Council of Planning Librarians. Exchange bibliography 608)

Hague, Cliff. McCourt, Arthur. Comprehensive planning, public participation, and the public interest. *Urban studies*, v. 11, June 1974: 143-155.

Hoyt, Monty. Moneyhun, George. Holmstrom, David. Reviving the neighborhood. *Christian Science Monitor*, Feb. 11, 1974, p. F1; Feb. 12, p. F1; Feb. 13, p. F1; Feb. 14, p. F1.

"Across the United States energetic people are painting, fixing, cleaning, meeting, organizing, protesting, cooperating—all to make their neighborhoods better places in which to live."

HUD backs Board in neighborhood preservation plan. *Federal Home Loan Bank Board journal*, v. 7, May 1974: 13-15.

"Neighborhood Housing Services programs now are under way in Washington, Oakland, Cincinnati, and Dallas and are being organized in Boston, Baltimore, Kansas City, Mo., Chicago, San Antonio, and Plainfield, N.J. Under the expanded program being backed by HUD, Neighborhood Housing Services

- programs and other experimental local efforts to revitalize well-defined urban neighborhoods will be undertaken in about 20 more cities in the near future."
- Huffman, Donald W. Urban planning and ethics: a selected bibliography with special focus on Constantinos A. Doxiadis and H. Richard Niebuhr. Monticello, Ill., 1974. 11 p. (Council of Planning Librarians. Exchange bibliography 682)
- Bibliography contains references to books and articles and is not annotated.
- Kirby, Martin. A citizens' action force that really works. *Southern voices*, v. 1 May-June 1974: 57-62.
- Recounts the origins and activities of the Arkansas Community Organizations for Reform Now (ACORN), which encompasses some 40 local community groups in the state.
- Kramer, Douglas J. Protecting the urban environment from the Federal Government. *Urban affairs quarterly*, v. 9, Mar. 1974: 359-368.
- In various city neighborhoods there are blocks with vacant homes acquired by HUD as part of the mortgage insurance program of its FHA. Article discusses how NEPA may now be utilized to force the Federal Government to respond to the cities' needs.
- Light, Ivan. *Greenwich Village, 1919-1972: guide to periodical literature*. Monticello, Ill., 1974. 19 p. (Council of Planning Librarians. Exchange bibliography 628)
- Lynn, Frank, and others [What New Yorkers think] *New York times*, Jan. 14, 1974, p. 1, 18; Jan. 15, p. 1, 26; Jan. 16, p. 1, 20; Jan. 17, p. 42; Jan. 18, p. 1, 6; Jan. 19, p. 1, 64; Jan. 20, p. 1, 50; Jan. 21, p. 1, 56.
- Reports results of an opinion survey taken for the NEW YORK TIMES, by Daniel Yankelovich, inc., on New Yorkers' attitudes toward issues facing their city at the start of the Beame administration. Includes discussions of opinions on politics and government, crime, recreation, education, and race.
- Marks, Howard. *Collective success; a report from Lynn, Massachusetts*. Working papers for a new society, v. 1, winter 1974: 10-15.
- Explores reasons for the achievements of the Conversion Action Group, a collective of radical activists in Lynn, Mass., who through community involvement, notably rent control, have become a major force in municipal politics and government.
- Mazziotti, Donald F. *Neighborhoods and neighborhood planning: a selected bibliography*. Monticello, Ill., 1974. 20 p. (Council of Planning Librarians. Exchange bibliography 596)
- Murphree, Dorothy R. Public housing residents are expanding their horizons through joint efforts of school district and housing authority. *Journal of housing*, v. 31, Mar. 29, 1974: 124-129.
- Describes various housing project programs created as a result of the collaborative efforts of the Florence, South Carolina, adult education and housing authority directors.
- Nieburg, H. L. Crime prevention by urban design. *Society*, v. 12, Nov.-Dec. 1974: 41-47.
- "Sovereignty must be built into both landscape and brick, with rights of local self-government vested in the community and neighborhood." Says that native sovereignty of urban neighborhoods is requirement for crime control.
- Rathke, Wade. ACORN; organizing in Arkansas. *Southern exposure*, v. 2, spring-summer 1974: 71-75.
- Reviews the activities and accomplishments of Arkansas Community Organizations for Reform Now, a statewide amalgam of neighborhood action groups.
- Special issue on counties. *Neighborhood decentralization*, May 1974: 1-8.
- Examines neighborhood government and administrative decentralization in the governments of Dade Co., Fla., Sacramento Co., Los Angeles Co., and San Mateo Co., Calif., King Co., Wash., Guilford Co., N.C., and the suburban counties of the Washington metropolitan area.
- Summers, Gene F., and others. *Community: annotated bibliography of journal articles, 1960-1973*. Monticello, Ill., 1974. 67 p. (Council of Planning Librarians. Exchange bibliography 581)
- U.S. Congress. House. Committee on the District of Columbia. Referendum on the issue of the advisory neighborhood councils; report together with minority views to accompany H.R. 12109. [Washington, U.S. Govt. Print. Off.] 1974. 8 p. (93d Cong., 2d sess. House. Report no. 93-922)
- "The purpose of H.R. 12109 is to amend the District of Columbia Self-Government and Governmental Reorganization Act (Public Law 93-198)

in order to make clear that only a majority of voters voting on the issues in the May 7th referendum are needed to ratify the Advisory Neighborhood Council."

House. Permanent Select Committee on Small Business. Subcommittee on Small Business Problems in Smaller Towns and Urban Areas.

Small business opportunities in community development. Hearings, 93d Cong., 2d sess. July 10-11, 1974. Washington, U.S. Govt. Print. Off., 1974. 98 p.

Senate Committee on the District of Columbia. Advisory Neighborhood Councils. Hearing, 93d Cong., 2d sess. Apr. 2, 1974. Washington, U.S. Govt. Print. Off., 1974. 145 p.

"H.R. 12109, to amend the District of Columbia Self-Government and Governmental Reorganization Act to clarify the provision relating to the referendum on the issue of the Advisory Neighborhood Councils."

U.S. General Accounting Office. Public involvement in planning public works projects should be increased; Corps of Engineers, Federal Aviation Administration, Federal Highway Administration; report to the Congress by the Comptroller General of the United States. [Washington] 1974. 41 p.

"B-153449, Dec. 6, 1974"

Using electronic data processing in community development. [Washington, 1974] 19 p. (U.S. Dept. of Agriculture. Extension Service. ESC-577) Bibliography: p. 18-19.

Yates, Douglass. Making decentralization work: the view from city hall. Policy sciences, v. 5, Sept. 1974: 363-373.

"The success of decentralization experiments depends ironically on central government—and, in particular, on the character of City Hall initiatives, designs, and administrative organization. . . . City Hall initiatives have also been hampered by problems of cooperation between citizens and public employees and by coordination within government. Seen in this light, successful decentralization requires a learning process in which citizens and public employees develop strategies for working together on focused neighborhood problems."

Urban Renewal and Relocation Assistance

Alsop, S. Reid. Land use planning and relocation assistance. Urban lawyer, v. 6, summer 1974: 666-676.

"Land use controls and relocation assistance requirements are two types of restrictions that apply to the development of highway projects. Accordingly, they are both potential areas for litigation. A fairly comprehensive relocation assistance program established by statute and regulation is presently in effect. Land use controls are not yet a major factor in highway development, but it appears that they will be within the next year."

Banner, Knox. The case for residential development in the central business district. Journal of housing, v. 31, June 30, 1974: 274-278.

Discusses the rediscovery of downtown areas for housing in many U.S. cities, concentrating on Washington, D.C.

Barkley, Robert. The Greensboro experience: North Carolina's first in community redevelopment. HUD challenge, v. 5, Dec. 1974: 3-7.

Barnes, Harper. Kansas City modern; growing pains and pleasures. Atlantic, v. 233, Feb. 1974: 60-67.

"'Kansas City—one of the few livable cities left,' read the billboards. But builders and developers are perpetrating ugly as well as good works in this Missouri metropolis of tree- and statue-lined boulevards, of stockyards, shameless politics, and roisterous jazz clubs of old."

Biddle, James. Cities and towns act to preserve landmarks. Nation's cities, v. 12, May 1974: 14-15, 18-24.

President of the National Trust for Historic Preservation describes 17 city-initiated preservation projects.

Carlson, David. Carlson, Mary R. S. The pedestrian mall: its role in revitalization of downtown areas. Urban land, v. 33, May 1974: 3-9.

"Perhaps the most interesting phenomenon in the continuing effort to revitalize the central city is the creation of pedestrian shopping areas in places where there had once been vehicular thoroughfares."

Cord, Steven. Urban renewal: boon or boondoggle? American journal of economics and sociology, v. 33, Apr. 1974: 184-186.

"Over \$10 billion has now been spent by federal and local governments on a vast program called urban renewal. It is time to ask: has it worked?"

Costonis, John J. The costs of preservation: the Chicago Plan and the economics of keeping landmarks in the market place. *Architectural forum*, v. 140, Jan.-Feb. 1974: 61-67.

"The Chicago Plan looks to development rights transfers rather than to general tax revenues to fund the municipal preservation program. Crucial to its success from an economic viewpoint, therefore, is whether it enables the city to offset the costs of its preservation program with income generated from development rights sales."

East Orange, N. J. Housing Authority. Progress report, 1960-1973. [East Orange, N.J., 1974] 16 p.

Discusses various urban renewal projects undertaken by the East Orange, N.J., Housing Authority.

Forgey, Benjamin. Our new downtown. *Washington star-news*, Apr. 15, 1974, p. C1-C2; Apr. 16, p. C-1-C2; Apr. 17, p. F1-F-2; Apr. 18, p. D1-D2.

Reports on the effects on downtown Washington expected from the Pennsylvania Avenue plan, the Eisenhower civic center, and Streets for People, a proposal to ban auto traffic from three blocks.

Forsberg, James N. Captain's walk. HUD challenge, v. 5, Aug. 1974: 10-13.

"New London, working through the Redevelopment Agency, has achieved a solution to the problem of its downtown with the decisive action that built the Captain's Walk. The cooperation and effort of local merchants and businessmen which encourage the City to act contributed materially to the success of the venture. The downtown is now alive; the tax base is protected and the flight of shoppers to the suburbs is halted."

Gapp, Paul. Chicago 21. *Architectural forum*, v. 140, Jan.-Feb. 1974: 32-37.

"Conceived to rejuvenate a declining inner city, [Chicago 21] offers alternatives to the economic, social and cultural rigor mortis now overtaking the legendary Loop and its fringe areas."

Harney, Andy Leon. Adaptive use: saving energy (and money) as well as historic buildings. *AIA [American Institute of Architects] journal*, v. 62, Aug. 1974: 49-54.

Discusses the increasing adaptation of historic buildings as an alternative to new construction.

Harrison, Thomas J. Urban renewal property management costs, responsibilities: will cities take them on? *Journal of housing*, v. 31, May 31, 1974: 209-213.

Concludes that "the increasing problem of a longer-term responsibility and rising costs for managing an often increasing inventory of property in public ownership represent a substantial challenge to many localities. Most local communities already have long experience and available human resources to undertake the management/maintenance functions. What is needed is a change in attitude toward greater recognition of the importance of property management and the creative 'packaging' of these functions into a comprehensive program properly coordinated and adequately funded."

Heiskell, Andrew. The business-politics partnership for rebuilding cities. *National civic review*, v. 63, May 1974: 237-241.

Argues that a key element in the renewal of many cities has been "a combination of strong political leadership in tandem with dedicated business leadership, curiously enough usually of a different political persuasion."

Hubbard, Robert. Selesnick, Herbert L. How can you tell what a relocation program is accomplishing? *Journal of housing*, v. 30, Jan. 30, 1974: 23-30.

Says that today more than ever, relocation agencies need effective planning and control procedures rooted in up-to-date management information systems and suggests one such system "to facilitate the generation and integration of caseload activity and cost accounting data . . ."

Jakle, John A. Past landscapes: a bibliography for historic preservationists selected from the literature of historical geography. Monticello, Ill., 1974. 56 p. (Council of Planning Librarians. Exchange bibliography 651)

Loewenstein, William. Facade easement: Hudson Urban Renewal Agency takes new approach to historic renewal and is achieving economic and racial integration in historically rehabilitated area. *Journal of housing*, v. 31, Mar. 29, 1974: 120-123.

Executive director of Hudson, N.Y., housing authority describes plan in which the agency takes perpetual easements on the exterior of historic dwellings and rehabilitates them, while the owners rehabilitate the interiors.

Lucke, Thomas W. Relocation programs: a new tool in the hands of environmental lawyers. Case and comment, v. 79, Mar.-Apr. 1974: 26-28.

Says that environmentalists have used the Uniform Relocation Assistance and Land Acquisition Policies Act of 1970 to halt, temporarily at least, Federal and federally-assisted projects to provide equitable relief for those people forced to abandon their homes and businesses because of governmental acquisition of property.

McGinty, Milton O. Trying to do thigs at RLA despite the Robin Hoods; an exbureaucrat recalls battles within the without. Washington starnews, July 14, 1974, p. H2, H4.

Former official calls for perspective in evaluating recent accounts of apparent failures by the D.C. Redevelopment Land Agency, for "if one is truly to understand urban renewal, then one must consider not only the buildings and the local agency but also the people living in those buildings and the government urban renewal programs which the agency must use."

McIntire, Michael V. Urban reconstruction could be as close as the statehouse. American Bar Association journal, v. 60, May 1974: 578-582.

"For decades Americans have relied on federal aid and urban planners to halt the precipitous decline of large cities. Judging by continued municipal crises, perhaps our confidence has been misplaced. It is time to look to state governments, for they are in a unique position to renew our urban centers."

Medders, Stanley. Santa Cruz: one city's solution to urban decay. National parks and conservation magazine, v. 48, Nov. 1974: 17-21.

Recounts the revitalization of downtown Santa Cruz, Calif. under the guidance of Chuck Abbott and Private Rehabilitation of Downtown (PROD). National Research Council. Transportation Research Board. Citizens participation and housing displacement. Washington, 1974. 43 p. (Transportation research record no. 481)

"Citizen participation in the continuing transportation planning process is a broad area that needs thorough and competent research from which insight as to the role of citizens can be ascertained. The papers in this RECORD contribute to an understanding of the mechanisms for involving citizens in public decisions, the results of that involvement, forecasting the number of households that a transportation facility will displace, and the effectiveness of programs to relocate those displaced by freeways."

Norfolk: Navy town shapes up. South magazine, v. 1, spring 1974: 20-27.

"A sense of civic vitality has been rekindled in an old downtown with a seamy reputation."

Pearl, Lawrence. "The other city." HUD challenge, v. 5, Apr. 1974: 6-13.

Optimistic account of progress in Oakland in grappling with urban problems. Priest, Donald E. Black, J. Thomas. Time may have arrived for central cities' resurgence. Mortgage banker, v. 35, Nov. 1974: 24, 26-28.

Says that "some developers have been proceeding with plans and projects in the central city and the energy crisis seems to have sparked additional activity, at least in terms of property transfers." Reports on Urban Law Institute survey of realtors and developers.

Rothenberg, Alan E. It pays to preserve. Cry California, v. 10, winter 1974/75: 5-12.

"Preservation for the sake of historic value alone will not save many old buildings; a more pragmatic justification is needed. They must have economically useful lives in this age as in the past." Discusses building recycling, focusing on preservation in San Francisco.

Rottenberg, Dan. The builders: how Chicago has grown—or has it? Chicago journalism review, v. 7, Jan. 1974: 10-17.

Questions Chicago's downtown development.

Russo, Ronald A. Preservation of a Washington neighborhood. Journal of housing, v. 31, Oct. 1974: 408-413.

Summarizes a neighborhood preservation program of the District of Columbia Redevelopment Land Agency; asserts that "preservation of a community is not inexpensive, uncomplicated, or without imperfections. However, when applied with its sister treatment of new construction of supporting facilities, such as schools, libraries, churches, commercial facilities, and new subsidized and market rate housing, this a practical solution to the ills of our nation's urban centers."

- Schussheim, Morton J. The modest commitment to cities. Lexington, Mass., Lexington Books [1974] 232 p.
- Sheehy, John E. Highway displacement relocation experience in Massachusetts. *Traffic quarterly*, v. 28, Apr. 1974: 209-225.
- Says that the "adoption of the relocation program for federally aided highway project has greatly relieved the social and economic burdens of homeowners, tenants, and businessmen, who are displaced by highway agencies to make way for new or improved roads. On the other hand, the problems of relocation have been increased by other new requirements."
- U.S. Congress. House. Committee on Interior and Insular Affairs. Amending the act of October 27, 1972 (Public Law 92-578); report to accompany H.R. 14167. [Washington, U.S. Govt. Print. Off.] 1974. 6 p. (93d Cong., 2d sess. House. Report no. 93-1215)

New Communities

- Allen, Irving Lewis. The sociology of new towns and new cities: a classified bibliography. Monticello, Ill., 1974. 19 p. (Council of Planning Librarians. Exchange bibliography 518)
- Partial contents.—Policy, precedents, and prospects.—Symbolism, social movements and ideology.—Utopias and urban visionaries.—The social organization and social psychology of living in new towns.
- Bailey, Anthony. Manhattan's other island. *New York times magazine*, Dec. 1, 1974: 32-34, 36, 38, 40, 42, 44, 47, 49-50, 52, 54, 56.
- Discusses Urban Development Corporation's plans for the development of Roosevelt Island into two new towns with housing for middle and upper-income groups.
- Burchell, Robert W. Hughes, James W. Financial aspects of planned unit development. *Appraisal journal*, v. 42, July 1974: 372-390.
- "Because of the extensiveness of the planned unit development phenomenon nationally, it is essential that the real estate appraiser become familiar with the PUD cost structure and the characteristics of future occupants of such developments. The authors report on a study of one PUD in New Jersey as the developer and municipality attempted jointly to gauge the cost of housing and the types of residents who would purchase the various housing alternatives offered therein.
- Conway Research, inc. Real estate investment and development; site selection bankbook 1974. [Atlanta, Ga.] 1974. 64, 16, 16 p.
- Partial contents.—Growth factors in the fifty states.—Financing assistance for developers.—Investment incentives for developers.—REITS: a wellspring of creative financing for land developers.—New towns one answer to aimless urbanization.—Survey of corporate facility planners and real estate managers.
- Interregional Seminar on New Towns, London, 1973. [Proceedings] New York, United Nations, 1974. 83 p. (United Nations. [Document] DP/UN/INT-72-053)
- Partial contents.—Urbanization trends and national policies.—Urban networks in rapidly urbanizing countries.—Urban development in developing countries: the new towns option.
- Laver, Tina. Home buying guide. *Washingtonian*, v. 9, May 1974, suppl.: A1-A54.
- Partial contents.—The real estate market: prices go up and up and up.—Finding the right real estate.—Money, money, money: how to pay for a house.—The high cost of closing.—The revolving door: buying and selling a house at the same time.—The city of the suburbs?—Some thoughts on condominiums.—New towns: a better way of life?—Real estate brokers.
- Neary, John. The Soleri solution. *New times (New York)*, v. 2, May 3, 1974: 35-41.
- Describes the new town of Arcosanti being built in Arizona by Italian-born architect Paolo Soleri. Embodying Soleri's philosophy of "archology"—"a blend of ecology and architecture and mystical poetry"—Arcosanti is intended to be the "prototype dream city of the future."
- New Jersey. Division of State and Regional Planning. New Communities Section. New communities policy and development in the United States: a fifty state survey. [Trenton, 1974?] 69 p.
- "This report is a state by state description of New Communities policy, legislation, future New Communities ambitions, and publications throughout the nation."

New towns: how are they doing? *Mosaic*, v. 5, summer 1974: 3-8. Reports on the results of a survey of 5,511 adults and 976 teenagers on the quality of life in 36 new towns.

Northeross, Mark. Can the housing market do the planner's job? *Cry California*, v. 9, fall 1974: 32-37.

"The newer communities of Orange County have been lauded as some of the best planned and executed developments in the country. Yet these self-proclaimed examples of excellence are often little more than more expensive and exclusive versions of the Garden Groves and Anaheims of an earlier day. Individually, they are pleasant suburban enclaves; as a group, they spell disaster for the southern end of the Los Angeles megalopolis."

Qadeer, Mohammad A. Local land market and a new town: Columbia's impact on land prices in Howard County, Maryland. *Journal of the American Institute of Planners*, v. 40, Mar. 1974: 110-123.

Reviews "the anticipated effects of a new town on an areawide land market and then empirically examine[s] the changes brought about by Columbia, a new town, in the land market of Howard County, Maryland."

Short, James L. Structuring the new town development loan. *Real estate review*, v. 4, summer 1974: 66-69.

Says that the cost magnitude, development-staging complexities, and lengthy development period of a new town project, "create considerations that require a new approach to real estate financing—an approach that recognizes the new town developer's unique problems."

Stenvall, John Theodore. Improving decision making in the marketing of new cities. Monticello, Ill., 1974. 17 p. (Council of Planning Librarians. Exchange bibliography 512)

Trevino, Alberto F., Jr. The new communities program. *HUD challenge*, v. 5, May 1974: 22-24.

Describes HUD's New Communities program which has to date underwritten 15 new communities, totalling over \$360 million in loan guarantees.

Underhill, Jack. Great Britain revisited—some thoughts on new towns, urban planning & growth policy. *HUD challenge*, v. 26, July 1974: 17-22.

Discusses Britain's experiences with urban planning, new town development, and environmental protection as a model for the U.S.

U.S. General Accounting Office. Getting the new communities program started: progress and problems, Department of Housing and Urban Development; report to the Congress by the Comptroller General of the United States. [Washington] 1974. 70 p.

"B-170971, Nov. 15, 1974"

Yergin, Daniel H. Your own little place in the sun; o pioneers: the land rush at Lake Havasu City. *Harper's magazine*, v. 243, Mar. 1974: 32, 36, 38-41.

Discusses the new town in the desert. Lake Havasu City, and the sales promotion network established to lure prospective settlers.

Urban Economic Development

Bradford, William D. Minority financial institutions, inner city economic development, and the Hunt Commission Report. *Review of Black political economy*, v. 4, no. 3, 1974: 47-61.

"... the most obvious shortcoming of the Hunt Commission Report is that there is neither explicit consideration of ways to aid financial flows in the inner city and minority communities nor is there consideration of special problems, of minority financial institutions." Four recommendations for change are set forth.

Contant, Florence. Community development corporations: an annotated bibliography. 4th ed. Monticello, Ill., 1974. 42 p. (Council of Planning Librarians. Exchange bibliography 530)

Partial contents.—Development strategies: comparison with CDC's.—Community development corporations: techniques and operations.—Materials on specific community development.

Coombs, Orde. Three faces of Harlem. *New York Times magazine*, Nov. 3, 1974: 32-34, 36, 38, 40, 44, 47, 49.

Examines current economic and social conditions among Blacks in Harlem, suggesting possible solutions to the prevailing problems.

Harrison, Bennett. Ghetto economic development: a survey. *Journal of economic literature*, v. 12, Mar. 1974: F-37.

A survey of writings on ghetto economic development and Black capitalism. Bibliography: p. 29-37.

Marlin, John Tepper. The wealth of cities. Municipal performance report, v. 1, Apr. 1974: whole issue.

"This report attempts to answer these questions: how do income and poverty vary among cities? What resources are available in each city to ameliorate poverty? What good did the War on Poverty do? Where do city jobs come from? What are cities doing to attract and retain jobs? How effective are cities efforts to rejuvenate their economies?"

An optimistic look at central city 'stagnation'; the viability of the inner city economy. Search, v. 4, May-Aug. 1974: 4-7.

Summarizes the views of economics and urban studies professor Bennett Harrison, who "argues that the economic difficulties of the central city can be surmounted. He agrees that the problems associated with suburbanization are serious but challenges commonly held views about both the nature and the consequences of these problems. His guarded optimism is based on the premise that public policy can be made to recognize how the social, racial, governmental, and economic realities of the central city have shifted over the past decades."

Priest, Donald E. Black, J. Thomas. Time may have arrived for central cities' resurgence. Mortgage banker, v. 35, Nov. 1974: 24, 26-28.

Says that "some developers have been proceeding with plans and projects in the central city and the energy crisis seems to have sparked additional activity, at least in terms of property transfers." Reports on Urban Law Institute survey of realtors and developers.

Sharma, Prakash C. Slum and ghetto studies: a research bibliography. Monticello, Ill., 1974. 11 p. (Council of Planning Librarians. Exchange bibliography 573)

Topping, John C., Jr. Minority business development in a community revitalization strategy. Ripon quarterly, v. 1, fall 1974: 23-30.

The chief counsel of the Office of Minority Business Enterprise discusses the minority business program and its role in community development.

U.S. Congress. House. Committee on Education and Labor. Subcommittee on Equal Opportunities. Community services and minority business assistance. Hearing 93d Cong., 1st sess., on H.R. 10865, H.R. 8556, and H.R. 10023. Oct. 15, 1973. Washington, U.S. Govt. Print. Off., 1974. 54 p.

"Bills to provide financial assistance to enable state and local governments to assume responsibilities for community services, and for other purposes, and to transfer Title VII of the EOA to the Department of Commerce."

The Wealth of cities. Municipal performance report, v. 1, Apr. 1974: whole issue.

"This report evaluates how effectively cities promote the economic well-being of their residents, and proposes principles for municipal economic development."

Weinman, Howard M. New opportunities opening up for 501(c)(3) organizations to assist profitable businesses. Journal of taxation, v. 41, Aug. 1974: 102-106.

"The strict IRS attitude inhibiting commercial activities by charitable organizations is being breached by a new, more liberal attitude with respect to 'Local Economic Development Corporations' (LEDCs). Mr. Weinman analyzes numerous recent Rulings, Regulations and court decisions which bear upon the use of 501(c)(3) organizations and private foundations to operate LEDCs."

Equal Opportunity

Ackerman, Bruce L. Integration for subsidized housing and the question of racial occupancy controls. Stanford law review, v. 26, Jan. 1974: 245-309.

Article supports on policy grounds and empirical analysis the use of "benign quotas" for integrating Federally subsidized housing projects and sees no constitutional bar to their utilization.

Boyer, Jacque K. Griggs, Edward. Equal employment opportunity program development manual. [Washington] U.S. Law Enforcement Assistance Administration, Office of Civil Rights Compliance, 1974. 248 p.

Bracy, Warren D. The questionable legality of affirmative action: a response. Journal of urban law, v. 51, Feb. 1974: 421-431.

Response to article by Sherain (51 J. Urban L. 25 (1973)) concludes that "the affirmative action programs required by contracts between the federal government and employers are neither illegal, unconstitutional, nor in excess of valid executive authority."

Clark, Gerard J. The creation of the Newark plan. Catholic University law review, v. 23, spring 1974: 443-491.

- Discusses an affirmative action program for Newark, N.J., the Newark plan, to provide equal employment opportunities in the construction industry for minorities as well as off-site training. Describes the plan, the applicable law, and its application for other cities.
- Cohen, Stephen L. Issues in the selection of minority group employees. *Human resource management*, v. 13, spring 1974: 12-18.
- Says the EEOC guidelines do not explicitly address many important issues in the employment of minority group persons, and where they are comprehensive, the business and academic community has paid little attention to them—in the area of criterion-related validity of testing, for instance.
- Cushman, William Mitchell. Equal opportunity and the urban Black: an analysis of public policy and its implications for urban planning (abstract and bibliography). Monticello, Ill., 1974. 19 p. (Council of Planning Librarians. Exchange bibliography 634)
- Delury, Bernard E. To improve and protect employment standards: a legal and moral responsibility. *Labor law journal*, v. 25, Feb. 1974: 67-73.
- The Assistant Secretary of Labor for Employment Standards explains the organization and functions of the Employment Standards Administration.
- DeWitt, Karen. Black employment . . . better but not yet fair. *Black enterprise*, v. 4, Mar. 1974: 17-20, 25.
- "More favorable laws and regulations are on the books but renewed efforts are needed to make them work for Blacks."
- Employment discrimination; panel discussion. *Business lawyer*, v. 29, Jan. 1974: 577-614. Edited version of a program of the ABA's Section of Corporation, Banking and Business Law, Washington, D.C., Aug. 6, 1973.
- EEOC attorneys and others discuss the current state of government efforts to combat employment discrimination.
- Frederickson, H. George, ed. Social equity and public administration: a symposium. *Public administration review*, v. 34, Jan.-Feb. 1974: 1-51.
- Contents.—Social equity, justice, and the equitable administrator, by D. Hart.—Social equity and organizational man: motivation and organizational democracy, by M. Harmon.—Social equity and the public service, by E. McGregor.—Social equity and social service productivity, by S. Chitwood.—Social equity and fiscal federalism, by D. Porter and T. Porter.—Statistical theory and equity in the delivery of social services, by C. White and B. Gates.
- Friedman, Avery S. Federal fair housing practice. *Practical lawyer*, v. 20, Dec. 1974: 15-26.
- Goldberg, Michael J. Implying punitive damages in employment discrimination cases. *Harvard civil rights civil liberties law review*, v. 9, Mar. 1974: 325-371.
- Comment argues that primitive damages can be awarded in title VII employment discrimination cases, an argument supported by the District Court holding in *Stamps v. Detroit Edison Co.* (1973).
- Illinois. General Assembly. Legislative Investigating Commission. "Red lining" alleged discrimination in home improvement loans; a report to the Illinois General Assembly. Chicago, 1974. 83 p.
- Presents findings of an investigation of financial institutions allegedly engaged in "red lining" home improvement loans in Illinois.
- Kitchings, Suzanne Donnelly. EEOC regulatory intervention: an underdeveloped means of enforcing title VII. *Georgetown law journal*, v. 62, July 1974: 1753-1770.
- Comment concludes that "EEOC intervention in regulatory proceedings is a legally authorized and potentially valuable means of enforcing equal employment opportunity in many regulated industries. The EEOC should be encouraged to continue the development of regulatory intervention . . ."
- Lewis, Colston A. The dilemma of the Black economy. *Labor law journal*, v. 25, July 1974: 387-391.
- EEOC Commissioner discusses the replacement of Black's in certain formerly all-Black trades and crafts and the importance of these to the overall Black economy.
- Maslow, Jonathan Evan. Is Title VII sinking? *Juris doctor*, v. 4, Sept. 1974: 28-30, 32, 34-36.
- Discusses how the EEOC carries out its function and how the courts have been deciding on Title VII law suits initiated by EEOC.
- Milgram, Morris. Gold, Gilbert. Making good investments in fair housing. *Real estate review*, v. 3, winter 1974: 61-65.
- Article shows how Partners in Housing undertakes an operational study of projects considered for investments to minimize failure risk.

- Mirengoff, Paul E. Judicial deference to arbitrators' decisions in Title VII cases. *Stanford law review*, v. 26, Jan. 1974: 421-440.
- "Rios v. Reynolds Metals Co., decided by the Fifth Circuit a year ago, is the first judicial attempt to set conditions under which deference to an arbitrator's award is permissible by a court adjudicating a Title VII claim. This [comment] examines the policy goals underlying the Rios court's approach to the issue of the conclusiveness of arbitration decisions."
- Niemi, Albert W., Jr. The impact of recent civil rights laws: relative improvement in occupational structure, earnings and income by nonwhites, 1960-70. *American journal of economics and sociology*, v. 33, Apr. 1974: 137-144.
- "It appears from the series of indicators provided in this paper that the Civil Rights Commission's pessimism regarding economic advances by minorities since the passage of federal civil rights legislation is warranted."
- Nigro, Lloyd G., ed. Affirmative action in public employment; a mini-symposium. *Public administration review*, v. 34, May-June 1974: 234-246.
- Normand, Charles Rick. Concurrence of remedies for labor union discrimination. *Louisiana law review*, v. 34, spring 1974: 564-571.
- Comment considers the problems of concurrent application of remedies offered by the National Labor Relations Act and title VII of the 1964 Civil Rights Act to employment discrimination by labor unions.
- Pospisil, Vivian C. Winding through the equal opportunity maze. *Industry week*, v. 183, Oct. 7, 1974: 40, 47-48, 52, 54, 56, 58, 61-62.
- Part 4 of series "The regulators."
- "Managers can expect a more coordinated effort by the agencies enforcing antibias laws, but no lessening of lawsuits and other pressures used by the EEOC and Labor Dept."
- Pottinger, J. Stanley. Open housing: making the promise a reality. *Integrated education*, v. 12, Jan.-Apr. 1974: 26-28.
- Discusses the progress achieved in open housing since the Fair Housing Law was passed in 1968.
- Powell, John H., Jr. The lead agency in establishing the rights of people. *Black enterprise*, v. 4, July 1974: 27-29.
- Interview with the chairman of the Equal Employment Opportunity Commission.
- Rosen, Gerald R. Industry's new watchdog in Washington. *Dun's review*, v. 103, June 1974: 83-85.
- "The Equal Employment Opportunity Commission has launched an all-out antidiscrimination drive."
- Schulman, Alan. Employment discrimination in state and local government: title VII amended and section 1983 revisited. *Louisiana law review*, v. 34, spring 1974: 540-551.
- Comment examines statutory and case law providing relief for victims of discrimination by state and local governments.
- Scranton, David F. *Trafficante v. Metropolitan Life: standing under the civil rights acts*. *Columbia human rights law review*, v. 5, fall 1973: 539-545.
- Case note discusses *Trafficante* which "continues the present trend to expand standing in civil rights situations."
- Siegel, Jan S. Deferral to arbitration awards in Title VII actions. *Labor law journal*, v. 25, July 1974: 398-403.
- Discusses *Alexander v. Gardner-Denver Co.* in which the Supreme Court "held that an employee is entitled to trial de novo in the District Court notwithstanding any prior adverse arbitration award rendered in a proceeding under a collective bargaining agreement in which he participated."
- Singer, James W. Internal problems hamper EEOC anti-bias efforts. *National journal reports*, v. 6, Aug. 17, 1974: 1226-1236.
- "Increases in responsibility have made the Equal Employment Opportunity Commission the nation's chief civil rights agency, but the increases in funds and staff that have been coupled with its growing role have had little effect in increasing the agency's effectiveness. Although some substantial successes recently have been recorded, the EEOC has the astounding total of 89,000 charges backed up awaiting action and a person filing a job discrimination charge must wait two years for his complaint to be processed."
- U.S. readies new anti-bias job guidelines. *National journal reports*, v. 6, Sept. 14, 1974: 1385-1388.
- "The federal government is moving toward issuing new anti-bias guidelines on employment practices that already have set off alarms in corporate headquarters across the country."

Stewart, John I., Jr. Racial discrimination in public housing: rights and remedies. *University of Chicago law review*, v. 41, spring 1974: 582-603.

"This comment discusses the evidentiary showing required to hold a local housing authority or HUD guilty of violating the equal protection clause in its administration of the public housing system as it currently exists. The comment then suggests ways in which these violations can be remedied under a federal program of direct cash assistance to low-income tenants."

Thompson, Frank J. Bureaucratic responsiveness in the cities; the problem of minority hiring. *Urban affairs quarterly*, v. 10, Sept. 1974: 40-68.

Concludes from participant observation of attacks on minority hiring practices of the city government in Oakland, Calif. "that sympathetic officials and responsiveness scorecards tend to precipitate concessions even when low-resource challengers cannot convince officials that they hold significant hostages."

U.S. Citizens' Advisory Council on the Status of Women. Interpretation of the Equal Rights Amendment in accordance with legislative history. Washington [1974] 15 p.

Contents.—The amendment.—Role of legislatures.—Role of Federal courts.—Will the ERA affect private business or personal relationships between men and women?—Will women lose support rights?—Will a state be able to prohibit homosexual marriages?—Is section 2 of the ERA a "gigantic grab for power at the Federal level" at the expense of the states?—Will the ERA nullify all laws making distinctions based on sex?—Will the ERA require that women be drafted and serve in combat?

U.S. Civil Service Commission. Guidelines for evaluation of employment practices: under the Comprehensive Employment and Training Act. Washington, 1974. 1 v. (unpaged)

"Bipp 152-40"

Bureau of Intergovernmental Personnel Programs. Equal employment opportunity court cases. [Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 81 p.

Present "summaries to assist State and local officials in obtaining the knowledge they need about some of the more pertinent court decisions on equal employment opportunity. A cross section of civil rights court cases dealing with personnel administration has been included."

U.S. Congress. House. Committee on Education and Labor. Subcommittee on Equal Opportunities. Equal Opportunity and Full Employment Act of 1974. Hearing, 93d Cong., 2d sess., on H.R. 15476. Oct. 8, 1974. Washington, U.S. Govt. Print. Off., 1974. 97 p.

House. Committee on the Judiciary. Civil Rights Acts of 1957, 1960, 1964, 1968 (as amended through the 93d Congress, first session); Voting Rights Act of 1965. Washington, U.S. Govt. Print. Off., 1974. 82 p.

At head of title: 93d Cong., 2d sess. Committee print.

U.S. Department of Housing and Urban Development. Programs and functions of the Assistant Secretary for Fair Housing and Equal Opportunity. [Washington, 1974] 39 p.

"HUD-EC-61"

Reviews the programs and functions of the Assistant Secretary for Equal Opportunity, established in the Department of Housing and Urban Development as a result of the Civil Rights Act of 1968 to "direct and coordinate fair housing and equal opportunity efforts within the Department of Housing and Urban Development and related activities of other Federal departments and agencies."

Library. Equal opportunity in housing: a bibliography of research. Rev. [Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 34 p.

"HUD-337-2-A"

Bibliography of research covering demographic patterns, fair housing laws enactment and enforcement, social and economic aspects, the housing market and real estate practice, housing in the suburbs, new communities, government housing policies and programs.

U.S. Equal Employment Opportunity Commission. Job discrimination? Law and rules you should know. Washington [1974] 91 p.

Model Cities

Capoccia, Victor A. Chief executive review and comment: a preview of new federalism in Rochester, New York. *Public administration review*, v. 34, Sept.-Oct. 1974: 462-470.

- Reviews a Federal program for strengthening the planning and management capacity of local chief executives which was tried in Rochester and three other cities.
- Gilbert, Neil. Specht, Harry. "Picking winners": Federal discretion and local experience as bases for planning grant allocation. *Public administration review*, v. 34, Nov.-Dec. 1974: 565-574.
- "This article describes and evaluates the Department of Housing and Urban Development's procedures for selecting 75 cities from among the 193 applicants for first-round funding in the Model Cities Program."
- Gribbs, Roman S. Symposium: the new federalism and the cities. *Journal of urban law*, v. 52, Aug. 1974: 55-113.
- Contents.—The new federalism is here to stay, by R. Gribbs.—The politics of revenue sharing, by J. Conyers, Jr.—Epitaph for an experiment: model cities and the new federalism, by J. James.—Federal revenue sharing and the state's housing role, by J. Weinstein.

Zoning and Eminent Domain

- Bailey, Phyllis Potterfield. Zoning ordinance limiting occupancy of single family homes to legal families of not more than two unrelated persons held unconstitutional. *Tulane law review*, v. 48, Feb. 1974: 412-419.
- Case note concludes that the Supreme Court's decision in *Boraas* was sound in that by zoning "for the purpose of insulating the traditional-legal family and compelling others to conform to its prevailing ideas of life-style, the Village of Belle Terre was in effect legislating morals and invading an area where legislation does not belong."
- Berger, Lawrence. A policy analysis of the taking problem. *New York University law review*, v. 49, May-June 1974: 165-226.
- "The point at which government regulation of private property becomes of such a magnitude, or for such a purpose, as to constitute a 'taking' and so require compensation, has long been debated. [Article] examines at length various ways of dealing with the problem . . ."
- Boraas v. Village of Belle Terre*: the new, new equal protection. *Michigan law review*, v. 72, Jan. 1974: 508-551.
- "In *Boraas v. Village of Belle Terre* a group of unrelated college students who rented a home in Belle Terre challenged a zoning ordinance that limited home occupancy to persons related by blood, marriage, or adoption. The Court of Appeals for the Second Circuit, finding for the students, decided the case using a novel equal protection theory, and the Supreme Court reversed. This [comment] deals with the theory adopted by the Second Circuit, its sources, and its future in light of the subsequent Supreme Court opinion in *San Antonio Independent School District v. Rodriguez* and the Supreme Court's analysis of *Boraas* under a more traditional standard."
- Bosselman, Fred P. Land use regulations create a problem of landowner compensation. *Mortgage banker*, v. 34, Sept. 1974: 62, 64-65.
- Discusses "actions by local governments (and occasionally state agencies) to impose tighter land use restrictions. These restrictions often take the form of downzonings or new growth management techniques which shatter many landowners' expectations of profitability." Looks into three possible solutions—statute, the courts, or by administrative mechanisms for paying compensation.
- Davis, Jeffrey J. Illinois zoning: every use a special use. *University of Illinois law forum*, v. 1974: no. 2, 1974: 340-361.
- Comment discusses the use of special use as a zoning technique in Illinois since 1960.
- Feinman, Jay M. Judicial review of land bank dispositions. *University of Chicago law review*, v. 41, winter 1974: 377-397.
- "This comment examines judicial review of land bank disposition decisions and suggests judicial techniques to curb the two major problems in disposition—dispositions that are inconsistent with land bank goals as defined by statute and dispositions that exclude certain uses or groups from an area in conflict with general state policies."
- Freilich, Robert H. *Fasano v. Board of County Commissioners of Washington County*: is rezoning an administrative or legislative function? *Urban lawyer*, v. 6, winter 1974: vii-xiii.
- Says that the *Fasano* decision "finally provides a rational basis for judicial review of zoning by holding a zoning board's actions in rezoning specific pieces of property is a judicial rather than a legislative function. By removing the

legislative cloak of presumed validity, the Oregon supreme court has made a marked departure from the majority view."

Hall, C. David. Clackamas County v. Holmes: non-conforming uses to zoning restrictions. *Environmental law*, v. 4, winter 1974: 295-303.

"The recently decided case of Clackamas County v. Holmes provides the potential for seriously hindering future environmental planning. The decision of the case liberalizes the previous requirements necessary to establish a non-conforming use when a restrictive zoning ordinance is enacted. This [comment] deals with the facts, history, analysis and impact of the case on comprehensive zoning and scenic waterway development."

Hanford, Lloyd D., Jr. Zoning or condemnation. *Appraisal journal*, v. 42, Apr. 1974: 175-179.

"Across the United States, environment groups have successfully brought about construction and development moratoria, often using down-zoning as a means to that end. The author charges that these groups have distorted the original intent of zoning—a tool with which communities plan for the future—and that their actions, in fact, may represent taking without due process of law."

Khayat, Robert C., Reynolds, David L. Zoning law in Mississippi. *Mississippi law journal*, v. 45, Apr. 1974: 365-392.

Article "depicts the current status of zoning law in Mississippi and provides some insight into the problems stemming from ambiguous or inadequate legislation."

Krasnow, Ronald. Socio-economic zoning: one court's response. *University of Pittsburgh law review*, v. 35, summer 1974: 837-849.

Case note examines "rationale of the Supreme Court of Virginia in invalidating the Fairfax County exaction requirement in light of modern subdivision exaction theory."

Levin, Melvin R., Rose, Jerome G. The suburban land use war: skirmish in Washington township, New Jersey. *Urban land*, v. 33, May 1974: 14-18.

Discusses a case involving the proposed intrusion of middle-income garden apartments into an affluent suburb, saying that the proposed construction represents "another example of the deadly process known as 'disjointed incrementalism.' Construction occurs in response to successful developer initiatives to friendly zoning appeals boards."

Listokin, David, Gerlach, Linda, Cyviner, Barbara. Zoning—Exclusionary zoning: a selected bibliography. Monticello, Ill., 1974. 50 p. (Council of Planning Librarians. Exchange bibliography 684)

Provides overview of zoning and exclusionary land use and then lists related references; not annotated.

Loewen, Robert W. Nuisance damages as an alternative to compensation of land use restrictions in eminent domain. *Southern California law review*, v. 47, May 1974: 998-1069.

Lustig, Morton. Pack, Janet Rothenberg. A standard for residential zoning based upon the location of jobs. *Journal of the American Institute of Planners*, v. 40, Sept. 1974: 333-345.

Develop "a standard for residential zoning based upon the principle of freedom of choice in housing location, irrespective to income. . . . [Assume] that if free choice could be exercised, that is, if zoning restrictions were not present and appropriate housing was available, households would attempt to live 'near' their places of work."

McLean, John C., Roberts, Carlisle B. Tax aspects of condemnation and involuntary conversion—revisited. *Practice lawyer*, v. 20, May 1974: 53-68.

"Although many lawyers have settled or tried a condemnation case or two, the chances are that only a few looked at the transaction from a tax viewpoint before the deed was delivered or the verdict rendered. This oversight is unfortunate, since both federal and state laws provide certain choices for the taxpayer whose property is involuntarily converted by the exercise or threat of the power of eminent domain. The purpose of this article is to discuss these laws and point out some of the practical 'do's' and 'don'ts' involved."

Miner, Dallas. Agricultural preservation: a new issue in open space consideration. *Environmental comment*, no. 14, Oct. 1974: 1, 9-12.

Touches "on trends in agricultural land use and current efforts to retain a viable agricultural industry in various sections of the country—particularly in the most densely populated region—the Northeast."

Plater, Zygmunt J. B. The takings issue in a natural setting: floodlines and the police power. *Texas law review*, v. 52, Jan. 1974: 201-256.

Quinlan, Elsie. When may restrictive covenants be modified or vacated by public authorities? *Real estate law journal*, v. 3, summer 1974: 69-72.

"The right of a court of equity to refuse to enforce [restrictive] covenants when to do so would be oppressive and inequitable has long been recognized. But the right of a state to authorize a zoning board or planning commission to vacate restrictive covenants attaching to particular pieces of property has been held unconstitutional as a violation of due process."

Roettger, Garry J., Dickson, Anthony G. Access control: improper hybridization of police power in condemnation cases involving partial takings of land. *Urban lawyer*, v. 6, summer 1974: 603-621.

"The highway departments of respective states are authorized to exercise their sovereign's police powers as well as the power of eminent domain. In a condemnation case, the difference between these powers must be clearly noted. The police power regulates the use of property because uncontrolled use would be harmful to the public interest. . . . In contrast to police power, eminent domain takes private property because the property is useful to the public, and this type of acquisition requires that compensation be paid to the property owner."

Scriven, Donald C. Exhausting administrative and legislative remedies in zoning cases. *Tulane law review*, v. 48, Apr. 1974: 665-681.

Comment says that one doctrinal issue unique to zoning cases remains unresolved—whether the exhaustion rule subsumes legislation in addition to administrative remedies. Examines generally recognized exceptions where failure to exhaust local remedies does not bar immediate judicial resolution.

Searles, Sidney Z. Eminent domain: a kaleidoscopic view. *Appraisal journal*, v. 42, Oct. 1974: 538-548.

Discusses the expansion of public-use takings into aesthetics and government enterprise, concluding that the task at hand is to fashion the law of eminent domain so as to accord just and fair compensation for losses sustained by a condemnée and; at the same time, balance that loss with the people's interest in public projects.

Shales, Jared B. Who pays for transfer of development rights. *Planning*, v. 40, July 1974: 7-9.

Says no one pays for TDR, with the possible exception of the zoning operator; "if properly harnessed, this mobility becomes a potent energy source for effective land-use control in growing areas."

_____. The economics of development rights transfers. *Appraisal journal*, v. 42, Oct. 1974: 526-537.

The nature, operation, funding, and consequences of development rights transfers (TDR) are analyzed, as are its advantages and disadvantages and the appraisal problems which it pinpoints. These include the valuation of the rights themselves and of the damages which arise when preservation restrictions are imposed.

Urban, Mark. An evaluation of the applicability of zoning principles to the law of private land use restrictions. *UCLA law review*, v. 21, Aug. 1974: 1655-1689.

Comment outlines the law of equitable servitudes and the law of zoning as a framework for an analysis of cases which considered the applicability of zoning principles to private restrictions. Examines zoning law/private servitude issues presented by situations involving homeowners' associations and by the suburban low income housing dilemma.

Urbanczyk, Stephen L. Phased zoning: regulation of the tempo and sequence of land development. *Stanford law review*, v. 26, Feb. 1974: 585-617.

Comment "concludes that phased zoning is a valid, useful, and necessary device to plan and coordinate future development in a rational manner."

Disaster Relief and Flood Control

Andrews, Wade H. Geertsen, Dennis C. Social dimensions of urban flood control decisions. Logan, Utah State University, 1974. 69 p. (Utah State University. Research monograph no. 3)

"An exploratory study of the social variables that are most likely to be important in making public decisions about controlling flood waters of streams."

Aspects of state-wide emergency response programs for municipal wastewater treatment facilities programs. Washington [U.S. Environmental Protection Agency, Office of Water Program Operations] for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 77 p.

"EPA 430/9-74-014"

- ... provides information to assist in the development of State emergency programs in responding to spills of raw or inadequately treated municipal wastewater. This manual emphasizes the legal aspects of spill reporting, the definition of a reportable spill, and State-wide aspects of emergency response planning."
- Chenoweth, David R. Defense for a shoreline. *Water spectrum*, v. 6, no. 3, 1974: 41-46.
- "Fearing extensive flooding with the advent of the spring thaws in 1973, the Corps of Engineers North Central Division inaugurated 'Operation Foresight on the Great Lakes' (OFGL) in December 1972."
- Davey, William B. Working with nature in flood plains. *Soil conservation*, v. 39, May 1974: 4-5, 20-21.
- Describes the activities of the Soil Conservation Service in reducing property damage due to flooding.
- Gallagher, Hubert R. Crisis management legislation: an overview of the problems facing state governments. *State government*, v. 47, summer 1974: 189-192.
- Discusses state legislation intended to respond to natural disasters.
- Lea, Dallas M. Mattson, C. Dudley. Evolution of the small watershed program. [Washington] U.S. Dept. of Agriculture, Economic Research Service [1974] 58 p. (Agricultural economic report no. 262)
- "Changes in Public Law 566 Watershed Protection and Flood Prevention Program, 1954-72."
- Marshall, James. '73 flood protection act: scope, application. *National underwriter*, no. 28, July 12, 1974: 48-51.
- The Flood Disaster Protection Act of 1973 logically can be considered a sequel to the National Flood Insurance Act of 1968 (Public Law 90-448). The latter established a plan for flood insurance for those communities which qualified. However, that act did not attempt to make the program mandatory." The Flood Disaster Protection Act "aims at increasing participation by offering a not so subtle mixture of enticement and coercion."
- No flood insurance? No loan. *Savings and loan news*, v. 95, Sept. 1974: 40-45.
- "That's the prospect facing borrowers—and lenders—in 16,000 communities as the Flood Disaster Protection Act takes hold."
- O'Toole, J. Denis. Analysis of the national flood insurance program. *Environmental comment*, no. 15, Nov. 1974: 1-7.
- Phippen, George R. On the flood plain . . . can a right go wrong? *Water spectrum*, v. 6, no. 1, 1974: 31-37.
- Argues for a national policy of land and water rights in the flood plain for both citizens and government.
- U.S. Congress. Senate. Committee on Appropriations. Subcommittee on Departments of State, Justice, and Commerce, the Judiciary, and Related Agencies.
- Natural disaster monitoring, warning dissemination, and community preparedness. Hearings, 93d Cong., 2d sess. Washington, U.S. Govt. Print. Off., 1974. 49 p.
- Senate. Committee on Public Works. Flood damage; report to accompany S. 2201. [Washington, U.S. Govt. Print. Off.] 1974. 3 p. (93d Cong., 2d sess. Senate. Report no. 93-867)
- Senate. Committee on Public Works. Subcommittee on Disaster Relief. To investigate the adequacy and effectiveness of Federal disaster relief legislation. Part 6. Hearings, 93d Cong., 2d sess., on S. 3062. Mar. 6, 1974. Washington, U.S. Govt. Print. Off., 1974. 268 p.
- "Serial no. 93-H6"
- Appendix B: list of major disasters, 1953-1973:
- Senate. Committee on Public Works. Subcommittee on Water Resources. Corps of Engineers oversight. Hearings, 93d Cong., 2d sess. Washington, U.S. Govt. Print. Off., 1974. 858 p.
- Hearings held June 4-6, 25, and 27, 1974.
- "Serial no. 93-H45"
- Williams, Peter M. Legislation signals new approach to nation's critical flood problem. *Mortgage banker*, v. 34, Mar. 1974: 18, 20, 22-26, 28.
- "President Nixon's recent signing of the Flood Disaster Protection Act of 1973 signaled the beginning of a new approach in America for regulating the use of land that is subject to flooding and the methods to pay for flood-caused damage. The new law (Public Law 93-234) will require an estimated 12,000 communities to enact and enforce ordinances that will restrict construction of new buildings in flood hazard areas."

CHAPTER IV. TOWARD A DECENT HOME

Urban Homesteading

Akre, M. Jan. Urban homesteading: once more down the yellow brick road. Environmental affairs, v. 3, no. 3, 1974: 563-594.

Says that the lack of success of Federal housing programs has forced local governments to devise their own methods to treat urban housing problems. Describes homesteading as one such municipal program to eradicate urban blight, concentrating on the ordinances passed in Philadelphia, Boston, and Wilmington.

Berry Mary F. Homesteading; new prescription for urban ills. H.U.D. challenge, v. 5, Jan. 1974: 2-5.

Says that the "task of urban homesteading should be to put people in houses, rehabilitate the houses, and to create viable new communities in former slums.

Unlike simply giving slum houses to naive homesteaders, revitalizing neighborhoods costs money, but the long term public benefits far outweigh the costs."

Crim, Sarah K. National conference of urban "pioneers" shows strength of city revival. Mortgage banker, v. 35, Nov. 1974: 15-16, 18-20, 22.

Says that "middle-class and upper-middle-class people by the thousands are moving back into formerly slum or abandoned neighborhoods of America's cities. Over 250 of these so-called 'brownstoners,' 'homesteaders,' and 'urban pioneers' from all over the United States met at a 'Back to the City' conference in New York City's Waldorf Astoria hotel in September and in the process found that their grassroots movement is taking on widespread national proportions."

National Urban Coalition. Urban homesteading: process and potential. [Washington] 1974. 71 p.

Says that urban homesteading offers "an opportunity to reclaim whole neighborhoods and to meet the housing needs of the people most affected by abandonment—the poor."

U.S. Congress. House. Committee on the District of Columbia. Subcommittee on the Judiciary. Urban homesteading. Hearings, 93d Cong., 2d sess., on H.R. 12197. May 9-10, 1974. Washington, U.S. Govt. Print. Off., 1974. 106 p.

"Serial no. 93-29"

"To establish an urban homesteading program to refurbish abandoned real estate."

Urban homesteading: saving old housing is the name of the claim. Savings & loan news, v. 95, Jan. 1974: 50-54.

"Property giveaways begin in three cities, but the bargain ends there for the families who move in."

Wexman, Todd. Urban homesteading: coming our way? Chicago tribune magazine, Apr. 21, 1974: 52-53.

Says that urban homesteading is coming back—most notably in Philadelphia, Boston, and Wilmington—encouraging families to buy, rehabilitate, and live in city-owned buildings that otherwise would be abandoned or razed.

Woodcock, Jim. "Urban Homesteading and Rehabilitation Act of 1974." Pennsylvanian, v. 13, Feb. 1974: 16-19.

"With several modifications, the century old concept [of homesteading] is being resurrected around the country, and in Harrisburgh, 48 House members from both parties have introduced legislation to allow local municipalities to offer abandoned houses to persons who are willing to work for them."

Housing Rehabilitation

HUD backs Board in neighborhood preservation plan. Federal Home Loan Bank Board journal, v. 7, May 1974: 13-15.

"Neighborhood Housing Services programs now are under way in Washington, Oakland, Cincinnati, and Dallas and are being organized in Boston, Baltimore, Kansas City, Mo., Chicago, San Antonio, and Plainfield, N.J. Under the expanded program being backed by HUD, Neighborhood Housing Services programs and other experimental local efforts to revitalize well-defined urban neighborhoods will be undertaken in about 20 more cities in the near future."

Kramer, Douglas J. Protecting the urban environment from the Federal Government. Urban affairs quarterly, v. 9, Mar. 1974: 359-368.

In various city neighborhoods there are blocks with vacant homes acquired by HUD as part of the mortgage insurance program of its FHA. Article discusses how NEPA may now be utilized to force the Federal Government to respond to the cities' needs.

Listokin, David. Housing receivership is no panacea. *Real estate review*, v. 4, spring 1974: 130-136.

Describes several restraints that reduce the chances for success of receivership programs for maintaining and rehabilitating would-be abandoned properties. Loewenstein, William. Facade easement: Hudson Urban Renewal Agency takes new approach to historic renewal and is achieving economic and racial integration in historically rehabilitated area. *Journal of housing*, v. 31, Mar. 29, 1974: 120-123.

Executive director of Hudson, N.Y., housing authority describes plan in which the agency takes perpetual easements on the exterior of historic dwelling and rehabilitates them, while the owners rehabilitate the interiors.

Morris, Peter R. A Federal strategy for neighborhood rehabilitation and preservation. *Harvard journal on legislation*, v. 11, Apr. 1974: 509-538.

Comment analyzes a key element of the Housing and Urban Development Act of 1968, the section 236 program of interest subsidies to moderate income rental housing, particularly as it applies to housing rehabilitation, and proposes an interim program to rehabilitate housing but avoid the shortcomings of section 236.

Stillerman, Richard. Can these houses be saved? *Chicago Tribune magazine*, Apr. 21, 1974: 50-51, 54-55, 57, 60.

"What can be done with abandoned homes in Chicago? Must they be demolished? Or is there a way to rehabilitate them? There are no pat answers, but here are some possible avenues of attack."

U.S. Department of Housing and Urban Development. Examples of local and state financing of property rehabilitation: community planning and development [Washington] 1974. 117 p. (U.S. Dept. of Housing and Urban Development. Program guide no. 1)

"The purpose of this Guide is to provide local public bodies and HUD field offices with examples of local and State property rehabilitation financing programs."

State Housing Policy and Programs

Bergman, Carl. A housing policy for those who live here. *D.C. gazette*, v. 5, June 1974: 2-4.

Says that the D.C. Government "has the strangest attitude about housing. It seems to think that it's not the housing that's the problem but rather the people. They are never the ones that city planners and administrators want here. The people must be renovated and changed along with the homes they occupy."

Dixon, Daniel B. Cox, Melvin M. Report on Pennsylvania residential real estate settlement costs. *Pennsylvania Bar Association quarterly*, v. 45, Jan. 1974: 95-105.

Hawaii. Department of Planning and Economic Development. Research and Economic Analysis Division. Housing statistics for Hawaii, 1973. [Honolulu] 1974. 30 p. (Hawaii. Dept. of Planning and Economic Development. Statistical report 99.)

Keen, Howard, Jr. Raiff, Donald L. Rent controls: panacea, placebo, or problem child? *Federal Reserve Bank of Philadelphia business review*, Jan. 1974: 3-11.

Says the topic of rent controls evokes varied responses, and clarification of the arguments concerning their effects on society can be accomplished by examining some basic economic principles. Includes a discussion on the New York City rent control experience.

Kristof, Frank S. Housing. In *Governing New York State: the Rockefeller years*. New York, Academy of Political Science, 1974. (Proceedings, v. 31, May 1974) p. 188-189.

Discusses the movement of the states into the housing field concentrating on New York's Urban Development Corp. as a model.

Landman, Georgina B. Housing codes: a selected bibliography. Monticello, Ill., 1974. 10 p. (Council of Planning Librarians. Exchange bibliography 710.)

Matthews, Trevvett. Housing squeeze spurs state legislators to act on usury laws. *Mortgage banker*, v. 34, Jan. 1974: 40, 42, 44, 46-47.

— States continue battle for realistic usury laws. *Mortgage banker*, v. 34, Aug. 1974: 40-43.

Says that 9 states have "made progress toward realistic usury laws during the first half of 1974 and at least four others have reason to hope that pending legislation will soon ease the statutory impediments that have seriously limited their supply of mortgage money."

— Virginia's example illustrates usury laws can be overcome. *Mortgage banker*, v. 54, Apr. 1974: 34, 36-38.

Says that it is possible, though difficult, to abolish a usury ceiling. "Mortgage bankers and their many allies accomplished it in the Commonwealth of Virginia, which in 1972 put a permanent end to the 6 percent first mortgage usury ceiling that was voted into effect on November 23, 1796, just after George Washington had by choice become a lame duck president."

Metzger, Sol A. Statewide code enforcement—New Jersey, the test case. *Rutgers law review*, v. 27, spring 1974: 659-674.

Analyzes the underlying legal structure of the N.J. Bureau of Housing Inspection, evaluates the ramifications of this structure in light of the experiences of past code enforcement efforts, and assesses the Bureau's progress as a code enforcement agency.

Morris, Eugene J. New York State has growing list of programs for combining private enterprise and government action to gain middle-income housing. *Journal of housing*, v. 30, Jan. 30, 1974: 15-22.

Says that "there exists in New York today a most sophisticated combination of procedures for admixing federal, state, and municipal aid with private enterprise to produce housing aimed at almost any desired rent level and capable of dealing with almost any combination of factors encountered in the development or redevelopment of a particular site. These procedures, imaginatively conceived but rooted in necessity, have been fused by practical experience in their actual use into a total program that offers valuable insights into the techniques available for developing middle-income housing."

Papageorge, George T. Housing code success in Mobile. HUD challenge, v. 5, Dec. 1974: 20-22.

"The city of Mobile, Ala., is enjoying remarkable success in eliminating substandard housing. This has been accomplished, for the most part, without outside financial assistance and at minimal costs to the city. The major instrument employed has been the city's housing code."

Peterson, Barbara L. Has Michigan Housing Authority encroached into private business? *Mortgage banker*, v. 35, Nov. 1974: 42-44.

Believes that the Michigan Housing Authority has enabled builders to finance their projects at a lower interest rate than through normal banking institutions.

Police powers—New Jersey municipalities have the power to control rents without statutory authorization. *Rutgers law review*, v. 27, no. 3, 1974: 582-591.

Case note focuses on decision which upheld the ordinances of the boroughs of Fort Lee and River Edge, New Jersey, regulating residential rents, as valid exercises of municipal police power.

Reeves, Mavis Mann. Change and fluidity: intergovernmental relations in low cost housing, Montgomery County, Maryland. *Publius*, v. 4, winter 1974: 5-44.

Examines "the intergovernmental relationships in the provision of low and moderate cost housing in Montgomery County, Maryland, with a view to identifying the factors which create and determine the tone of intergovernmental relations."

Schafer, Robert. Betnun, Nathan S. Solomon, Arthur P. A place to live; housing policy in the states. Lexington, Ky., Council of State Governments [1974] 49 p. (Council of State Governments. RM-532)

A comprehensive review of the housing problems and programs in the 50 states, examining the role, responsibility, and opportunity of state government in the formulation and implementation of housing policy.

Stegman, Michael A. Housing finance agencies: are they crucial instruments of state government? *Journal of the American Institute of Planners*, v. 40, Sept. 1974: 307-320.

"This article explores the varied reasons for the sudden growth in housing finance agencies, the several approaches they may adopt to facilitate housing production, their performances to date, and their potential role as important instruments of federal and state housing policy."

Stevens, John A. Pennsylvania Housing Finance Agency Act of 1972. *University of Michigan journal of law reform*, v. 7, winter 1974: 420-439.

"The gap between available safe and sanitary private housing for low- and moderate-income families and the demand for such units has persisted over several decades. It was only in the late 1950's, however, that individual states began not only to recognize the problem, but to respond to the crisis. Pennsylvania's Housing Agency Act of 1959 was the first legislative response to the perceived need for state intervention in private sector housing development."

U.S. Congress. House. Committee on the District of Columbia. District of Columbia Community Development and Finance Corporation Act of 1974; report to accompany H.R. 15888. Washington, U.S. Govt. Print. Off., 1974. 10 p. (93d Cong., 2d sess. House. Report no. 93-1204)

"... to establish a public development corporation, using private investment funds, in order to provide housing for low- and moderate-income families, in order to improve employment opportunities, and in order to implement local land use and preservation policies, for the District of Columbia. The bill creates such a corporation, the District of Columbia Community Development and Finance Corporation, and established procedures for the operations of the Corporation."

Vernon, James F. Mobilehomes: present regulation and needed reform. *Stanford law review*, v. 27, Nov. 1974: 159-175.

Comment "explores statutory approaches to the mobilehome boom. Part I examines the shortcomings of the present statutory treatment of mobilehomes in California—shortcomings largely attributable to the prevailing conception of mobilehomes as vehicles. Part II suggests new statutory approaches based upon a more realistic conception of mobilehomes as permanent, single-family dwellings." *Planners*, v. 40, Sept. 1974: 307-320.

Housing for Low-Income Families

Adams, Jack. Low rent public housing: the Oklahoma experience. *Oklahoma business bulletin*, v. 42, Jan. 1974: 18-21.

Concludes: "Innovators of the public housing program envisioned it as a means for the poor to 'filter' up rather than down in the housing markets. Whatever the reasons are for the limited utilization of and participation in the program, its supporters still believe that subsidized housing helps to unlock the shackles of the slum environment for numerous elderly poor in rural communities and helps to alleviate the blighted environment of many of the urban poor."

Austin, David M. The design of a housing allowance: lessons from public assistance. *Public welfare*, v. 32, winter 1974: 24-34.

"The Joint Center for Urban Studies of the Massachusetts Institute of Technology and Harvard, under a contract with HUD, has been studying a number of policy issues involved in housing allowance proposals during the past year and a half. Joint Center staff members also prepared position papers on several of these issues as part of the HUD program review process. One aspect of the work at the Joint Center has been an examination of the U.S. experience with the administration of public assistance, with particular emphasis on the experience with shelter component policies. This paper is a summary of a report prepared for HUD on this research."

Aveilhe, Heather. The public housing management improvement program. HUD challenge, v. 5, June 1974: 4-7.

Discuss HUD's 3-year, \$25 million program to design, test, and evaluate innovative approaches to cost-effective public housing management.

Baron, Richard D. St. Louis tenant management corporations bringing major transformation of public housing. *Journal of housing*, v. 31, June 30, 1974: 263-266.

Discuss the implementation of a program of tenant management in several St. Louis public housing developments.

Bentley, Allen R. An alternative residential lease. *Columbia law review*, v. 74, June 1974: 836-883.

Article "describes the South Brooklyn Legal Services (SBLs) lease, an alternative lease form developed by the author with the assistance of other attorneys at an OEO-funded neighborhood law office." Compares the traditional lease and shows the usefulness of the SBLs lease in low-income housing situations.

A better way to fight blight? *Nation's business*, v. 62, Feb. 1974: 60-62, 64.

Summarizes the details of the President's Sept. 1973 message on housing and includes an interview with HUD Secretary Lynn on the message's housing allowance proposals.

- Bryan, Jack. Current issues explored—issue no. V—can “economic mix” in housing work? *Journal of housing*, v. 31, Aug.–Sept. 1974: 367–374.
- “Can you successfully integrate subsidized lower-income families in the same development or project area with middle-income families paying market, rents or prices? The answer, based on the evidence that NAHRO has gathered, is that it can be done—and is being done.”
- Community Development Consultants. Rural and elderly housing study, State of Alabama. Montgomery, Alabama Development Office [available from NTIS] 1974. 185 p.
- “This report defines social and economic trends of the State’s rural and elderly populations; analyzes existing housing conditions; and explores the adequacy of past and present Federal housing programs in meeting the housing needs of rural and elderly people. The report concludes that the housing problems faced by the State’s rural and elderly people have reached critical proportions.”
- Crim, Sarah K. Inflation, lack of programs, increase elderly housing need. *Mortgage banker*, v. 35, Oct. 1974: 52, 54, 56, 58–70.
- Says that a third of the Nation’s aged (over 65) are living below the poverty level and are in need of some kind of subsidized housing.
- Davis, Otto A. Eastman, Charles M. Hua, Chang-I. The shrinkage in the stock of low-quality housing in the central city: an empirical study of the U.S. experience over the last ten years. *Urban studies*, v. 11, Feb. 1974: 13–26.
- Says that U.S. housing has increased in quality: examines “the magnitude of the shrinkage in the stock of low-quality housing in the cities of the U.S. and [tries] to find measurable factors which might help to explain that decline.”
- Dolbear, Cushing N. The housing stalemate—a lack of welfare in the welfare state. *Dissent*, v. 21, fall 1974: 534–541.
- Says that the U.S. needs “a whole new approach to housing: one that deals with all legitimate housing problems—whether of young, old, black, white, rich, poor, urban, suburban, or rural. We need to see decent housing as a right and its provision as a public responsibility.”
- Elm, J. Tucker. NEPA’s environmental impact statement, social impact, and federally funded low income housing. *Harvard journal on legislation*, v. 11, June 1974: 613–627.
- Article discusses aspects of NEPA’s scope which are raised by its application to federally subsidized low income housing, and demonstrates that traditional concepts of judicial review of agency action can be used by courts to inhibit discriminatory use of NEPA without deviating from the congressionally required, broad definitions of environment and environmental impact.
- Even a housing allowance is no answer to poverty: a poor man’s home is his poorhouse. *New York times magazine*, Mar. 31, 1974: 20, 49–50, 52, 54, 58.
- Outlining various shortcomings of the housing allowance program, saying that its effectiveness is clearly limited.
- Fuerst, J. S. Class, family, and housing. *Society*, v. 12, Nov.–Dec. 1974: 48–53.
- Says that “public housing that had been originally promoted at least in part as a spur to total urban redevelopment lapsed into a type of twentieth-century poorhouse.”
- Greenberg, Michael R. Hordon, Robert M. Environmental impact statements: some annoying questions. *Journal of the American Institute of Planners*, v. 4, May 1974: 164–175.
- “The adequacy of the theoretical, data bank and mathematical underpinnings of the impact studies, and the institutional responses to using and to evaluating the projected environmental impacts are analyzed in the context of the Suburban Action Institute proposal to construct moderate and low income housing in Mahwah, New Jersey.”
- Grimes, John A. How to build a housing scandal. *American federationist*, v. 81, July 1974: 20–24.
- Discusses scandals involving FHA programs and policies in declining big city neighborhoods.
- Hadwiger, Don F. A manual on low-income housing programs in Iowa. [n.p.] 1974. 103 p.
- “Information provided includes descriptions of the federal and state government agencies that are involved in federal housing programs; comparisons of the basic features of these programs, procedures for applying for federal housing programs, and an analysis of how the programs have operated in Iowa.”
- Hartman, Chester. Keating, Dennis. The housing allowance delusion. *Social policy*, v. 4, Jan.–Feb. 1974: 31–37.

"As presently conceived, housing allowances are bound to fail those who need help in getting a decent place to live, just as they are bound to bring windfall profits to those who control the housing market."

Isler, Morton. Sadacca, Robert. Drury, Margaret. Keys to successful housing management. Washington, Urban Institute [c1974] 67 p.

Focuses on these crucial factors for successful housing management, particularly applied to multifamily housing for low-to-moderate-income families: management firmness in enforcing rules, responsiveness to residents' needs, and the shouldering of certain responsibilities by residents.

Johnston, Valerie. Target Projects Program: a turnaround for problem projects. HUD challenge, v. 5, Sept. 1974: 2-5.

"With an initial funding authorization of \$35 million, the Target Projects Program (TFP) will be directed to a limited, specified number of the low-rent public housing developments."

Magida, Arthur J. Major programs revised to stress community control. National journal reports, v. 6, Sept. 14, 1974: 1369-1379.

"The first comprehensive housing law since Republicans took over the White House in 1969 provides for major changes in traditional programs. There's a new emphasis on community control of how funds will be spent and a switch from the concept of erecting public housing for low income people to providing the poor with subsidies to make up the difference between what they can pay and what the landlord wants."

Nyman, Nancy B. Locally funded low- and moderate-income housing programs. Management information service report, v. 6, Apr. 1974: whole issue.

Peabody, Malcolm E., Jr. A new way to house the poor: housing allowances. New republic, v. 170, Mar. 9, 1974: 20-23.

Says that while housing allowances are no panacea, they are superior to the subsidized construction approach to assist the poor.

Reeves, Mavis Mann. Change and fluidity: intergovernmental relations in low cost housing, Montgomery County, Maryland. Publius, v. 4, winter 1974: 5-44.

Examines "the intergovernmental relationships in the provision of low and moderate cost housing in Montgomery County, Maryland, with a view to identifying the factors which create and determine the tone of intergovernmental relations."

Sadacca, Robert, and others. Management performance in public housing. Washington, Urban Institute, 1974. 131 p.

"To identify effective management principles and practices in public housing, the Urban Institute, under contract to the Department of Housing and Urban Development, surveyed 120 Housing Authorities in 1973. Approximately 3,000 Authority staff and 6,000 residents were interviewed at 400 housing projects."

Saltzman, Estelle G. Sacramento, California: pacesetter in housing the elderly. HUD challenge, v. 5, June 1974: 26-29.

Describes Sacramento's innovative programs for housing for the elderly, the result of cooperation by its housing and redevelopment agencies which have subsequently merged.

Singer, Anne C. Landon, Everett E. Graham, Janet E. Section 235 Housing: one empirical study with recommendations for the future. Indiana law review, v. 7, no. 5, 1974: 773-832.

Article discusses "empirical research into the actualities of section 235 housing in the Cincinnati area. The purpose was not simply to determine whether the interest subsidy method utilized by section 235 as a specific statutory provision was viable but rather to determine whether the entire approach of the Housing Act of 1968, which relied upon the poor to make and live with their own housing choices, was legitimate."

Study discloses 13 million "deprived" households in 1970. Mortgage banker, v. 34, July 1974: 72-75.

MIT-Harvard study gives estimate of the number of low- and moderate-income families with a housing problem as of 1970. "The study quantifies housing deprivation in the three general areas mentioned: physical inadequacy, overcrowding, and excessive rent burden."

Tabak, Michael I. Federal compensation for victims of the "homeownership for the poor" program. Yale law journal, v. 84, Dec. 1974: 294-323.

Comment says that the Federal homeownership for the poor program has actually left many participants in a far worse condition than previously and concludes that many of these victims are entitled to damages against the United States and that Congress should enact legislation to recompense them.

Thomas, Diane. Low-income housing: Atlanta's hot potato. *Atlanta*, v. 13, Mar. 1974: 59, 128, 130, 132-134, 137-138.

"A thicket of agencies and problems ensnare the needy, and the waiting list—and the frustrations—grow."

U.S. General Accounting Office. Observations on housing allowances and the experimental housing allowance program, Department of Housing and Urban Development; report to the Congress by the Comptroller General of the United States. [Washington] 1974. 58 p.

"B-171630, Mar. 28, 1974"

Problems in the homeownership opportunities program for low-income families, Department of Housing and Urban Development; report to the Congress by the Comptroller General of the United States. [Washington] 1974. 44 p.

"B-171630, Mar. 27, 1974"

U.S. Library of Congress. Congressional Research Service. Critique of "Housing in the seventies." Prepared [for] Housing and Urban Affairs Subcommittee of the Senate Committee on Banking, Housing and Urban Affairs. Washington, U.S. Govt. Print. Off., 1974. 106 p.

At head of title: 93d Cong., 2d sess. Committee print.

Presents critique and analysis of the HUD study of housing policy and programs entitled "Housing in the seventies."

Watson, Norman V. Where will low-income families live? *Real estate law journal*, v. 3, summer 1974: 37-43.

Says the hopes for low-income families to receive better housing have reached a new low; discusses housing allowances as possible solution, based on existing housing situation.

Federal Assistance for Housing

Ahlbrandt, Roger S., Jr. Brophy, Paul C. Farkas, William. Current issues explored: issue no. II: should the number of families in a community living below the poverty line become the criterion for allocation Federal funds for housing? *Journal of housing*, v. 30, Jan. 30, 1974: 11-14.

Bomar, Thomas R. Banks and FHLMC bear major share of President's housing aid program. *Federal Home Loan Bank Board journal*, v. 7, June 1974: 2-6.

Excerpts from the author's statement at a press conference held to explain President Nixon's plan to bolster the housing market through the Federal Home Loan Bank System and the Federal Home Loan Mortgage Corporation.

DeLeeuw, Frank. What should U.S. housing policies be? *Journal of Finance*, v. 24, May 1974: 699-721.

Examines why government should intervene in the housing market, focusing on housing assistance, residential land use, and construction stability.

Democratic Study Group. Housing and Urban Development Act. [Washington] 1974. 10 p. (Democratic Study Group. Fact sheet 93-30)

"This DGS Fact Sheet deals with H.R. 15361, the Housing and Urban Development Act of 1974. The bill extends and amends major federal housing programs by consolidating several categorical and programs into a new block grant community development program, replacing conventional subsidized housing programs with a single modified leasing program to serve lower income persons, and revising the mortgage and rural housing programs."

Dolbeare, Cushing N. Nixon's nonprogram for housing. *Dissent*, v. 21, winter 1974: 12-14.

Says that "not only the Nixon proposals but the Democratic proposals as well call for the phase-out of public housing into a new and more flexible approach. By now experience should have taught us that such flexibility, particularly in the hands of producers or reactionary local governments, does not benefit those with greatest need."

Downs, Anthony. The successes and failures of Federal housing policy. *Public interest*, no. 34, winter 1974: 124-145.

Attempts to evaluate Federal housing policies from 1960 to 1972 and provides an "evaluation matrix" because there is no simple way to evaluate either policies or their objectives because they are so complex.

Gazzolo, Dorothy. H. R. Crawford looks back on year as HUD Assistant Secretary for Housing Management. *Journal of housing*, v. 32, Feb. 28, 1974: 66-68.

Interview with HUD Assistant Secretary H. R. Crawford after first anniversary.

- Housing policy at the crossroads. *Black enterprise*, v. 4, Feb. 1974: 17-20, 47.
 "As the Administration pushes for a radically new approach, the outlook remains unclear for both black tenants and black construction firms."
- Hunter, Oakley. Rethinking the problem of housing in America. *Real estate review*, v. 3, winter 1974: 52-60.
 "The President of Fannie Mae gives his personal views about the Federal role in housing and community development."
- Lerner, Daniel. Notes on communication and the nation state. *Public opinion quarterly*, v. 37, winter 1973-74: 541-550.
 Examines the interaction between mass communication and the nation-state focusing on the role of communication in mediating between public policy and social organization. Identifies the set of conditions under which the mass media operate and establishes the ordering principles for the communication process itself. Raises problems for future communication research in the international arena.
- Lynn, James T. An interview with HUD Secretary James T. Lynn. *Black enterprise*, v. 4, Feb. 1974: 25-27, 47-49.
 Interview with Lynn covered Federal Housing programs: subsidies, minority construction programs and cash assistance.
- Magida, Arthur J. Major programs revised to stress community control. *National journal reports*, v. 6, Sept. 14, 1974: 1369-1379.
 "The first comprehensive housing law since Republicans took over the White House in 1969 provides for major changes in traditional programs. There's a new emphasis on community control of how funds will be spent and a switch from the concept of erecting public housing for low income people to providing the poor with subsidies to make up the difference between what they can pay and what the landlord wants."
- Moore, John L. Outlook improves for passage of community development bill. *National journal reports*, v. 6, Apr. 13, 1974: 554-562.
 "After four years of deadlock, there is a better than even chance that Congress will approve the first block grant approach to funds for housing and community development this spring. One key breakthrough was a compromise between the White House and Congress on the traditional hangup—whether cities would have to apply for funds and whether federal officials would review the applications. Although the House and Senate committees differ on funding techniques, key officials believe that they can be worked out."
- The New Housing Act: building blocks for boosting home financing. *Savings and loan news*, v. 95, Nov. 1974: 52-58.
- U.S. Congress. Conference Committees, 1974. Housing and Community Development Act of 1974; conference report to accompany S. 3066. [Washington, U.S. Govt. Print. Off.] 1974. 175 p. (93d Cong., 2d sess. House. Report no. 93-1279)
 — House. Committee on Banking and Currency. The Housing and Urban Development Act of 1974; report together with dissenting and supplemental views to accompany H.R. 15361. [Washington, U.S. Govt. Print. Off.] 1974. 216 p. (93d Cong., 2d sess. House. Report no. 93-1114)
 — House. Committee on Banking and Currency. Subcommittee on Housing. The administration's housing and community development proposals. Washington, U.S. Govt. Print. Off., 1974. 207 p.
 At head of title: [93d Cong., 2d sess.] Committee print.
 — House. Committee on Banking and Currency. Subcommittee on Housing. Compilation of the Housing and Community Development Act. Washington, U.S. Govt. Print. Off., 1974. 753 p.
 At head of title: Committee print.
 "Public law 93-383, section-by-section summary, joint explanatory statement of the managers of the Committee of Conference, House report 93-1114, Senate report 93-693."
 — House. Committee on Banking and Currency. Subcommittee on Housing. Directory of recipients: Housing and Community Development Act of 1974 (S. 3066, title I). Washington, U.S. Govt. Print. Off., 1974. 216 p.
 At head of title: Committee print.
 — Senate. Committee on Banking, Housing and Urban Affairs. Housing and Community Development Act of 1974; section-by-section summary to accompany draft bill (identified as Committee print no. 2). Washington, U.S. Govt. Print. Off., 1974. 69 p.
 At head of title: 93d Cong., 2d sess. Committee print.
- U.S. Department of Housing and Urban Development. Summary of the Housing and Community Development Act of 1974. [Washington] 1974. 23 p.

- Office of International Affairs. An insured building warranty plan for home buyers: British experience and an American proposal. Washington, 1974. 13 p.
At head of title: HUD international foreign information news item.
- Outlines the NAHB insured home warranty program for newly constructed owner-occupied residences, discusses the British plan upon which the current NAHB program is based, and describes current U.S. housing practices with regard to building warranties.
- U.S. General Accounting Office. Disposal of acquired properties in Detroit, Michigan: progress and problems, Department of Housing and Urban Development; report to the Legal and Monetary Affairs Subcommittee, Committee on Government Operations, U.S. House of Representatives by the Comptroller General of the United States [Washington] 1974. 18 p.
"B-114860, Mar. 12, 1974"
- U.S. Library of Congress. Congressional Research Service. Critique of "Housing in the seventies." Prepared [for] Housing and Urban Affairs Subcommittee of the Senate Committee on Banking, Housing and Urban Affairs. Washington, U.S. Govt. Print. Off., 1794. 106 p.
At head of title: 93d Cong., 2d sess. Committee print.
Presents critique and analysis of the HUD study of housing policy and programs entitled "Housing in the seventies."
- Walker, Ballus, Jr. Recent developments in housing and urban development. Journal of environmental health, v. 37, Sept.-Oct. 1974: 144-146.
- Weaver, Robert C. Housing: an essential element of community development. Public affairs comment; v. 21, Nov. 1974: 1-6.
Reviews the development of Federal housing programs.
- Weinstein, Jerome I. Housing subsidies: an overview. Journal of urban law, v. 51, May 1974: 723-752.
"The new federalism and revenue sharing expose the housing subsidy system to violent change. The primary purpose of this article is to identify and explain the magnitude of housing subsidies existing beyond the common programmatic nomenclature. By doing so, the article attempts to provide both clarification and insight into the complex system. The identification process, to the extent possible, will divide the subsidies methodically into categories: primarily, public housing, below market interest rates, direct cash grants, loan related subsidies, project-related subsidies, and taxation in its many forms."
- Landlord-Tenant Relations*
- Bentley, Allen R. An alternative residential lease. Columbia law review, v. 74, June 1974: 836-883.
Article "describes the South Brooklyn Legal Services (SBLs) lease, an alternative lease form developed by the author with the assistance of other attorneys at an OEO-funded neighborhood law office." Compares the traditional lease and shows the usefulness of the SBLs lease in low-income housing situations.
- Berger, Curtis J. Hard leases make bad law. Columbia law review, v. 74, June 1974: 791-835.
Article analyzes "how courts respond when a landlord wishes to enforce one of the more onerous terms in his lease against an uncompliant tenant." Concludes, after analyzing 16 standard leases from throughout the country, that almost all treat the tenant like a latter-day serf, attempting to immunize the landlord against claims of the tenant.
- Castaldo, Irene. The Uniform Residential Landlord and Tenant Act: new hope for the beleaguered tenant? St. John's law review, v. 48, Mar. 1974: 546-567.
Comment concludes that the Uniform Residential Landlord Tenant Act, "although in need of refining, does bolster the tenant's position by making his rights inalienable, by outlawing unconscionable clauses, and by requiring that an aggrieved party mitigate his damages. The principle of caveat emptor is rejected and the payment of rent does not merely entitle the lessee the 'quiet enjoyment,' but is made dependent upon the habitable condition of his premises."
- Donahue, Charles, Jr. Change in the American law of landlord and tenant. Modern law review, v. 37, May 1974: 242-263.
Article discusses U.S. landlord and tenant law, making some comparisons to English law.
- Granville, Samuel. New York's experiment in tenant safety. HUD challenge, v. 5, Sept. 1974: 22-25.
Describes a plan by which New York City tenants contribute to their own security.

Hartman, Chester W. Kessler, Robert P. LeGates, Richard T. Municipal housing code enforcement and low-income tenants. *Journal of the American Institute of Planners*, v. 40, Mar. 1974: 90-104.

"Municipal housing code enforcement often leads to rent increases, tenant moves to lower cost housing, evictions, and reduction in the low-rent housing stock, and thus may harm low-income tenants more than it helps them. . . . Subsidies and controls that help low-income families afford decent housing must complement the state's legal requirement that all housing units meet code standards. A proposal is put forth for rehabilitation and rent subsidies, controls on rents, and changes in ownership and control of rental property to be used in coordination with housing code enforcement. The importance of full participation of tenants and tenant organizations is stressed in all phases of this new approach to code enforcement."

Iser, Curtiss. Landlord-tenant—the fall of landlord tort immunity. *Ohio State law journal*, v. 35, no. 1, 1974: 212-229.

Case note says that a landlord generally is not liable for injuries incurred as a result of unreasonably dangerous conditions existing on property leased to another. In *Sargent v. Ross*, however, the New Hampshire Supreme Court rejected this doctrine of landlord tort immunity and placed that state in direct conflict with the vast weight of American authority.

Lally, Maureen Ellen. A contractual basis for an implied warranty of habitability in residential leases. *Duquesne law review*, v. 12, spring 1974: 665-678.

Case note focuses on a landlord-tenant decision of the Massachusetts' Supreme Judicial Court which held that "in the rental of any premises for residential purposes under an oral or written lease, for a specified time or at will, there is an implied warranty of habitability."

Landlord and tenant—affirmative action for rent abatement is appropriate remedy for breach of landlord's covenant of habitability. *Rutgers law review*, v. 27, no. 3, 1974: 597-601.

Case note says that "Berzito, although leaving determinations of what constitutes a breach of the covenant of habitability to later cases, extends recognition of the covenant to its logical conclusion: full contractual remedies for the tenant."

Maslow, Jonathan. Harlem housing: the new homesteaders. *Ramparts*, v. 13, Aug. 1974: 12-15.

Discusses abandonment and "milking" in real estate, concentrating on tenant/landlord problems on 146th Street, Harlem.

Piro, Neil S. Jersey City's experiment in tenant safety. HUD challenge, v. 5, May 1974: 16-18.

Discusses voluntary efforts of Jersey City public housing groups to organize residents into tenant patrols to monitor maintenance of and access to their own buildings.

Sabbath, Michael D. Tort liability of the landlord: the emergence of the reasonable man standard. *Emory law journal*, v. 23, fall 1974: 1051-1070.

Says that "present day realities require the application of ordinary negligence principles to the landlord-tenant relationship. The purpose of this comment is to sketch briefly the development and the present status of the law with regard to a landlord's tort liability and to suggest general tort principles as a preferable alternative to the traditional principles."

Sargent v. Ross: abrogation of landlord's tort immunity. *Duke law journal*, v. 1974, May 1974: 175-193.

"In *Sargent v. Ross*, the Supreme Court of New Hampshire explicitly abrogated the firmly established common law rule that a landlord is not liable, except in certain limited situations, for injuries caused by defective or dangerous conditions on leased premises."

Strum, Brian J. New trends in the landlord-tenant relationship. *Real estate review*, v. 1, summer 1974: 125-130.

Examines the warranty of habitability and the security deposit as a means to ensure that a landlord repair his property.

Condominiums

Clothier, George B. The great condominium mania. *Pennsylvania Bar Association quarterly*, v. 94, June 1974: 437-443.

Article discusses both high rise and town house condominiums, detailing advantages and problems, and relates condominium sales to Penn. law.

Clothier, George B. The great condominium mania. *Case & comment*, v. 79, Sept.-Oct. 1974: 3-6.

Discusses pros and cons of condominium ownership.

Cohen, Nancy Jane. Condominiums in the District of Columbia: a preliminary reconnaissance. Washington, Washington Center for Metropolitan Studies, 1974. 34 p.

"A report to the District of Columbia Office of Housing Programs."

Condominiums: is Federal regulation needed? Congressional quarterly weekly report, v. 32, Oct. 26, 1974: 2980-2902.

Discusses the Senate Banking, Housing and Urban Affairs Subcommittee proposals for Federal regulation of condominium sales and conversions.

Continental Mortgage Insurance, Inc. Bibliography of condominium literature. Monticello, Ill., 1974. 15 p. (Council of Planning Librarians. Exchange bibliography 626).

Includes some references to condominium development in areas other than the U.S., though the emphasis is on the U.S. experience.

Downie, Leonard, Jr. Condominiums: new ripoff. Nation, v. 218, Mar. 9, 1974: 306-308.

Asserts that "condominiums have become the newest national consumer problem. Widespread complaints of shoddy construction, poor maintenance, hidden costs and contract chicanery have produced hundreds of lawsuits against condominium developers, and prompted a number of state, county and city bodies to consider new legislation this year for the regulation of condominium development and sales."

Garfinkel, Marvin. Structuring an incremental residential condominium. Practical lawyer, v. 20, Oct. 1974: 1-26.

Gerardi, Natalie. How to build and sell condominiums without risking a trip to court. House and home, v. 46, Sept. 1974: 68-71.

Suggests how to avoid the major pitfalls involved in condominium development and sales, according to attorney Patrick C. McKeever.

Gerardi, Natalie. How Virginia's new condominium act can steer you away from trouble. House and home, v. 46, Sept. 1974: 72-73.

Reports on the new Virginia Condominium Act and the views of realtor Albert W. Highsmith, chairman of the Virginia Real Estate Commission, who helped draft the act.

Gunnar, Peter M. Securities law implications in the condominium field. Mortgage banker, v. 34, Jan. 1974: 56-57, 59-60.

Surveys the conditions under which the offerings of condominium units will be viewed as the offering of securities in the form of investment contracts.

Jaskol, Howard T. A lender looks at condominium conversions. Real estate review, v. 4, spring 1974: 70-73.

Discusses obtaining interim and permanent financing for condominium conversions.

Johnakin, Stephen G. A second generation of condominium statutes. HUD challenge, v. 8, Oct. 1974: 20-23.

Reprint from Lawyers Title News "in response to consumer interest in the legal aspects of condominiums—affecting developers, lenders, and unit purchasers."

Kozuch, James R. Shank, Andrew G. Management of funds is key to successful condo conversions. Mortgage banker, v. 35, Nov. 1974: 5-10, 12.

"Converting an apartment into a condominium is a complicated process. It requires astute marketing, a comprehensive feasibility study, the acquisition and refurbishment of a desirable project—and money. One critical segment of that process is the management of the money employed in the conversion operations."

Levy, Warren. The coming of the condominium. Journal of insurance, v. 35, Nov.-Dec. 1974: 10-14.

"Evidence is accumulating that condominiums, once they have overcome their current growing pains, may rival or even replace the traditional single-family dwelling as the major housing mode of tomorrow."

Lippman, Thomas W. Apartments for sale. Washington post, May 26, 1974, p. A1, A8; May 27, p. A1, A24; May 28, p. A1, A10.

Contents.—The condominium boom.—Condominiums bring bigger profits.—Pitfalls face the condominium buyer.

McVey, Lane L. Murchison, David R. Federal securities regulation of condominiums: a purchaser's perspective. Georgetown law journal, v. 62, May 1974: 1403-1437.

Comment says that by requiring full and fair disclosure, "the federal securities laws assist the condominium purchaser in obtaining the information necessary

for a knowledgeable investment decision. These disclosure requirements, when coupled with effective remedies, strengthen the purchaser's protections against developer abuses. From a purchaser's perspective, the disclosures, and deterrents made possible by the federal securities laws enhanced substantially the prospects for a transaction based on accurate facts and free from fraud and deception." Olson, John F. Fein, Ronald I. The single-state condominium offering. Real estate review, v. 4, spring 1974: 78-87.

"Having been advised that a condominium or real estate project may involve the sale of a security, a developer has two choices: (1) register the offer and sale of the project with the SEC and qualify it with appropriate state securities commissions; or (2) structure the offer and sale of the project so that it will be exempt from those registration requirements." Rosenbaum, Robert D. The resort condominium and the Federal securities laws—a case study in governmental inflexibility. Virginia law review, v. 60, May 1974: 785-816.

"... the Securities Exchange Act of 1934 was not designed or intended for the regulation of the sale of residential real estate, even when that real estate is sold as an investment vehicle. The purpose of this Article, is to propose that [the SEC and the Federal Reserve] adopt a more flexible regulatory approach to resort condominium offerings." U.S. Department of Housing and Urban Development. Questions about condominiums: what to ask before you buy. [Washington, 1974] 48 p.

"The purpose of this booklet is to inform possible purchasers and others interested in the condominium concept and to encourage—not discourage—condominium ownership. To help potential owners buy wisely, some negative factors are discussed."

Mobile Homes

Cooke, Patrick W., and others. State building regulatory programs for mobile homes and manufactured buildings—a summary. Washington, National Bureau of Standards [for sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 30 p. (U.S. National Bureau of Standards. Technical note 853).

"Information describing state mobile home and manufactured building regulatory programs are presented in two series of summary tables. The tables provide information on salient elements of the enabling legislation and the administrative rules and regulation promulgated for each state program. Other features and the various enforcement programs, including the status of reciprocity for the interstate acceptance of mobile homes and manufactured buildings are also enumerated."

Davidson, Harold A. The future of the mobile home market. Real estate review, v. 3, winter 1974: 109-114.

"All indications point to a growing role by mobile homes in satisfying the nation's shelter requirements."

Hartwig, Arthur H. Quiet revolution in mobile home financing. Real estate review, v. 3, winter 1974: 115-118.

Predicts that, due to the new option of low-rate, simple-interest financing, "within five years, 40 to 50 percent of all mobile homes sold will be under FHA or other direct amortization financing."

McDonnell, Lynda. Mobile boxes of tick-tacky. Progressive, v. 38, May 1974: 25-28.

"Middle-income America is becoming progressively more dependent on the mobile home as its major source of housing."

Meyer, Eugene. Purgatory on wheels. Ramparts, v. 13, Aug. 1974: 33-38.

Says that because "mobile homes have become such a major share of the American housing market is reason enough to turn the industry, through legislation, into something more than an unregulated frontier caricature."

Verkuil, Paul R. Perspectives on reform of financial institutions. Yale law journal, v. 83, June 1974: 1349-1381.

Article reviews current proposals for reform of financial institutions, especially with respect to the home mortgage market, bank trust departments, and bank regulatory agencies.

Housing (General Material)

Anderson-Khleif, Susan. Coleman, Richard P. Public responses to new developments in housing. [Cambridge, Mass., Joint Center for Urban Studies of the Massachusetts Institute of Technology and Harvard University] 1974. 34 1. (Joint Center for Urban Studies. Working paper no. 26).

"The purpose of this paper is to report findings on public reactions to several newer forms of housing including condominiums, townhouses, factory-built housing, and mobile homes. Data for this study were collected during three hundred interviews with a representative sample of Kansas City metropolitan area residents."

Balz, Daniel J. Builders seek support for program to aid sagging market. National journal reports, v. 6, Mar. 9, 1974: 353-360.

"The slump in the housing industry has led to a series of proposals from home builders they say will help them as well as stimulate the over-all economy. But because there are so many factors involved in the slump, there is little agreement on a remedy and the chances that anything will be done quickly are slim. Congress is more concerned with the massive omnibus housing bill and the Administration prefers to wait and see whether there will be a further decline in housing starts or whether a slow recovery is at hand."

Bazan, Horace B. "The fragmentation of FHA"—a special report. Mortgage banker, v. 35, Oct. 1974: 17-18, 22, 24, 26, 28-30.

Examines the nature and effects of the 1969 reorganization of the FHA. Excerpts from an MBA report.

Biederman, Kenneth R. Brannon, Gerard M. Tax exempt interest for savers: boon or boondoggle? Tax notes, v. 2, Oct. 7, 1974: 3-11.

Argues that the concept of a \$750 or \$1000 savings interest exclusion is at best a short-run, stop-gap measure to stem disintermediation. "In sum, what it really looks like is that there is little in this gimmickry to recommend it as a solution to the country's housing and inflationary ills."

Biederman, Kenneth R. Tucillo, John A. Viksnins, George J. The taxation of financial intermediaries: a comparison of the current bad debt allowance and the proposed mortgage tax credit provisions. Washington, National Savings and Loan League, 1974. 70 p.

Reprinted in U.S. Congress. Senate. Committee on Banking, Housing and Urban Affairs. Subcommittee on Financial Institutions. Financial Institutions Act—1973. Hearings, 93d Cong., 2d sess., on S. 2591. Washington, U.S. Govt. Print. Off., 1974. p. 527-606.

Bomar, Thomas R. Conversion. Federal Home Loan Bank Board journal, v. 7, May 1974: 2-7.

Testimony of the Federal Home Loan Bank Board chairman on Apr. 8 before the Subcommittee on Financial Institutions of the Senate Banking, Housing, and Urban Affairs Committee. Bomar said mutual S&L's should have the option of converting to a stock form of ownership.

Chang, Diana. Social and psychological aspects of housing; a review of the literature. Monticello, Ill., 1974. 20 p. (Council of Planning Librarians. Exchange bibliography 557).

Chapman, William. The housing hustlers. Progressive, v. 38, May 1974: 29-32.

"Government housing programs designed to guarantee the poorest a decent home have been transformed into giant boondoggles for middle- and upper-caste entrepreneurs. The profiteers include those respectable middlemen who have been at the center of the nation's housing complex since the 1930s—builders, realtors, mortgage bankers, savings and loan officials, and, finally, Federal Housing Administration bureaucrats."

Colean, Miles L. Should FHA's mutuality be abandoned? Mortgage banker, v. 34, Jan. 1974: 49, 52, 54.

"While objection has been raised to this extreme possibility, no voice except that of MBA in its repeated policy statements has been heard in support of continuing mutual mortgage insurance." Presents justifications for and criticisms against the mutual mortgage insurance fund.

Construction developments in 1973. Construction review, v. 20, Apr. 1974: 4-8. Reviews private residential, private nonresidential and public construction developments.

Construction, real estate, and mortgage markets. Federal Reserve bulletin, v. 60, June 1974: 407-419.

Review of these markets as of the first quarter of 1974.

Conway Research, inc. Real estate investment and development; site selection handbook 1974. [Atlanta, Ga.] 1974. 64, 16, 16 p.

Partial contents.—Growth factors in the fifty states.—Financing assistance for developers.—Investment incentives for developers.—REITS: a wellspring of creative financing for land developers.—New towns one answer to aimless urbanization.—Survey of corporate facility planners and real estate managers.

- Cook, Timothy Q. The residential mortgage market in recent years: structural changes, sectoral behavior, and the cost and availability of mortgage credit. Federal Reserve Bank of Richmond economic review, v. 60, Sept.-Oct. 1974: 3-18.
- Cox, William M. Plotting best strategies for making investments in GNMA passthroughs. Money manager, v. 2, Jan. 7, 1974: 5-6, 8.
- Illustrates factors for making investments in GNMA passthrough securities initiated to provide a flow of investment monies from geographic areas of plentiful funds to areas where mortgage money is relatively scarce, and to provide investors with the opportunity to invest in a mortgage-type instrument if by tradition they previously had not been buyers of mortgages.
- Crim, Sarah K. FHA: 40 years old with certain changes ahead. Mortgage banker, v. 34, July 1974: 36, 38-39, 42.
- Discusses FHA's past 40 years, concluding that while it is not clearly defined where it is going, it is apparent that changes will be made.
- Cunningham, Dixon C. The Hunt Commission report. Atlanta economic review, v. 24, Jan.-Feb. 1974: 19-23.
- "Its implications for commercial banks, thrift institutions, and residential construction."
- Davidson, Philip H. Ennis, B. Gayle. Financial highlights of 1973. Federal Reserve Bank of Richmond economic review, v. 60, Jan.-Feb. 1974: 3-8, 12-14.
- Describes some of the financial highlights of 1973 and shows how they were related to the broad scope of economic activity, focusing on monetary policy, interest rates, securities, and mortgage markets.
- Davidson, Philip H. Investor participation in financing residential mortgages: 1963-1972. Federal Reserve Bank of Richmond economic review, v. 60, Jan.-Feb. 1974: 9-11.
- Downs, Anthony. Lachman, M. Leanne. The current climate for real estate investment and development. Real estate review, v. 4, spring 1974: 28-33.
- Reviews the real estate investment and development climate as of the end of 1973.
- Eckstein, Otto. High interest could retard housing, aborting recovery. Money manager, v. 3, Apr. 29, 1974: 5-6, 52.
- Fisher, Robert Moore. Graham, John W. Housing demand by one-person households. Land economics, v. 50, May 1974: 163-168.
- "Says that 'discussion of national housing policy and projection of housing goals in the United States has often overlooked the dynamic, and possibly cyclically unstable, role of one-person households in affecting the demand for housing and for consumer goods and services in general. Reflecting the cumulative impact of varied social, economic, legal, medical, and other developments, living alone had by early 1973 become at least a temporary way of life for a record 12.6 million persons.'"
- Fox, Clara. Public programs for housing in New York. City almanac, v. 8, Feb. 1974: 1-11.
- Reviews housing construction in New York City over the past 50 years, surveys the major thrusts of programs—city, state, and Federal—that impacted the city in the 50s and 60s, and discusses the urban housing realities of the 70s.
- Francis, Jack Clark. Helping Americans get mortgages. Federal Reserve Bank of Philadelphia business review, Jan. 1974: 14-21.
- Points out that by creating a viable secondary market for home mortgages, Uncle Sam's home-financing agencies have strengthened the lending institutions that make mortgage loans and have increased the attractiveness of mortgages as investments.
- Ganis, David R. All about the GNMA mortgage-backed securities market. Real estate review, v. 4, summer 1974: 55-65.
- "A real estate financing instrument has finally caught Wall Street's eye."
- Glasser, Farrell C. Gimme shelter: reform of real estate tax shelters. University of Michigan journal of law reform, v. 7, winter 1974: 267-296.
- Article describes the way a tax shelter operates, from both a business-economic and a tax viewpoint, and examines the real estate tax shelter from the standpoint of possible tax reform to correct the abuses that stem from real estate syndications.
- Government housing agencies generate frustration, little cheer. Mortgage banker, v. 34, July 1974: 23-24, 26, 28-29.
- Says that though high inflation and high interest rates have put a damper on the nation's housing market, some new markets and rules have surfaced that may be important to mortgage bankers.

Gray, Robert L. Housing policy success dependent on access to private mortgage markets. *Mortgage banker*, v. 34, May 1974: 79-82.

What is needed "is a route through the political impasse that will activate a sound system to put people, at terms they can afford, into decent new, fine, or used housing, much of which is now on the market."

The Great American house party is over. *Forbes*, v. 114, Nov. 1, 1974: 22-24, 26, 28.

"The housing industry may get sicker before it gets better, and even when it gets better, it's not going to be its old expansive self."

Guttenag, Jack. Lester, Terry. Klein, Fred. Examination of yield earned by issuers of GNMA pass-throughs. *Mortgage banker*, v. 34, Apr. 1974: 26, 28, 31-32.

"The issuer of a GNMA-guaranteed pass-through security is an investor. He typically advances funds during the process of creating a mortgage pool as well as during the lifetime of the pool, and he earns a stream of net income that constitutes the return on his investment. As an investor the issuer should know the rate of return that he is earning on the funds committed. Evidently, however, few if any issuers attempt to determine their return, probably because the task is a rather complicated one." Reports on a technique for calculating the rate of return.

Holmes, Lee B. Critical legislative year looms for mortgage bankers. *Mortgage banker*, v. 34, Jan. 1974: 14, 16, 18, 20, 22, 24.

"... 1973 appears to have been a year in which the legislative issues were clearly drawn, perhaps more clearly drawn, perhaps more clearly than ever before, and 1974 seems sure to be the most potentially critical legislative year the mortgage banking industry has yet faced."

Housing legislation prospects for 1974 improve slightly. *Mortgage banker*, v. 34, July 1974: 14, 17-19.

Compares pending FHA housing legislation.

Housing and Construction Conference on Inflation, Atlanta, 1974. Report. [Washington, U.S. Govt. Print. Off.] 1974. 2 v.

Contains the entire transcript of the conference; 47 formal statements and position papers submitted both before and after the conference; and the tabulated responses to a questionnaire prepared for the conference by Louis Harris and Associates, Inc.

Howe, John S., and others. Annual housing and mortgage outlook and building season forecasts. *Savings bank journal*, v. 55, Apr. 1974: 37-42.

Contents.—Estimates industry 1974 mortgage finance capability at \$16 billion, by J. Howe.—Warns of lagging demand trend with supply relatively high, by W. Williams.—High costs, rates dim prospects for housing slump recovery, by G. Preston.—Calls for 'sensible growth' plans to meet decade's housing needs, by L. Cenker.—Cities pervasive impact of energy shortage on housing markets, by J. Doherty.

Jossman, Ralph. Real property law. *Wayne law review*, v. 20, Jan. 1974: 579-609.

Article surveys real property legal cases in Michigan for 1973, pointing out that last year was not an important one as far as reported cases on real estate law were concerned. However, legislation has been enacted regulating many types of land sales and residential leases. Their effects are far reaching and it is probable that in a few years reported cases will be dealing with the application of these statutes.

Kidd, Phillip E. Decline in use of FHA programs signals major industry change. *Mortgage banker*, v. 34, May 1974: 12-14, 17-18.

Says that since W.W. II "mortgage companies have relied heavily on FHA-insured and VA-guaranteed in performing mortgages . . . concentrating on single-family loans. Currently, the most noticeable and most discussed change in mortgage banking is the abrupt decline in the use of FHA programs in both the single-family and multifamily fields."

Lubar, Sheldon B. FHA: 40 years later. HUD challenge, v. 5, June 1974: 30-32.

Says that life is going to begin again with FHA's 40th anniversary.

Marcin, Thomas C. The effects of declining population growth on the demand for housing. [St. Paul, Minn.] North Central Forest Experiment Station [for sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 12 p. (U.S. Forest Service. General technical report NC-11).

Says that the declining population growth and unprecedented changes in the age structure of the population in the next several decades will profoundly affect housing demand in the next 50 years. Predicts decline in housing demand and substantial change in the type of housing in demand are likely to occur by 1990.

- Martin, David G., Jr. New advertising rules for the land developers. Real estate review, v. 4, spring 1974: 111-11.
- "Advertising and marketing restrictions implemented by the Office of Interstate Land Sales Registration (OILSR) of the Department of Housing and Urban Development (HUD) on December 1, 1973, may revolutionize the selling of subdivided property. Many developers have neither grasped the impact of the new restrictions nor made plans to conform to them. The purpose of this article is to identify and discuss some of the problems resulting from the new restrictions."
- Mason, W. Beverley, Jr. Independent FHA could help ease housing crisis. Mortgage banker, v. 35, Dec. 1974: 12, 14, 16-18.
- Matthews, Trevvett. Two major lenders report variable rate acceptance. Mortgage banker, v. 35, Oct. 1974: 72, 74, 78, 87-88.
- Says that borrowers may not like variable rate mortgages, but they will accept them.
- McAuliffe, William J., Jr. Congressional battle lines drawn for settlement regulations in '74. Mortgage banker, v. 34, Feb. 1974: 16, 18, 21-24.
- Reviews housing and settlement regulatory legislation proposed in Congress as of February 1974.
- McElhone, Josephine M. Cassidy, Henry J. Mortgage lending: its changing economic and demographic environment—a call for innovations. Federal Home Loan Bank Board journal, v. 7, July 1974: 7-15.
- Says that changes in the economic environment and in the demographic characteristics of the population "are revealing certain defects in the long-term, fixed-rate, constant-payment, fully amortizing mortgage—both for lenders and for certain classes of borrowers. The purpose of this article is to analyze these defects, and the conditions which led to them, and to consider alternative forms of housing finance."
- McKinney, Patricia. NAHB housing warranty program. Urban land, v. 33, Feb. 1974: 9-14.
- "A ten-year insured home warranty program now being developed by the National Association of Home Builders (NAHB) will provide significant benefits to the homebuying public and could have far-reaching effects on land use and land developers throughout the United States. Fast on its way to becoming a reality in 1974, the program is the product of a set of circumstances spurred by 'consumerism.'"
- Meltzer, Allan H. More mortgage money doesn't mean increased housing. Money manager, v. 3, Sept. 16, 1974: 3, 46-48.
- "My study of the evidence leads me to conclude that policies to help housing by increasing mortgage credit have had little effect on housing. Below, I summarize some [of] the evidence from long-term movements during the past 60 years and from recent housing cycles."
- Mortgage Bankers Association of America. Economics and Research Committee. Mortgage banking 1973: financial statements & operating ratios. Washington [1974] 40 p. (Mortgage Bankers Association of America, Economics and Research Committee. Trends report no. 14)
- North Carolina. Legislative Research Commission. A study of home financing in North Carolina; 1974 report. [Raleigh, 1974] 18, 38 p.
- Proxmire, William. Is jawboning the answer? Dun's review, v. 104, Oct. 1974: 66-69, 132.
- In an interview Senator Proxmire gives his views on wage-price controls, other anti-inflationary policies, banking regulation and housing policy.
- Ronis, Benjamin. Industry, public could benefit from housing 'umbrella'. Mortgage banker, v. 35, Nov. 1974: 45-47, 54, 56.
- Discusses sheltering the housing industry to encourage growth.
- Roulac, Stephen E. Proposed tax reform—inconsistent with national housing policy. Appraisal journal, v. 42, Apr. 1974: 251-260.
- "To promote multi-family residential housing, both the HUD Act of 1968 and the 1969 Tax Reform Act provided several real estate tax advantages, which now are being threatened by the U.S. Department of the Treasury, particularly by its proposed Limitation on Artificial Accounting Laws (LAL). [The author] concludes that rather than reduce the 'tax shelter' industry, these proposals inadvertently realign national priorities and would seriously and adversely affect the economy through the housing market."
- Rowe, James L., Jr. Fund crunch hits housing once again. Washington post, July 7, 1974, p. K1, K5; July 8, p. D12-D13; July 9, p. D8-D9; July 10, p. D11, D15; July 11, p. F1-F2.

Five-part series on the difficulties facing the financial industry at a time of increasingly high inflation and tremendous competition for funds. Concentrates on the effects of tight money and high interest rates on the housing and the thrift industries.

Reprinted in the Congressional record [daily ed.] v. 120, July 11, 1974: S12222-S12229.

Starr, Roger. America's housing challenge—what it is and how to meet it. New leader, v. 57, Sept. 30, 1974: whole issue.

Partial contents.—Ownership and tenure.—Resources for the future.—The money market.—The problem of policy.

Trouble in housing for years ahead. Business week, no. 2339, July 13, 1974: 56-58, 60.

"Scarce mortgage money and soaring costs add to the housing dilemma."

Turner, George E. Architectural/building programming: an annotated bibliography. Monticello, Ill., 1974. 7 p. (Council of Planning Librarians. Exchange bibliography 662)

"Supplement to Exchange Bibliography No. 384 of April 1973."

U.S. Congress. Conference Committees, 1974. Real estate settlement costs; Conference report to accompany S. 3164. [Washington, U.S. Govt. Print. Off.] 1974. 15 p. (93d Cong., 2d sess. House. Report no. 93-1526)

House. Committee on Banking and Currency. Subcommittee on Bank Supervision and Insurance.

Consumer Home Mortgage Assistance Act of 1974. Hearings, 93d Cong., 2d sess., on H.R. 12421. Feb. 28 and Mar. 5, 1974. Washington, U.S. Govt. Print. Off., 1974. 219 p.

"A bill to increase the availability of urgently needed mortgage credit for the financing of housing, and for other purposes."

House. Committee on Banking and Currency. Subcommittee on Housing. Real estate settlement costs. Hearings, 93d Cong., 1st and 2d sess., on H.R. 9989, H.R. 11183, H.R. 11460 [and] H.R. 12066. Washington, U.S. Govt. Print. Off., 1974. 813 p.

Hearings held Dec. 4 . . . Jan. 30, 1974.

House. Committee on Government Operations. Legal and Monetary Affairs Subcommittee. Management of HUD-held multifamily mortgages. Hearings, 93d Cong., 2d sess. Mar. 27 and 28, 1974. Washington, U.S. Govt. Print. Off., 1974. 116 p.

House. Committee on Government Operations. Legal and Monetary Affairs Subcommittee.

Review of Federal Housing Administration (part 2—update of FHA mortgage insurance funds deficits). Hearings, 93d Cong., 2d sess. Mar. 26, 1974. Washington, U.S. Govt. Print. Off., 1974. 117-192 p.

House. Committee on Veterans' Affairs. Subcommittee on Housing. H.R. 9578, Veterans' Housing Act. Hearings, 93d Cong., 2d sess., on H.R. 9578. May 23 and 29, 1974. Washington, U.S. Govt. Print. Off., 1974. 2565-2631 p.

Senate. Committee on Banking, Housing and Urban Affairs.

Clarifying amendments to the National Housing Act; report to accompany S.J. Res. 263. [Washington, U.S. Govt. Print. Off.] 1974. 4 p. (93d Cong., 2d sess. Senate. Report no. 93-1322)

Senate. Committee on Banking, Housing and Urban Affairs. Subcommittee on Financial Institutions. Financial Institutions Act—1973. Hearings, 93d Cong., 2d sess., on S. 2591. Washington, U.S. Govt. Print. Off., 1974. 1094 p.

"To improve the efficiency and flexibility of the financial system of the United States in order to promote sound economic growth, including the provision of adequate funds for housing."

Senate. Committee on Banking, Housing and Urban Affairs. Subcommittee on Financial Institutions. Government deposit insurance. Hearings, 93d Cong., 2d sess., on S. 2640, title 1 of S. 2735, and H.R. 11221. Mar. 19-21, 1974. Washington, U.S. Govt. Print. Off., 1974. 366 p.

"To increase the availability of urgently needed mortgage credit for the financing of housing and for other purposes."

Senate. Committee on Banking, Housing and Urban Affairs. Subcommittee on Financial Institutions. Reform of financial institutions—1973. Hearings, 93d Cong., 2d sess. Sept. 11, 12, and 25, 1974. Washington, U.S. Govt. Print. Off., 1974. 747 p.

Senate. Committee on Banking, Housing and Urban Affairs. Subcommittee on Housing and Urban Affairs. Mortgage credit. Hearings, 93d Cong., 2d sess., on S. 3436 [and] S. 3456. Aug. 6 and 7, 1974. Washington, U.S. Govt. Print. Off., 1974. 124 p.

U.S. General Accounting Office. Examination of financial statements of the Federal Home Loan Mortgage Corporation for the year ended December 31, 1973; report to the Congress by the Comptroller General of the United States. [Washington] 1974. 15 p.

"B-179312, Oct. 11, 1974."

— Examination of financial statements of the Government National Mortgage Association for fiscal year 1973, Department of Housing and Urban Development; report to the Congress by the Comptroller General of the United States. [Washington] 1974. 25 p.

"B-114828, June 3, 1974."

— Examination of the financial statements of the Federal Home Loan Bank Board, the Federal home loan banks, and the Federal Savings and Loan Insurance Corporation for calendar year 1973: communication from Comptroller General of the United States. Washington, U.S. Govt. Print. Off., 1974. 37 p. (93d Cong., 2d sess. House. Document no. 93-389). Issued as GAO report B-114827, Nov. 13, 1974.

— Greater benefits can be derived from improved HUD audits of program participants, Department of Housing and Urban Development; report to the Congress by the Comptroller General of the United States. [Washington] 1974. 31 p.

"B-114860; Nov. 25, 1974."

— Improvements needed in the overall management of HUD-held multi-family mortgages, Department of Housing and Urban Development; report to the Subcommittee on Legal and Monetary Affairs, Committee on Government Operations, House of Representatives by the Comptroller General of the United States. [Washington] 1974. 36 p.

"B-114860, Mar. 14, 1974."

The Unvariable rate mortgage. *Savings & loan news*, v. 95, July 1974: 40, 42-46.

"Has the time finally come for the variable rate alternative? Probably not. The variable rate mortgage might not help much, anyway."

Verkuil, Paul R. Perspectives on reform of financial institutions. *Yale law journal*, v. 83, June 1974: 1349-1381.

Article reviews current proposals for reform of financial institutions, especially with respect to the home mortgage market, bank trust departments, and bank regulatory agencies.

Walker, Ballus, Jr. Recent developments in housing and urban development. *Journal of environmental health*, v. 37, Sept. Oct. 1974: 144-146.

Wetmore, John M. Secondary market a vital force: FHA-VA mortgage costs—bargains in capital-short areas. *Mortgage banker*, v. 34, Apr. 1974: 5-6, 8, 11, 14.

"The nationwide secondary mortgage market performs a vital function. It provides capital-deficit areas with funds that are badly needed to finance all types of real estate. The market is an efficient conduit for importing funds from capital-surplus areas."

Whitman, Dale A. Home transfer costs: an economic and legal analysis. *Georgetown law journal*, v. 62, May 1974: 1311-1360.

Article analyzes both the process used by HUD to develop the proposed regulation of real estate title transfer costs and the industry and congressional response which has made further HUD action unlikely and congressional action necessary.

Williams, Franklin E. Trade journals, newsletters and other periodicals of the U.S. construction and building materials industries. *Construction review*, v. 20, May 1974: 4-19.

Classifies the publications by subject matter, dividing into three sections: construction, building materials, and other, which in turn are divided into smaller subsections.

— Trade journals, newsletters and other periodicals of the U.S. construction and building materials industries, part II. *Construction review*, v. 20, June 1974: 4-17.

Williams, Peter M., H. R. Crawford: an asset to HUD. *Mortgage banker*, v. 35, Oct. 1974: 99-100, 102.

Discusses H. R. Crawford's activities as HUD Assistant Secretary for Housing Management, focusing on how he interfaces with the mortgage banking industry.

Young, Norman. Land sales and development: some legal and conceptual considerations. *Real estate law journal*, v. 3, summer 1974: 44-63.

Discusses land sales and environmental regulations as they affect the real estate industry.

CHAPTER V. IMPROVING THE ENVIRONMENT

Environmental Protection

Abbot, Guthrie T., Holmes, Eugene T., A survey of Federal and Mississippi environmental law with an examination of its effect on land development. *Mississippi law journal*, v. 45, Sept. 1974: 821-885.

Andrews, Richard N. L., Environment and bureaucracy: progress and prognosis. *Journal of environmental education*, v. 6, fall 1974: 1-6.

Suggests that the changes in behavior of the Corps of Engineers and the Soil Conservation Service are not in response to the legal pressure from NEPA, but rather in response to pressure from the courts and the general public.

Association of the Bar of the City of New York. Special Committee on Environmental Law. Citizens' action to protect the environment. *Record of the Association of the Bar of the City of New York*, v. 29, Jan. 1974: 97-103.

This article recommends that the citizens of New York City be empowered to enforce environmental laws.

Bailey, Gil. Jitters on the Potomac. *Cry California*, v. 9, spring 1974: 16-19.

Reviews the potential impact of responses to the energy crisis on environmental equality in the U.S.

Barnett, Harold J. Economic growth and environmental quality are compatible. *Policy sciences*, v. 5, June 1974: 137-147.

"The modern concern is quality of environment and quality of life. The technology, industrialization and agglomeration which have yielded increasing returns of goods per capita have side effects. These are pollution and crowding, increased needs for public goods, expanded monopoly in the market places, and dilemmas of choice from affluence. The task for modern societies is to bend their enlarged technology and productive power to improving quality of environment and, more generally, quality of life."

Bishop, James Jr. The politics of pollution. *National wildlife*, v. 12, Feb.-Mar. 1974: 10-13.

Sees a trend in U.S. public policy to downgrade the environment as an area of importance in legislation and enforcement.

Brimmer, Clarence A., Jr. Wyoming Environmental Quality Act. *Natural resources lawyer*, v. 7, winter 1974: 33-43.

Burby, John F. Economic argument against program has little impact. *National journal reports*, v. 6, Aug. 24, 1974: 1270-1274.

"Federal environmental programs are locked in on present policies at least for the next several months and perhaps for all of 1975. President Ford's first major environmental policy decision will come on the strip mining control bill. But the longer range question of where to make tradeoffs between energy supply, increased production, and environmental protection remains up in the air with advocates from both sides waiting for fresh data to argue their cases."

_____. [The Environmental Protection Agency] *National journal reports*, v. 6, Mar. 23, 1974: 431-438; Apr. 13, 533-543.

Two reports on the EPA: the first examines "EPA's immediate problems in dealing with the crunch between energy development and environmental protection;" the second describes "the new EPA leadership team, its goals and changes in the EPA mission as it moves from general pioneer for clear air and water to specific enforcer of laws and regulations that affect United States life styles."

California. Legislature. Senate. Committee on Natural Resources and Wildlife. Final summary of selected legislation relating to the environment, natural resources and wildlife enacted during 1973. Sacramento [1974] 1 v. (various pagings)

Carter, Steve, and others. *Environmental management and local government*. Washington [Office of Research and Development, U.S. Environmental Protection Agency] for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 390 p. (Socioeconomic environmental studies series)

"EPA-600/5-73-016"

"... presents the results of a study of environmental management and local government. The study has two main components: (1) a survey of chief executives in cities over 10,000 population and counties over 50,000; and, (2) a series of field studies of local environmental management in Dallas, Texas; Inglewood, California; Miamisburg, Ohio; and the Piedmont Triad Region (Forsyth and Guilford Counties), North Carolina."

Cohen, Richard E. Lands division seeks new role, prepares for pollution case upsurge. *National journal reports*, v. 6, Jan. 19, 1974: 103-110.

"The Justice Department is pondering a suggestion that its lawyers move into the field of policy as well as litigation when client agencies present them with conflicting arguments over the proper balance between energy and the environment."

Colburn, Donald A. The changing face of EPA. *Automotive industries*, v. 151, Aug. 1, 1974: 27-30.

Reviews the changes in EPA which followed the appointment of Russell Train as Administrator.

Committee for Economic Development. Research and Policy Committee. More effective programs for a cleaner environment. [New York, 1974] 74 p.

"Are the most effective and economic ways being used to control pollution and to achieve a high-quality environment in the United States?"

Cooper, Pamela C., and others. Studies in environment—volume III—pollution and the municipality. [Washington, Office of Research and Development, U.S. Environmental Protection Agency] for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 108 p. (Socioeconomic environmental studies series).

"EPA-600/5-73-012c".

"Recent studies have focused attention on the fact that residents of inner-city neighborhoods are subject to greater amounts of pollutants than are other neighborhoods of large cities. In this study, Pollution and the Municipality, the premise is set forth and investigated at the metropolitan scale, seeking to discover differences of impact between the center city and its suburbs."

Curran, Terence P. King, Thomas W., Jr. NEPA and a state's role in water resources management. *Water resources bulletin*, v. 10, Feb. 1974: 127-136.

The National Environmental Policy Act of 1969 is changing the traditional ways of governmental decision-making. New York State has seized upon NEPA and used the opportunity to comment upon draft environmental statements under NEPA to increase its influences upon Federal decision-making.

d'Arge, Ralph C. Wilen, James E. Governmental control of externalities, or the prey eats the predator. *Journal of economic issues*, v. 8, June 1974: 353-372.

Considers the control of environmental problems associated with economic activity and argues that "a very important factor of actual regulatory agencies is that they tend to be either problem oriented with a limited mandate or resource oriented with either no regulatory mandate or a politically chosen composition which does not allow coincidence of stated objectives and necessary actions." Implications and recommendations are suggested.

Doyle, Frank J. Analysis of pollution control costs. Washington [Office of Research and Development, U.S. Environmental Protection Agency] for sale by the Supt. of Docs. U.S. Govt. Print. Off., 1974. 437 p. (Environmental protection technology series).

"EPA-670/2-74-009".

Concentrates on the area of the Monongahela River Basin.

Dreyfus, Daniel A. Grundy, Richard D. Influence of the energy crisis upon the future of environmental policy. *Environmental affairs*, v. 3, no. 2, 1974: 252-274.

Duckworth, Robert P. HUD explains its environmental clearance procedures. *Mortgage banker*, v. 34, Sept. 1974: 42-44, 46-48.

Discusses HUD's environmental clearance requirements for its mortgages.

Environment: still as issue in some campaigns. *Congressional quarterly weekly report*, v. 32, July 27, 1974: 1956-1959.

"Environmental issues may be playing second or third fiddle to inflation and Watergate in the 1974 campaign. But supporters of various environmental causes remain optimistic that these issues will provide the necessary margin to push favored candidates over the top."

Environmental showdown. *New republic*, v. 170, Apr. 13, 1974: 5-7.

Reviews the possible effects concern with the energy crisis will have on political action in the field of the environment.

Fifth environmental quality index. *National wildlife*, v. 12, Feb.-Mar. 1974: 3-13.

Assesses air and water pollution indicators over the past five years, and sees a trend toward more pollution and less protection.

Flinn, James E. Reimers, Robert S. Development of predictions of future pollution problems. [Washington, Office of Research and Development, U.S. Environmental Protection Agency] for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 132, 75 p. (Socioeconomic environmental studies series)

"EPA-600/5-74-005"

"The report describes the results of a program to identify, rank and project short- and intermediate-term future pollution problems." "The ten selected problems in rank order are as follows. Impact of new energy initiatives; geo-physical modifications of the earth; trace element (metal) contaminants; proliferating hazardous and toxic chemicals; emissions from new automobile fuels, additives, and control devices; disposal of waste sludges, liquids, and solid residues; critical radiation problems; fine particulates; expanding drinking water contamination; irrigation (impoundment) practices."

Fox, Teri. Environmental management: an annotated bibliography. Monticello, Ill., 1974. 44 p. (Council of Planning Librarians. Exchange bibliography 569)

Freeman, A. Myrick, III. Evaluation of adjustment assistance programs with application for pollution control. [Washington, Office of Research and Development, U.S. Environmental Protection Agency, for sale by the Supt. of Docs., U.S. Govt. Print. Off.] 82 p. (Socioeconomic environmental studies series)

"EPA-600/5-74-029"

"The report has three major elements . . . The first is an examination of the adjustment or economic resource reallocation problem which arises when pollution control requirements are imposed on a firm or industry . . . The second major element of this study is an examination of U.S. trade adjustment assistance policies . . . The third section discusses the possible application of adjustment assistance concepts to the problem of pollution control."

Fri, Robert W. Facing up to pollution controls. Harvard business review, v. 52, Mar.-Apr. 1974: 26, 28, 30, 34, 150, 152.

"Environmental regulations are not going away, and business will gain by dealing with them now."

Frome, Michael. The tight end of the pond. Field & stream, v. 79, June 1974: 40, 47.

"Nevertheless, on balance, and at this critical time, Mr. Train deserves high marks. He has insisted that the movement for better environment must not be the whipping boy for our energy problems, despite a contrary viewpoint high in the administration."

Gushee, David E. Energy vs. Environment: a conflict in Congress. Chemical technology, v. 4, Feb. 1974: 96-98.

"The energy crunch raised a threat in Congress to environmental gains; but so far all still seems to be well."

Haik, Raymond A. The law and environmental trade-offs. American forests, v. 80, Aug. 1974: 18-20.

"In any discussion of how the law can enforce environmental quality, the questions which must be asked include: 1. What type of resource use is encouraged by present laws? 2. Who is to decide which of many environmental problems should be corrected by the legal enforcement actions?"

Hamer, John. Environmental policy. [Washington] Editorial Research Reports, 1974. 947-964 p. (Editorial research reports, 1974, v. 2, no. 23.)

Reviews U.S. environmental legislation from 169 to 1974.

Harlow, Robert L. Conflict reduction in environmental policy. Journal of conflict resolution, v. 18, Sept. 1974: 536-552.

Reviews several environmental policy studies from the perspective of substituting market for administrative controls where possible.

Hawaii. Program memorandum: environmental protection. [Honolulu] 1974. 17 p. "Submitted to the seventh state legislature."

Hock, Joan. Constitutional considerations associated with pollution taxes. Natural resources lawyer, v. 7, winter 1974: 97-135.

"The purpose of this article is to discuss the constitutional issues which would arise if effluent charges were implemented."

Irwin, William A. Liroff, Richard A. Economic disincentives for pollution control: legal, political and administrative dimensions. [Washington, Office of Research and Development, U.S. Environmental Protection Agency] 1974. 257 p. (Socioeconomic environmental studies series)

"EPA-600/5-74-026"

"This report defines an economic disincentive as a monetary charge levied by government on conduct which is not illegal but which does impose social costs, for the principal purpose of discouraging the conduct. Disincentives are distinguished from other legal mechanisms which may have incidental economic disincentive effects, e.g., fines, user charges, and license fees. The constitutionality of federal or state imposition of disincentives is examined and the authority of the U.S. Environmental Protection Agency and the states to utilize disin-

centives under selected federal environmental statutes is analyzed. The legality of some disincentives adopted by states is discussed. The charges imposed by several European countries are described and distinguished from disincentives. The history of some previous proposals for federal disincentives is reviewed and suggestions for additional disincentives which might be feasible are offered." Joelson, Mark R. Fleischaker, Marc L. Some significant environmental legislation. *Practical lawyer*, v. 20, May 1974: 33-44.

"This article discusses significant federal environmental legislation in the areas of: noise control; pesticide control; solid waste control; radiation control; preservation of public lands; and preservation of fish and wildlife." Kahn, E. J., Jr. Letter from Oregon. *New Yorker*, v. 50, Feb. 25, 1974: 88, 90-99.

Discusses the many pro-environment measures passed in Oregon, as well as the administration of Governor Tom McCall.

Kalish, Richard J. Environmental protection. In *Governing New York State: the Rockefeller years*. New York, York, Academy of Political Science, 1974. (Proceedings, v. 31, May 1974) p. 250-262.

Kelley, Donald R. Stunkel, Kenneth R. Wescott, Richard R. The politics of the environment. *American behavioral scientist*, v. 17, May-June 1974: 751-770.

"It is the purpose of this article to compare the political and administrative aspects of pollution abatement in three widely varying political systems: the United States, the Soviet Union, and Japan."

Klipsch, Ronald E. Aspects of a constitutional right to a habitable environment: towards an environmental due process. *Indiana law journal*, v. 49, winter 1974: 203-237.

"This article suggests that the courts and the Constitution can provide some answers to the right to a habitable environment. After making several necessary observations about the nature of the environmental problem, this article will examine various constitutional doctrines relating to this right, and offer suggestions for a doctrinal base on which to rest a limited constitutional right to a habitable environment. Case law in this area will also be examined."

Kraus, James. American environmental case law: an update. *Alternatives*, v. 3, winter 1974: 25-30.

"Primary emphasis is on decisions handed down since 1970."

Ling, Joseph T. Making environmental legislation work. *Federal Bar journal*, v. 33, spring 1974: 119-125.

An engineer from 3M Co. argues for a slow and careful shift from resource exploitation and pollution to resource conservation and pollution limitation.

Lubell, Harold A. Environmental legislation and real estate. *Real estate review*, v. 4, spring 1974: 94-101.

"New laws on land, water, and air use reflect a changed viewpoint about our ultimate resources."

Lund, Leonard. Pollution abatement spending . . . is not being squeezed by energy shortages. *Conference Board record*, v. 11, Sept. 1974: 15-18.

Managing the environment. *Public management*, v. 56, Mar. 1974: whole issue.

"Focuses on some of the practical aspects of environmental management—local government trends, federal requirements, ICMA programs, regional arrangements, priorities and funding, legal ramifications, and other related areas."

May, Hayden B. Improving quality of environment through environment-behavior studies: an annotated bibliography. Monticelol, Ill., 1974. 43 p. (Council of Planning Librarians. Exchange bibliography 526)

McGuire, Ray. Let's reform resources right. *American forests*, v. 80, Sept. 1974: 12-13, 51.

"Author suggests bringing together under one roof all the agencies of the government dealing with natural resources. Mr. McGuire was formerly staff assistant to Len Jordon of Idaho."

Miller, Judith. Four-year score on the environment. *Progressive*, v. 38, Jan. 1974: 22-24.

Reviews the effects of the National Environmental Policy Act, and speculates on the possibility of its legislative modification and non-conservationist judicial interpretation.

Moorman, James W. Bureacracy v. the law. *Sierra Club bulletin*, v. 59, Oct. 1974: 6-10, 39.

Claims that the main problem involved in litigating environmental disputes is lack of government cooperation and the use of delaying tactics or avoidance by the executive branch.

Morrison, Denton E. Hornback, Kenneth E. Warner, W. Keith. *Environment: a bibliography of social science and related literature.* [Washington, Office of Research and Development, U.S. Environmental Protection Agency] for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 680 p. (Socioeconomic environmental studies series)

"EPA-600/5-74-011"

A classified, unannotated bibliography of over 5000 items, including both books and articles.

Nagel, Stuart S. Incentives for compliance with environmental law. *American behavioral scientist*, v. 17, May-June 1974: 690-710.

"The compliance incentives discussed in this paper include (1) discharge taxes or fees, (2) contingent injunctions, (3) tax rewards and subsidies, (4) objective civil penalties, (5) publicizing wrongdoers, (6) selective government buying power, (7) fines and jail sentences, and (8) conference persuasion."

New budget is kinder to the environment. *Conservation Foundation letter*, Feb. 1974:1-8.

"In this issue: the Administration requests more funds for fiscal 1975—but the heavy emphasis is on supplying more energy."

Newman, Barry. [Environmental movement and the energy crisis] *Wall Street Journal*, Jan. 2, 1974, p. 1, 4; Jan. 3, p. 1, 19.

"The energy crisis has in some ways been a curse and in other ways a blessing for the environmental movement." These two articles discuss what the environmentalists consider the positive and negative effects.

Noone, James A. Energy issues threaten recent environmental gains. *National journal reports*, v. 6, Mar. 2, 1974: 305-308.

"Strip mining legislation will be the barometer of environmental staying power. Controls on toxic substances and regulation of the quality of drinking water are certain to pass, but future of other legislation—including new solid waste laws—is more doubtful."

Nose, Mikio. Energy usage grows in Japan. *Energy pipelines and systems*, v. 1, Oct. 1974: 26-27, 30.

"Presents the situation of natural gas within the scope of the town gas industry."

Paik, Inja K. Harrington, John, Jr. McElroy, F. W. *The integrated multi-media-pollution model.* [Washington, Office of Research and Development, U.S. Environmental Protection Agency] for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 259 p. (Socioeconomic environmental studies series)

"EPA 600/5-74-020"

"The Integrated Multi-Media Pollution Model, or IMMP, views environmental pollution as a set of interrelated problems—the solution of which requires examination of all types of pollution jointly and simultaneously—and tempts to seek an overall solution to environmental resource management."

Patterson, W. D. Progress in satisfying environmental requirements. *Public utilities fortnightly*, v. 94, Aug. 1, 1974; 13-27.

Reviews Federal legislation and regulatory activity insofar as it affects public utilities.

Peterson, Russell W. Interview: CEQ's Russell Peterson. *Environmental science & technology*, v. 8, Apr. 1974: 303-305.

Reviews CEQ's activities and plans for 1974.

Pikul, Robert P. Rabin, Robert. Program plan for environmental effects of energy. [Springfield, Va.] Distributed by NTIS, 1974. 300 p.

"PB-235 115"

"... presents the National Science Foundation's initial Five Year Program for the Environmental Effects of Energy. It consists of a basic program for five energy sources—coal, oil and gas, oil shale, geothermal and solar. It also identifies pre-obligated projects, new environmental support studies and program planning and evaluation needs."

The politics of environmental policy. *American behavioral scientist*, v. 17, May-June 1974: whole issue.

Presents a selection of papers on environmental policy and politics, both in the U.S. and in foreign countries.

Quarles, John R., Jr. The environment and the lawyer. *Federal Bar journal*, v. 33, spring 1974: 112-118.

This article attempts "through a discussion of certain provisions of the Clean Air Act and the Federal Water Pollution Control Act and their implementation, to suggest how federal environmental protection laws and regulations affect business and the legal profession."

Recent developments in environmental law. Boston College industrial and commercial law review, v. 15, Apr. 1974: 667-862.

Rudolph, Ann W. Federal information sources. Chemical engineering, v. 81, Oct. 21, 1974: 33-36.

"Almost every federal agency is involved in some way with solving environmental problems. This exclusive list of government serial publications will help you through the maze of federal sources of environmental information."

Sauter, George D. Moses, Harry. Papetti, Robert A. A summary of the Inter-agency Conference on the Environment and its results. Journal of the Air Pollution Control Association, v. 24, Mar. 1974: 225-227.

Reports on a 1972 conference held in California for representatives of various Federal agencies with environmental concerns.

Sax, Joseph L. DiMento, Joseph F. Environmental citizen suits: three years' experience under the Michigan Environmental Protection Act. Ecology-law quarterly, v. 4, winter 1974: 1-62.

"In this article the draftsman of the Michigan Act reviews the first three years of its implementation. The authors find that the Act has received relatively little substantive interpretation, but that a considerable volume of litigation has occurred without the dire consequences which some had predicted."

Sheridan, John H. Keeping up with the environmental shell game. Industry week, v. 182, July 1, 1974: 23-29, 32-34.

Describes the role of the Federal Government in the environmental regulation of industry.

Smith, James Noel, ed. Environmental quality and social justice in urban America. Washington, Conservation Foundation [c1974] 145 p.

"An exploration of conflict and concord among those who seek environmental quality and those who seek social justice."

Smulevitz, Alan R. Handling environmental prosecutions at the local level. Case and comment, v. 79, Mar.-Apr. 1974: 18-19, 22-23.

This article describes the prosecution of environmental cases in Indiana.

Tobin, Richard J. Some observations of the use of state constitutions to protect the environment. Environmental affairs, v. 3, no. 3, 1974: 473-493.

"... this article will focus on two aspects of state constitutional action. First, some of the predicted consequences of state constitutional action in the environmental area are examined. Second, and more importantly, several potential problems associated with the implementation of environmental declarations are considered."

Train, Russell E. The challenge of scarcity. Cry California, v. 9, fall 1974: 2-12.

Argues that the U.S. urgently needs a national planning agency "to identify emerging long-term trends and problems, to spell out and evaluate alternative courses of action to deal with these trends and problems, and to assess actions already under way."

_____. [Interview with Russell E. Train on CBS's Face the Nation] Washington 1974. 14 1.

Concentrates on the effects of the energy crisis on the environment and the EPA.

_____. Must clean environment be a casualty. U.S. news & world report, v. 76, Mar. 11, 1974: 39-43.

"Can President Nixon's goal of energy self sufficiency by 1980 be accomplished without ruining the face of America? To answer in detail, Mr. Train came to the conference room of U.S. NEWS & WORLD REPORT for this interview"

_____. Sound standards for environmental improvement. American Gas Association monthly, v. 6, Apr. 1974: 26-27, 29.

"Russell E. Train, Environmental Protection Agency administrator, explains how environmental standards are evolved, their purpose, and the federal agency channels a statement must go through before it becomes law."

U.S. Congress. Conference Committees, 1974. Tennessee Valley Authority pollution prevention facilities; conference report to accompany H.R. 11929. [Washington, U.S. Govt. Print. Off.] 1974. 5 p. (93d Cong., 2d sess. House. Report no. 93-1512)

_____. Conference Committees, 1974. Tennessee Valley Authority pollution prevention facilities; conference report to accompany H.R. 11929. [Washington, U.S. Govt. Print. Off.] 1974. 5 p. (93d Cong., 2d sess. Senate. Report no. 93-1305)

- House. Committee on Merchant Marine and Fisheries. Subcommittee on Fisheries and Wildlife Conservation and the Environment. Environment miscellaneous—part 1. Hearings, 93d Cong., 1st sess., CEQ authorization, H.R. 5931, H.R. 5932; citizens actions suits, H.R. 7592, H.R. 7947, H.R. 7948, H.R. 8587 [and] H.R. 8720. Apr. 3 and Oct. 19, 1973. Washington, U.S. Govt. Print. Off., 1974. 294 p.
“Serial no. 93-23”
- House. Committee on Public Works. TVA pollution control facilities. Hearings, 93d Cong., 2d sess., on H.R. 11824 and H.R. 11929. Washington, U.S. Govt. Print. Off., 1974. 71 p.
Hearings held Feb. 26 . . . Mar. 5, 1974.
- House. Committee on Science and Astronautics. Subcommittee on Energy. Energy and environmental standards. Hearings, 93d Cong., 1st and 2d sess. Washington, U.S. Govt. Print. Off., 1974. 961 p.
“No. 40”
- Hearings held Sept. 25 . . . Oct. 18, 1973.
- Senate. Committee on Interior and Insular Affairs. State and regional environmental centers; report to accompany S. 1865. [Washington, U.S. Govt. Print. Off.] 1974. 23 p. (93d Cong., 2d sess. Senate. Report no. 93-905)
- Senate. Committee on Labor and Public Welfare. Environmental education amendments of 1974; report to accompany S. 1647. [Washington, U.S. Govt. Print. Off.] 1974. 8 p. (93d Cong., 2d sess. Senate. Report no. 93-777)
- Senate. Committee on Public Works. Granting financial incentives to the Tennessee Valley Authority for construction costs of environmental facilities. Hearing, 93d Cong., 2d sess., on S. 3057. June 19, 1974. Washington, U.S. Govt. Print. Off., 1974. 124 p.
“Serial no. 93-H50”
- Senate. Committee on Public Works. Tennessee Valley Authority Pollution Control Financing Act; report together with minority views to accompany S. 3057. [Washington, U.S. Govt. Print. Off.] 1974. 13 p. (93d Cong., 2d sess. Senate. Report no. 93-1247)
- Senate. Committee on Public Works. Subcommittee on Environmental Pollution. Environmental Protection Agency's budget request for fiscal year 1975. Hearings, 93d Cong., 2d sess. Washington, U.S. Govt. Print. Off., 1974. 404 p.
Hearings held Feb. 25 . . . Mar. 1, 1974.
- Senate. Committee on Public Works. Subcommittee on Environmental Pollution. An overview inquiry of the Office of Research and Development of the Environmental Protection Agency; a report. Washington, U.S. Govt. Print. Off., 1974. 71 p.
“Serial no. 93-25”
- At head of title: 93d Cong., 2d sess. Committee print.
- U.S. Council on Environmental Quality. Environmental quality: the fifth annual report. [Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 597 p.
- U.S. Department of Housing and Urban Development. Office of International Affairs. Report on the US-USSR working group on the enhancement of the urban environment, second joint session. Washington [1974] 60 p.
“The topics discussed were: comprehensive planning and development, construction in permafrost areas, solid waste management, noise abatement and control, urban transportation, historic preservation [and] new communities. At the instigation of the US delegation, discussions also were held on recreation zones [and] housing management.”
- U.S. Environmental Protection Agency. An environmental bibliography. [Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974] 28 p.
A short, extensively annotated bibliography
- Processes, procedures, and methods to control pollution from mining activities. Washington. For sale by the Supt. of Docs., U.S. Govt. Print. Off.. 1974. 390 p.
Bibliography: p. 367-390.
“EPA-430/9-73-011”
- Library Systems Branch. EPA reports bibliography supplement. [Washington] 1974. 256 p.
“EPA-LIB-74-03”
- “A listing of EPA Reports entered into the National Technical Information Service between April 1, 1973 and December 31, 1973.”

- Office of Monitoring Systems. Digest of EPA's monitoring-related statutory authority. Washington [1974] 79 p.
- Directory of state agencies engaged in environmental monitoring. Washington [1974] 82 p.
- Office of Program Management. Publications Staff. Indexed bibliography of Office of Research and Development reports. Washington, 1974. 263 p. "EPA-600/9-74-001"
- U.S. Federal Power Commission. Task Force on Environmental Research. Environmental research: report and recommendations to the Technical Advisory Committee on Research and Development. Washington, For sale by the Supt of Docs., U.S. Govt. Print. Off., 1974. 1 v. (various pagings)
At head of title: National power survey.
"The environmental research agenda consists of six programs constructed by projecting presently known and anticipated concerns for the impacts of existing and developmental energy systems on the environment."
- U.S. Forest Service. Environmental program for the future: a long-term forestry plan. [Washington] 1974. 1 v. (various pagings)
"The Environmental Program for the Future presents a summary of Forest Service efforts to evaluate information and develop a long-range program. It is intended to aid in establishing a national forestry plan for the next 10 years and to help define the Forest Service's role in achieving the prescribed goals."
- U.S. General Accounting Office. Federal environmental data systems; report to the Subcommittee on Fisheries and Wildlife Conservation and the Environment, Committee on Merchant Marine and Fisheries, House of Representatives by the Comptroller General of the United States. [Washington] 1974. 31 p.
"B-177222, Nov. 22, 1974"
- Modernization of 1872 Mining Law needed to encourage domestic mineral production, protect the environment, and improve public land management, Department of the Interior, Department of Agriculture; report to the Congress by the Comptroller General of the United States. [Washington] 1974. 52 p.
"B-118678, July 25, 1974"
- U.S. Laws, statutes, etc. Digest of EPA's monitoring-related statutory authority. [Washington, 1974] 79 p.
- Legal compilation: [Index] Statutes and legislative history, executive orders, regulations, guidelines and reports. [Washington] U.S. Environmental Protection Agency [for sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 165 p.
This volume indexes the other volumes of this series, which lists the EPA's authority to regulate pollution.
- U.S. Library of Congress. Environmental Policy Division. The impact of energy shortages on environmental standards. In Remarks of William D. Hathaway. Congressional record [daily ed.] v. 120, Apr. 4, 1974: S.258-S 265.
- U.S. National Commission on Materials Policy. Material needs and the environment today and tomorrow; final report . . . to the Congress of the United States in compliance with section 201 of title II of Public Law 91-512. Washington, U.S. Govt. Print. Off., 1974. 1 v. (various pagings) (93d Cong., 2d sess. Senate. Document no. 93-97)
We are fifteen. Environment, v. 15, Jan.-Feb. 1974: 19-20, 26-28.
A fifteen-year review of environmental issues in the U.S., on the occasion of Environment's 15th anniversary.
- Workshop on Agricultural Non-Point Source Water Pollution Control, Washington, 1974. Proceedings. Washington, 1974. 193 p.
- Zerkel, Fred H. Feare, Thomas E. Congress 1974: faced with much unfinished business. Chemical & engineering news, v. 52, Jan. 7, 1974: 16-20.
"Legislation on energy R&D patent and pension reform, toxic chemical controls, national science policy is under consideration."

Conservation of Natural Resources

- Allen, Donald R. The problem of standing to sue and public involvement in Federal resource management (or Mineral King: where it's been and where it's headed). Natural resources lawyer, v. 7, winter 1974: 87-95.
This article reviews the legal issues involved in Sierra Club v. Morton.
- Barfield, Claude E. Compromise is expected on reorganization plans. National journal reports, v. 6, Mar. 23, 1974: 439-444.

- "The Administration is ready to drop its effort to persuade Congress to create one big department to deal with energy as well as other natural resources policy and settle for a compromise reorganization. Sen. Henry M. Jackson, D-Wash., has reached a similar conclusion."
- Bowman, James S. Politics of ecology: the environment and public policy, a bibliography. Monticello, Ill., 1974. 39 p. (Council of Planning Librarians, Exchange bibliography 696)
- California. Legislature. Senate. Committee on Natural Resources and Wildlife. Final summary of selected legislation relating to the environment, natural resources and wildlife enacted during 1973. Sacramento [1974] 1 v. (various pagings)
- Frome, Michael. After 50 years, the American wilderness still stands—in peril. *New York times*, June 2, 1974, section 10, p. 1, 20-21.
- "The first national wilderness was established in 1924, but it was only a skirmish in the endless war over wild land protection. Today's critical issues: the growth ethos, energy, recreation."
- The Wilderness Act—saving a birthright. *Living wilderness*, v. 38, summer 1974: 9-14.
- "Battle for the Wilderness," a new book, "puts the wilderness preservation movement into the perspective of the overall effort to defend natural values against the onslaught of a mechanized, industrialized society." Article is a chapter from the book
- Grant, Richard A., Jr. Managed resource or stamping ground. *Cry California*, v. 9, Spring 1974: 32-39.
- Reports on California hearings on HR 5441, a bill to give the BLM authority to protect the lands it administers. Also discusses the BLM's plan for the California deserts.
- Gwynn, Thomas A. Mined land reclamation in Montana. *Natural resources lawyer*, v. 7, winter 1974: 27-32.
- Haight, Kevin. The Wilderness Act: ten years after. *Environmental affairs*, v. 3, no. 2, 1974: 275-326.
- Article, on the Wilderness Act of 1964, is concerned with the extent to which the hopes of conservationists have been realized; the progress—in Congress, the courts, and the executive agencies—in carrying out the act; and the work remaining to be done.
- Kimmelman, Benno, and others. Studies in environment: volume V—outdoor recreation and the environment. [Washington, Office of Research and Development, U.S. Environmental Protection Agency, for sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 91 p. (Socioeconomic environmental studies series)
- "EPA-600/5-0-73-12e"
- McGuire, Ray. Let's reform resources right. *American forests*, v. 80, Sept. 1974: 12-13, 51.
- "Author suggests bringing together under one roof all the agencies of the government dealing with natural resources. Mr. McGuire was formerly staff assistant to Len Jordon of Idaho."
- Mead, Margaret. The crisis of self—America's secret war. *Parks & recreation*, v. 9, Mar: 3, 1974: 24-28, 48-51.
- " . . . remarks which Dr. Mead made at the 1973 Congress for Recreation and Parks."
- Methvin, Eugene H. The fight to save the Flint. *Reader's digest*, v. 105, Aug. 1974: 17-22, 26.
- "Georgia's battle to preserve a river wilderness provides helpful lessons for those who want to protect our environment from the bulldozer and pork barrel." Georgia challenged the Corps of Engineers' reports and plans to build a dam on the Flint River.
- Morris, John W. Questioning the Corps. *Outdoor life*, v. 154, Aug. 1974: 12, 14, 16.
- An interview with Maj. Gen. John W. Morris, Director of Civil Works of the U.S. Army Corps of Engineers, on the topic of the role of the Corps in the area of conservation.
- Note: wilderness management and the multiple-use mandate. *Minnesota law review*, v. 59, Nov. 1974: 155-188.
- Comment is concerned with the management of wilderness areas protected by the statute.
- Rabinowitz, Carla B. Martha's Vineyard: the development of a legislative strategy for preservation. *Environmental affairs*, v. 3, no. 2, 1974: 396-431.

"This article will trace the development of legislative attempts to preserve the historically rural character of the Nantucket Sound islands."
 Shanklin, John F. First Nationwide Outdoor Recreation Plan: a "concert" played by ear. *American forests*, v. 80, Mar. 1974: 3, 51-54.

Discusses some of the recommendations of the First Nationwide Outdoor Recreation Plan, entitled "Outdoor Recreation; a legacy for America," sent to Congress, Dec. 19, 1973.

Sharpe, Maitland S. Alaska: deciding the fate of our last frontier. *Outdoor America*, v. 39, Apr. 1974: 6-7.

Section 17(d)(2) of the Alaska Native Claims Settlement Act of 1971 directed "the Secretary of Interior to set aside up to 80 million acres of 'national interest' lands for possible inclusion in the National Park, Forest, Wildlife Refuge, and Wild and Scenic Rivers Systems." Comments on the conservation problems.

Shirley, Hardy L., and others. Timber and the environment—views of members of the President's advisory panel. *Journal of forestry*, v. 72, Jan. 1974: 9-20.

Contents.—Consultant and staff studies, by H. L. Shirley.—How much economics in national forest management, by Marion Clawson.—Reflections on American forest policy.

Sierra Club keeps up fight to save resources. *Engineering news-record*, v. 192, Jan. 31, 1974: 17, 21.

Sigler, Jeanne. Illinois report probes citizens' attitudes on refuse problems. *Solid wastes management/refuse removal journal*, v. 17, Feb. 1974: 19, 51-53, 66, 70, 72.

Stafford, Samuel. 'Political' OMB cuts agencies to size; supermanaging with Roy Ash. *Government executive*, v. 7, Aug. 1974: 20-22, 24.

Stallings, Constance. A plan for all seasons. *Backpacker*, v. 2, spring 1974: 24-25, 80-82, 84-85.

"Can New York really offer more for backpackers than Yosemite? Governor Rockefeller puts his political career on the line to make it so."

Stockton, William. Wilderness. *Washington star-news*, June 2, 1974, p. C2, C4.

America's system of wilderness sanctuaries is 50 years old. The Gila, the first, was set aside June 3, 1924. Now the concept of wilderness is under review, some say attack.

Tremaine, J. Richard. Standing in the Federal courts for conservation groups. *Urban lawyer*, v. 6, winter 1974: 116-137.

U.S. Congress. Conference Committees, 1974. Conservation and rehabilitation programs on public lands; conference report to accompany H.R. 11537. [Washington, U.S. Govt. Print. Off.] 1974. 10 p. (93d Cong., 2d sess. House. Report no. 93-1352).

Conference Committees, 1974. Forest and Rangeland Renewable Resources Planning Act of 1974: conference report to accompany S. 2296. [Washington, U.S. Govt. Print. Off.] 1974. 11 p. (93d Cong., 2d sess. Senate. Report no. 93-1067).

House. Committee on Agriculture. Subcommittee on Forests. Use permits for national forest lands. Hearing, 93d Cong., 2d sess., on H.R. 3174. Apr. 10, 1974. Washington, U.S. Govt. Print. Off., 1974. 30 p. "Serial no. 93-DDD".

House. Committee on Banking and Currency. Ad Hoc Committee on the Domestic and International Monetary Effect of Energy and Other Natural Resource Pricing.

Meeting America's resource needs: problems and policies. Hearing, 93d Cong., 2d sess. Oct. 10, 1974. Washington, U.S. Govt. Print. Off., 1974. 23 p.

House. Committee on Education and Labor. Select Subcommittee on Labor. To amend the Youth Conservation Corps Act of 1972. Hearing, 93d Cong., 1st sess., on H.R. 8433. Oct. 16, 1973. Washington, U.S. Govt. Print. Off., 1974. 40 p.

House. Committee on Interior and Insular affairs. Amending the Wild and Scenic Rivers Act (82 Stat. 906), and for other purposes; report to accompany H.R. 14791. [Washington, U.S. Govt. Print. Off.] 1974. 23 p. (93d Cong., 2d sess. House. Report no. 93-1359).

Provides for the study of 13 additional rivers, or segments of rivers, for future consideration for inclusion in the Wild and Scenic River System: "American, California; Au Sable, Michigan; Cahaba, Alabama; Clarks Fork, Wyoming; Colorado, Colorado; Kettle, Minnesota; Manistee, Michigan; Nolichucky, Tennessee and North Carolina; Sipsey Fork, Alabama; Snake, Wyoming; Sweetwater, Wyoming; Tuolumne, California; and Wisconsin."

House. Committee on Interior and Insular Affairs. Subcommittee on Public Lands. BLM Organic Act. Hearings, 93d Cong. [1st] and 2d sess., on H.R. 5441. Washington, U.S. Govt. Print. Off., 1974. 2v.

"Serial no. 93-30".

Hearings held Aug. 20-23, 1973 and Jan. 9 . . . Apr. 26, 1974.

House. Committee on Interior and Insular Affairs. Subcommittee on Public Lands. Recreational uses of lands of the forest reserves created from the public domain. Hearing, 93d Cong., 1st sess., on H.R. 10491. Dec. 13, 1973. Washington, U.S. Govt. Print. Off., 1974. 64 p.

"Serial no. 93-39".

House. Committee on Interior and Insular Affairs. Subcommittee on Public Lands. Sale or transfer of public lands to state and local governments for public purposes. Hearing, 93d Cong., 2d sess., on H.R. 11851 [and] S. 2013. July 12, 1974. Washington, U.S. Govt. Print. Off., 1974. 26 p.

"Serial no. 93-60"

Joint Economic Committee. Subcommittee on Priorities and Economy in Government.

Resource scarcity, economic growth, and the environment. Hearings, 93d Cong., 1st sess. Dec. 19, 20, and 21, 1973. Washington, U.S. Govt. Print. Off., 1974. 192 p.

Senate. Committee on Commerce. Special Subcommittee on Science, Technology, and Commerce. Resource conservation and recycling. Hearings, 93d Cong., 2d sess., on S. 2753. Jan. 17, and 18, 1974. Part 3. Washington, U.S. Govt. Print. Off., 1974. 861-1041 p.

"Serial no. 93-56."

A continuation of hearings begun in 1973 before the Subcommittee on Environment of the Committee on Commerce.

Senate. Committee on Commerce. Subcommittee on Environment. Miscellaneous wildlife legislation. Hearings, 93d Cong., 2d sess., on S. 1133, S. 1779, H.R. 3620, H.R. 8977, H.R. 11537, and H.R. 11541. Washington, U.S. Govt. Print. Off., 1974. 166 p.

Hearings held Apr. 11 and May 8, 1974.

"Serial no. 93-84."

Senate. Committee on Commerce. Subcommittee on Environment. Resource conservation and recycling. Hearings, 93d Cong., 1st sess., on S. 1122, S. 1593, S. 1816, S. 1879, and S. 2753. Parts 1 and 2. Washington, U.S. Govt. Print. Off., 1974. 2 v.

"Serial no. 93-56."

Hearings held June 11 . . . Dec. 14, 1973.

Senate. Committee on Government Operations. Establish a Department of Energy and Natural Resources. Hearings, 93d Cong., 1st sess., on S. 2135. July 31, Aug. 1 and Sept. 13, 1973. Washington, U.S. Govt. Print. Off., 1974. 233 p.

Senate. Committee on Government Operations. Permanent Subcommittee on Investigations. Materials shortages. Hearings, 93d Cong., 2d sess., pursuant to section 4, Senate Resolution 269, 93d Congress. Sept. 11 and 12, 1974. Part 1. Washington, U.S. Govt. Print. Off., 1974. 126 p.

Senate. Committee on Government Operations. Subcommittee on Reorganization, Research, and International Organizations.

To establish a Department of Energy and Natural Resources, Energy Research and Development Administration, and a Nuclear Safety and Licensing Commission. Hearings, 93d Cong., 2d sess., on S. 2135 [and] S. 2744. Feb. 26-27 and Mar. 12-13, 1974. Washington, U.S. Govt. Print. Off., 1974. 583 p.

Senate. Committee on Government Operations. Subcommittee on Reorganization, Research, and International Organizations. To establish an Energy Research and Development Administration and a Nuclear Energy Commission. Hearings, 93d Cong., 1st sess., on S. 2744. Dec. 4, 5, and 10, 1973. Washington, U.S. Govt. Print. Off., 1974. 647 p.

Senate. Committee on Interior and Insular Affairs. National Resource Lands Management Act; report to accompany S. 424. Washington, U.S. Govt. Print. Off., 1974. 170 p. (93d Cong., 2d sess. Senate. Report no. 93-873).

Senate. Committee on Public Works. Subcommittee on Environmental Pollution. Panel on Materials Policy. The need for a national material policy. Hearings, 93d Cong., 2d sess. Washington, U.S. Govt. Print. Off., 1974. 3 v.

"Serial no. 93-H47."

Hearing held June 11 . . . July 18, 1974.

U.S. Department of Agriculture. Economic Research Service. Our land and water resources: current and prospective supplies and uses. Washington [For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 54 p. (U.S. Dept. of Agriculture. Miscellaneous publication no. 1290).

U.S. Department of the Interior. The recreation imperative; a draft of the nationwide outdoor recreation plan prepared at the request of Henry M. Jackson, Chairman, Committee on Interior and Insular Affairs, United States Senate. Washington, U.S. Govt. Print. Off., 1974. 389 p.

At head of title: 93d Cong., 2d sess. Committee print.

In 1970, Sec. Hickel had prepared a final draft of a comprehensive nationwide outdoor recreation plan, the so-called "Hickel Plan."

U.S. Library of Congress. Environmental Policy Division. A nationwide outdoor recreation plan. Prepared . . . at the request of Henry M. Jackson, chairman, Committee on Interior and Insular Affairs, United States Senate. Washington, U.S. Govt. Print. Off., 1974. 1288 p.

At head of title: 93d Cong., 2d sess. Committee print.

" . . . a compilation of some of the key documents on outdoor recreation issued by the Federal Government . . ."

U.S. National Commission on Materials Policy. Material needs and the environment today and tomorrow; final report . . . to the Congress of the United States in compliance with section 201 of title II of Public Law 91-512. Washington, U.S. Govt. Print. Off., 1974. 1 v. (various pagings) (93d Cong., 2d sess. Senate. Document no. 93-97)

Energy Policy

Bailey, Gil. Project Independence. *Cry California*, v. 10, winter 1974-75: 22-30.

"In an interdependent world which must find a way to live in harmony, Project Independence invites chaos. It is not too late to consider all of the factors involved—food supply, inflation, foreign policy and pollution—and plan comprehensively from a base of resource conservation."

Barfield, Claude E. Compromise is expected on reorganization plans. *National journal reports*, v. 6, Mar. 23, 1974: 439-444.

"The Administration is ready to drop its effort to persuade Congress to create one big department to deal with energy as well as other natural resources policy and settle for a compromise reorganization. Sen. Henry M. Jackson, D-Wash., has reached a similar conclusion."

— Sweeping new energy policies move toward approval this summer. *National journal reports*, v. 6, June 29, 1974: 962-968.

"Two major energy bills are ready for final floor action in July and leaders in Congress and officials in the Administration say both should be law by September 1. One measure calls for a sweeping reorganization of the executive branch to strengthen its head in dealing with long range energy problems. The other creates a \$20 billion research and development program to move the United States toward self-sufficiency in energy."

Buonicore, Anthony J. Energy and the environment. *Military engineer*, v. 66, Nov.-Dec. 1974: 347-350.

"Energy consumption is a major contributor to environmental pollution; thus, decisions regarding energy policy alternatives require comprehensive environmental analysis. Environmental impact data must be developed for all aspects of an energy system and must not be limited to its separate components."

Burby, John F. Bus demand dilemma typifies transit energy problem. *National journal reports*, v. 6, Jan. 26, 1974: 121-123.

"The commuter bus is turning out to be a classic example of the problems federal officials face in trying to guide a market economy through fuel shortages. There is no firm estimate of how many more buses the nation might need for commuters who are forced out of their cars by gasoline shortages. Deliveries of some buses already are delayed by shortages of engines and other components; other bottlenecks would delay for at least a year any effort to dramatically increase production."

Cameron, Juan. Reaching for an energy policy: years of drift, weeks of panic. *Fortune*, v. 89, Jan. 1974: 76-77, 158-159.

Reviews the efforts of the Nixon administration to develop an energy policy. Carter, Luther J. Florida: an energy policy emerges in a growth state. *Science*, 184, Apr. 19, 1974: 302-305.

- Cheney, Eric S. U.S. energy resources: limits and future outlook. *American scientist*, v. 62, Jan.-Feb. 1974: 14-22.
- "The environmental, economic, political, and military dangers inherent in each of the major energy resources could be decreased by zero per capita power growth." Has a bibliography.
- The Coal industry's controversial move West. *Business week*, no. 2330, May 11, 1974: 134, 136, 138.
- "Should the U.S. concentrate its coal programs in the deep mines of Appalachia or in the Western plains, from Montana to New Mexico? The answer will set the growth patterns of the nation's major energy suppliers for years to come, decide the fate of the coal-dependent Appalachian economy, and determine the environmental quality and economic development of the West."
- Committee on Investment Consequences of Urban Growth Trends. *Urban trends and the energy situation; proceedings*. [New York] Conference Board, 1974. 24 p. (The Conference Board. Report no. 642)
- Reports on a round table discussion of urban trends and the expected impact of the emerging energy situation.
- Conference on the Conservation of Energy, Chicago, 1973. *Energy conservation*. [Chicago] Illinois Institute for Environmental Quality, 1974. 25 p.
- "A report on one of a series of national conferences on the conservation of energy, Museum of Science and Industry, Chicago, Illinois, October 11, 1973."
- DeVeirman, R. M., Meier, G. G. The U.S. energy situation. *Energy sources*, v. 1, winter 1974: 141-162.
- "Past trends and future forecasts of U.S. energy supply and demand are analyzed by fuel type and end-use. Four major interrelated areas of the energy dilemma, i.e., technological, economic, environmental, and governmental or political are examined. Short- intermediate-, and long-term 'solutions' are reviewed."
- Dinsmore, John H. The energy crunch. *Library journal*, v. 99, May 1, 1974: 1270-1273.
- "A selective review of recent U.S. government publications which offer fuel for thought on the energy crisis."
- Doub, William C. Federal energy regulation—toward a better way. *American Bar Association journal*, v. 60, Aug. 1974: 920-923.
- "There must be a better way of exercising governmental oversight of the generation and distribution of energy. That's the one thread of continuity that ran through presentations to the Federal Energy Regulation Study Team, whose report is now under consideration."
- Dreyfus, Daniel A. Cooper, Benjamin S. Water and energy self-sufficiency; a staff analysis and selected materials on water use in energy production. Prepared at the request of Henry M. Jackson, chairman, Committee on Interior and Insular Affairs, United States Senate, pursuant to S. Res. 45, the national fuels and energy policy study. Washington, U.S. Govt. Print. Off., 1974. 1151 p.
- "Serial no. 93-52 (92-87)"
- At head of title: 93d Cong., 2d sess. Committee print.
- A comprehensive collection of background material on water and energy development, compiled by Howard Brown of the Environmental Policy Division, CRS, is included as an appendix.
- Egan, William A. Alaska rides herd on petroleum boom. *State government*, v. 47, autumn 1974: 194-198.
- Alaska's Governor comments.
- Energy Supply Act of 1974: [Debate and vote in the Senate] *Congressional record* [daily ed.] v. 120, Sept. 18, 1974: S16924-S16993.
- Energy: today's choices, tomorrow's opportunities; essential dimensions in thinking for energy policy. Washington, World Future Society [1974] 301 p.
- Federal Energy Regulation Study Team. *Federal energy regulation: an organizational study*. Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974: 1 v. (various pagings)
- "This study, commissioned by the President, is concerned with the organizational structure of Federal energy regulation—not with reforming internal agency policies and procedures. . . . It was performed over a period of seven months by an interagency Study Team, which sought broad public and governmental involvement."
- Gerardi, Natalie. The energy crisis: what does it mean to housing? *House and home*, v. 45, Feb. 1974: 74-82.
- Survey of builders and developers on effects of energy crisis on the housing industry.

Gillette, Robert. Energy reorganization: progress in the offing. *Science*, v. 184, Apr. 26, 1974: 443-445.

A study group, commissioned by the White House last June and headed by AEC commissioner, William O. Doub, has released its analysis of organizational problems affecting the Federal regulation of energy resources, prices, and technology.

Griffin, C. W. Energy conservation: a conflict of economic interests. *Construction specifier*, v. 27, May 1974: 28-37.

"Current design, administrative, and legislative deterrents can be turned into incentives if the cultural, economic, and political obstacles are confronted now through code and tax reforms, government subsidies, and education."

Havemann, Joel. Barfield, Claude E. Simon's efforts take effect, order emerges from chaos. *National journal reports*, v. 6, Feb. 2, 1974: 153-158; Feb. 16: 229-237.

Two articles on the way the executive branch has reorganized itself to meet the energy crisis. The second part examines Administration proposals to Congress to establish a Federal Energy Administration (FEA), an Energy Research and Development Administration (ERDA) and a Department of Energy and Natural Resources (DENR).

Hawaii. Dept. of Planning and Economic Development. *Energy use in Hawaii*. [Honolulu, 1974. 30] p.

"A compilation of data on energy consumption, petroleum supplies and use, automobiles and other vehicles, public transit, electricity and manufactured gas, and other energy-related subjects."

Horton, Jack O. Federal coal leasing policy: introductory statement of Jack O. Horton, Assistant Secretary—Land and Water Resources, Department of the Interior, before the Senate Subcommittee on Minerals, Materials, and Fuels, March 13, 1974. In *Remarks of Lee Metcalf*. *Congressional record* [daily ed.] v. 120, Apr. 9, 1974: S5482-S5490.

Answers questions about current coal leasing policies and offers some general observations pertaining to coal development in the Northern Great Plains area.

Interstate Oil Compact Commission. Legal Committee. 1973 legal report of oil and gas conservation activities. Oklahoma City [1974] 35 p.

A state-by-state listing for all states which had significant legal activities in the field of oil and gas during 1973.

Iulo, William. Supply and demand for energy: largely domestic. *Transportation journal*, v. 13, spring 1974: 9-14.

Discusses the intermediate and longer time aspects of domestic energy supply and demand and especially those aspects that may be responsive to deliberate public policy action.

Katz, Barbara J. 'Poor boy from Brooklyn' moves into top job at Federal Energy Agency. *National observer*, Dec. 21, 1974, p. 4.

A biography of Frank G. Zarb.

Lieberman, Marvin S. The energy quandary: state attitudes, activities, and concerns. *Public utilities fortnightly*, v. 94, Aug. 15, 1974: 25-29.

Martin, Edward J. Gumtz, Garth D. State of Maryland waste oil recovery and reuse program. [Washington, Office of Research and Development, U.S. Environmental Protection Agency] for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 248 p. (Environmental protection technology series)

"EPA-670/2-74-013"

"A waste oil recovery and reuse program can be initiated immediately using existing technology, collection and storage resources. Because of a need to consider all sources of waste oils, the program requires subsidization at lower plant throughputs. At the 30 mg/y capacity, the program economics can be self-sustaining."

Miller, William H. Energy: the hottest show in Washington. *Industry week*, v. 182, Sept. 23, 1974: 38-40, 42, 44, 46.

"Although last winter's crisis has eased, concern over long-term energy problems is bringing a reshuffling of the federal energy bureaucracy. The creation of the FEA has centralized some functions, but other energy-related offices continue to sprout."

New Jersey. Governor's Task Force on Energy. *Energy; a report to the Governor*. [Trenton] 1974. 119 p.

Pennsylvania. Governor's Science and Advisory Committee. *Energy for Pennsylvania: a plan for action*. [Harrisburg] 1974. 92 p.

- Concludes that "there is agreement on the urgency and importance to Pennsylvania of proper development of nuclear power and of the three C's—Conservation of energy, Conversion to coal (in the 70's), and Conversion of coal to sulfur-free gas and oil (for the 80's)."
- Peterson, Russell W. A plan for both energy and sanity. *Washington Star-News*, Apr. 14, 1974. p. F2.
- "The Half-and-Half Plan is based on a serious long-term national program to conserve energy. The United States has been on an energy binge." Article by the Chairman of the Council on Environmental Quality is excerpted from two recent addresses.
- Rummel, Edgar F. The Alaska Pipeline slip: an exercise in the legislative process. *Federal Bar journal*, v. 33, summer 1974: 204-217.
- On Nov. 16, 1973, the Alaska Pipeline bill became law. This statute was made necessary because of a legal case to enjoin the Sec. of the Interior from granting right-of-way and special land use permits. Article deals with the validity of special land use permits for construction and maintenance purposes.
- Sawhill, John C. Future of cities may hinge on energy conservation. *Mortgage banker*, v. 34, Aug. 1974: 44, 46, 48-49.
- Says that "urban and land-use planning gives us the chance to reduce wasted time in traffic, to make open spaces accessible, to provide housing and commercial complexes that complement the center city, not drain it, and to preserve neighborhoods. And in doing this, we will not only save energy, we can bring a rich social mix back to our cities and strengthen their role as cultural centers."
- Schorr, Burt. Gapay, Les. Agitated agency: Simon's energy office has a tank of troubles; more may be on way. *Wall Street journal*, Mar. 8, 1974, p. 1, 18.
- "For, as those persistent though generally shorter gasoline lines make clear, things aren't going very well for Mr. Simon and his three-month-old Federal Energy Office."
- Solar Heating and Cooling Demonstration Act of 1974. Debate and vote in the Senate. *Congressional record* [daily ed.] v. 120, May 21, 1974: S8761-S8778.
- Solar Heating and Cooling for Buildings Workshop, Washington, 1973. Proceedings . . . part 1: technical sessions, March 21-22. Washington. For sale by the Supt. of Docs., U.S. Govt. Print. Off. [1974] 226 p.
- Sparks, Wilbur D. Washington 1974: your who's who in energy. *ASHRAE* [American Society of Heating, Refrigerating, and Air-Conditioning Engineers] journal, v. 16, July 1974: 48-51.
- Status report on: the nation's first statewide system for recovering materials and energy. *Resource recovery*, v. 1, Jan.-Mar. 1974: 18-21.
- Discusses Connecticut's work on such a statewide system.
- Stephenson, Lee. Energy czars: cheaper by the dozen? *Environmental action*, v. 5, Jan. 19, 1974: 9-13.
- "A review of the ever-changing Nixon energy corps brings to mind the old adage—you can't tell the players without a program. . . . the second in a series of articles on the Nixon Administration energy policy and the roots of the energy crisis."
- Symposium on RANN: Research Applied to National Needs, 1st, Washington, 1973. Energy; environment, productivity; proceedings. [Washington] National Science Foundation [for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974] 251 p.
- Train, Russell E. [Interview with Russell E. Train on CBS's Face the Nation] *Washington*, 1974. 14 l.
- Concentrates on the effects of the energy crisis on the environment and the EPA.
- The long-term value of the energy crisis. *Futurist*, v. 8, Feb. 1974: 14-18.
- The Administrator of EPA suggests that the energy crises may help us realize that materials are finite and we must move to conserve what we have.
- U.S. Congress. Conference Committees, 1974. Energy Emergency Act; conference report to accompany S. 2589. [Washington, U.S. Govt. Print. Off.] 1974. 96 p. (93d Cong., 2d sess. House. Report no. 93-763)
- Conference Committees, 1974. Energy Reorganization Act of 1974; conference report to accompany H.R. 11510. [Washington, U.S. Govt. Print. Off.] 1974. 40 p. (93d Cong., 2d sess. Senate. Report no. 93-1252)
- Conference Committees, 1974. Federal Energy Administration Act of 1974; conference report to accompany H.R. 11793. [Washington, U.S. Govt. Print. Off.] 1974. 34 p. (93d Cong., 2d sess. House. Report no. 93-999)

- House. Committee on Education and Labor. Subcommittee on Equal Opportunities. Emergency energy conservation economic opportunity amendments of 1974. Hearing, 93d Cong., 2d sess., on H.R. 13153. June 13, 1974. Washington, U.S. Govt. Print. Off., 1974. 83 p.
- House. Committee on Interior and Insular Affairs. Providing for a national fuels and energy conservation policy, establishing an Office of Energy Conservation in the Department of the Interior, and for other purposes; report to accompany H.R. 11343. [Washington, U.S. Govt. Print. Off.] 1974. 12 p. (93d Cong., 2d sess. House. Report no. 93-1546)
- House. Committee on Interior and Insular Affairs. Subcommittee on Mines and Mining. Oversight hearings on mineral scarcity. Hearings, 93d Cong., 2d sess. Washington, U.S. Govt. Print. Off., 1974. 373 p.
Hearings held Mar. 29 . . . June 20, 1974.
"Serial no. 93-48"
- House. Committee on Interior and Insular Affairs. Subcommittee on the Environment. National Energy Conservation Act of 1974. Hearings, 93d Cong., 2d sess., on H.R. 11343. Washington, U.S. Govt. Print. Off., 1974. 292 p.
- House. Committee on Interstate and Foreign Commerce. Subcommittee on Communications and Power. Federal Power Commission oversight. Hearings, 93d Cong., first and second sess., on the role of the Federal Power Commission with regard to alleviating the energy crisis in the United States. Washington, U.S. Govt. Print. Off., 1973 [i.e. 1974] 261 p.
Hearings held Mar. 6 and 7, 1973; June 11 and 12, 1974.
- House. Committee on Science and Astronautics. Subcommittee on Energy. Energy and environmental standards. Hearings, 93d Cong., 1st and 2d sess. Washington, U.S. Govt. Print. Off., 1974. 961 p.
"No. 45"
Hearings held Sept. 25 . . . Oct. 18, 1973.
- House. Committee on Ways and Means. Briefing on energy situation. Executive session, 93d Cong., 1st sess. Jan. 3, 1974. Washington, U.S. Govt. Print. Off., 1974. 23 p.
"Briefing of the Committee on the energy situation by: Dr. Earl T. Hayes, former chief scientist, Bureau of Mines, Department of the Interior."
- House. Permanent Select Committee on Small Business. Subcommittee on Activities of Regulatory Agencies. Energy data requirements of the Federal Government (part I—energy crisis and small business). Hearings, 93d Cong., 2d sess. Jan. 16-18, 1974. Washington, U.S. Govt. Print. Off., 1974. 542 p.
- Joint Economic Committee. Subcommittee on Priorities and Economy in Government. Energy statistics. Hearings, 93d Cong., 1st and 2d sess. Jan. 14 and 21, 1974. Washington, U.S. Govt. Print. Off., 1974. 446 p.
- Senate. Committee on Banking, Housing and Urban Affairs. Subcommittee on Housing and Urban Affairs. Solar Home Heating and Cooling Demonstration Act. Hearings, 93d Cong., 2d sess., on S. 2540, S. 2650 [and] H.R. 11864. Mar. 20-21, 1974. Washington, U.S. Govt. Print. Off., 1974. 124 p.
- Senate. Committee on Commerce. Resource Conservation and Energy Recovery Act of 1974; report on S. 3954. Washington, U.S. Govt. Print. Off., 1974. 84 p. (93d Cong., 2d sess. Senate. Report no. 93-1127)
- Senate. Committee on Commerce. Special Subcommittee on Science, Technology, and Commerce. Solar Home Heating and Cooling Demonstration Act of 1973. Joint hearings before the Special Subcommittee on Science, Technology, and Commerce of the Committee on Commerce and the Committee on Interior and Insular Affairs, United States Senate, Ninety-third Congress, second session, on S. 2650 [and] H.R. 11864. Mar. 29 and Apr. 5, 1974. Washington, U.S. Govt. Print. Off., 1974. 250 p.
"Serial no. 93-80"
- Senate. Committee on Government Operations. Establish a Department of Energy and Natural Resources. Hearings, 93d Cong., 1st sess., on S. 2135. July 31, Aug. 1 and Sept. 13, 1973. Washington, U.S. Govt. Print. Off., 1974. 233 p.
- Senate. Committee on Government Operations. Federal Energy Administration Act (1973). Hearings, 93d Cong., 1st sess., on S. 2776. Dec. 6 and 7, 1973. Washington, U.S. Govt. Print. Off., 1974. 280 p.
- Senate. Committee on Government Operations. Permanent Subcommittee on Investigations. Current energy shortages oversight series: mayors' panel—urban impact. Part 6. Hearings, 93d Cong., 2d sess., pursuant to section 4. Senate Resolution 269, 93d Cong. Mar. 6, 1974. Washington, U.S. Govt. Print. Off., 1974. 687-786 p.

Discusses the effect of the energy crisis on cities, and the efficacy of Federal energy programs.

— Senate. Committee on Government Operations. Permanent Subcommittee on Investigations. Efficiency of executive agencies with respect to the petroleum industry. Hearings, 93d Cong., 1st sess., pursuant to section 4, Senate Resolution 46, 93d Congress. Part I. Nov. 29 and Dec. 13, 1973. Washington, U.S. Govt. Print. Off., 1974. 262 p.

Hearings sought to learn why the U.S. had a fuel oil shortage in the winter of 1972-73 and a gasoline shortage in the summer of 1973.

— Senate. Committee on Government Operations. Subcommittee on Intergovernmental Relations. Impact of the energy crisis on state and local governments (1974). Hearings, 93d Cong., 2d sess. Washington, U.S. Govt. Print. Off., 1974. 364 p.

Hearings held in Augusta, Maine, Jan. 14, 1974; Boston, Mass., Jan. 16, 1974 and Washington, D.C. Jan. 28, Feb. 21 and 22, 1974.

— Senate. Committee on Government Operations. Subcommittee on Reorganization, Research, and International Organizations. To establish a Department of Energy and Natural Resources, Energy Research and Development Administration, and a Nuclear Safety and Licensing Commission. Hearings, 93d Cong., 2d sess., on S. 2135 [and] S. 2744. Feb. 26-27 and Mar. 12-13, 1974. Washington, U.S. Govt. Print. Off., 1974. 583 p.

— Senate. Committee on Government Operations. Subcommittee on Reorganization, Research, and International Organizations. To establish an Energy Research and Development Administration and a Nuclear Energy Commission. Hearings, 93d Cong., 1st sess., on S. 2744. Dec. 4, 5, and 10, 1973. Washington, U.S. Govt. Print. Off., 1974. 647 p.

— Senate. Committee on Interior and Insular Affairs. Energy Information Act. Hearings, 93d Cong., 2d sess., pursuant to S. Res. 45, a national fuels and energy policy study, on S. 2782. Washington, U.S. Govt. Print. Off., 1974. 3 v.

Hearings held on: Part 1, Feb. 5-6, 1974; Part 2, Feb. 14-15. Includes Part 3—Appendix.

“Serial no. 93-34 (92-69)”

— Senate. Committee on Interior and Insular Affairs. Energy information needs—study by the General Accounting Office; pursuant to S. Res. 45, a national fuels and energy policy study. Washington, U.S. Govt. Print. Off., 1974. 76 p.

“Serial no. 93-33 (92-68)”

Reprints GAO report B-178205 (Feb. 6, 1974) ACTIONS NEEDED TO IMPROVE FEDERAL EFFORTS IN COLLECTING, ANALYZING, AND REPORTING ENERGY DATA, together with the Comptroller General's summary of that report.

— Senate. Committee on Interior and Insular Affairs. Energy Supply Act of 1974; report together with minority views to accompany S. 3221. [Washington, U.S. Govt. Print. Off.] 1974. 159 p. (93d Cong., 2d sess. Senate. Report no. 93-1140)

— Senate. Committee on Interior and Insular Affairs. Solar Energy Research Act of 1974. Hearing, 93d Cong., 2d sess., pursuant to S. Res. 45, the National Fuels and Energy Policy Study, on S. 3234. June 27, 1974. Washington, U.S. Govt. Print. Off., 1974. 306 p.

“Serial no. 93-47 (92-82)”

“A bill to authorize a vigorous Federal program of research and development to assure the utilization of solar energy as a major source for our national energy needs, to provide for the development of suitable incentives for rapid commercial use of solar technology and to establish an Office of Solar Energy Research in the United States Government.”

— Senate. Committee on Interior and Insular Affairs. Standby Energy Emergency Authorities Act. Joint Hearing before the Committee on Interior and Insular Affairs and the Permanent Subcommittee on Investigations of the Committee on Government Operations, United States Senate, 93d Cong., 2d sess., on S. 3267. Apr. 4, 1974. Washington, U.S. Govt. Print. Off., 1974. 505 p.

— Senate. Committee on Interior and Insular Affairs. U.S. energy resources, a review as of 1972; a background paper . . . pursuant to S. Res 45, a national fuels and energy policy study. Washington, U.S. Govt. Print. Off., 1974. 267 p.

At head of title: 93d Cong., 2d sess. Committee print.

“Serial no. 93-40 (92-75)”

Paper was prepared by M. King Hubbert, Research Geophysicist, Office of Energy Resources, Geological Survey.

- U.S. Department of the Interior. Office of Research and Development. Energy research program of the U.S. Department of the Interior. Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 274 p.
- U.S. Federal Energy Administration. Financing Project Independence, financing requirements of the energy industries, and capital needs and policy choices in the energy industries. [Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 1 v. (various pagings)
- At head of title: Project Independence blueprint; final task force report.
- U.S. Federal Energy Office. Office of Energy Conservation. State government energy conservation status report. [Washington] 1974. [5] p.
- Presents a state-by-state listing, in tabular form, of state rationing and energy conservation plans.
- U.S. Federal Energy Regulation Study Team. Federal energy regulation: an organizational study. Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off. 1974. 1 v. (various pagings)
- “. . . the most pressing need of the Federal energy regulation system at this time is for mechanisms that coordinate, rather than consolidate, diverse agencies and their functions.”
- U.S. Federal Power Commission. 1973 fifty-third annual report. Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off. [1974] 110 p. (93d Cong., 2d sess. House. Document no. 93-267)
- U.S. General Accounting Office. Actions needed to improve Federal efforts in collecting, analyzing, and reporting energy data: study requested by chairman, Senate Committee on Interior and Insular Affairs. [Washington] 1974. 35 p.
- “B-178205, Feb. 6, 1974”
- “We need to start now to establish a fully integrated comprehensive energy data system building, where possible, on existing data collection systems and programs. . . . General responsibility for developing the comprehensive system should be placed in an organization within the executive branch which has the opportunity to establish itself as a professional, objective, independent gatherer of energy information. The organization should be responsible for data collection and technical analysis, without any responsibility for an involvement in energy policy analysis or formulation.”
- U.S. Interagency Task Force on Facilities. Facilities. [Washington] Federal Energy Administration [for sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 1 v. (various pagings)
- At head of title: Project Independence blueprint; final task force report.
- Presents data on several types of energy-processing facilities, among them oil refineries, electric power plants and distribution systems, deep water ports, and hydroelectric plants.
- U.S. National Commission on Materials Policy. Material needs and the environment today and tomorrow; final report . . . to the Congress of the United States in compliance with section 201 of title II of Public Law 91-512. Washington, U.S. Govt. Print. Off., 1974. 1 v. (various pagings) (93d Cong., 2d sess. Senate. Document no. 93-97)
- U.S. National Laboratory, Oak Ridge, Tenn. Inventory of current energy research and development. Prepared for the Subcommittee on Energy of the Committee on Science and Astronautics, U.S. House of Representatives, Ninety-third Congress, first session. Washington, U.S. Govt. Print. Off., 1974. 3 v. (2680 p.)
- “Serial J”
- At head of title: Committee print.
- Partial contents.—Part I, energy sources; part II, Electric power; Part III, Energy uses; part IV, Health and ecological effects; vol. III, Indices.
- Watt, Kenneth E. F. The end of an energy orgy. *Natural history*, v. 83, Feb. 1974: 16-18, 20-22.
- “Our current national goals maximize resource depletion, increase pollution, reduce life expectancy, destroy our city centers, and give us a slow, inconvenient, unhealthy form of travel.” “Americans have gobbled up sources of energy for centuries. Now we must learn to diet.”
- Whirlwind confronts the skeptics. *Time*, v. 103, Jan. 21, 1974: 22-27.
- William Simon became head of Federal Energy Office Dec. 4. Article discusses what he has achieved so far in his efforts to bring order out of the energy crisis.

Strip Mining

- Cannon, James. The strip it or hoard it: either way we lose. *Environmental action*, v. 6, July 20-Aug. 3, 1974: 5-8.

"The public is in a unique position to plan western coal development according to national and regional land and energy policies because it owns most of the coal. The random, uncoordinated leasing of the past is an obstruction to this planning."

Charmbury, H. B. Strip mining—a necessary evil? State government, v. 47, autumn 1974: 209–213.

"Despite the progress made in Appalachian States and elsewhere in legislating against the abuses of strip mining, a federal law is deemed necessary."

The Coal industry's controversial move West. Business week, no. 2330, May 11, 1974: 134, 136, 138.

"Should the U.S. concentrate its coal programs in the deep mines of Appalachia or in the Western plains, from Montana to New Mexico? The answer will set the growth patterns of the nation's major energy suppliers for years to come, decide the fate of the coal-dependent Appalachian economy, and determine the environmental quality and economic development of the West."

Conaway, James. Stripping the West: a new social contract for mining. New York, Alicia Patterson Foundation, 1974. 11 p.

"JC-1"

Comments on some of the issues involved in H.R. 11500, the Surface Mining Control and Reclamation Act of 1974; land reclamation, East versus West in future coal production, and on the social responsibility of the coal industry.

Controversy over proposed Federal regulation of surface mining of coal. Congressional digest, v. 53, May 1974: whole issue.

Cornforth, Carol. Alabama operators organize for better reclamation. Coal mining & processing, v. 11, June 1974: 41–42, 51–53.

"Responsible surface mine operators of Alabama have joined together to fight bad surface mining practices and improve the industry's image through self-regulation in reclaiming mined land to its most productive use regardless of a weak state law."

Democratic Study Group. Strip mining. Washington, 1974. 25 p. (Democratic Study Group. Fact sheet 93–32)

"This DSG Fact Sheet deals with H.R. 11500, the Surface Mining Control and Reclamation Act of 1974, which is scheduled for House action beginning Tuesday, July 16."

Federal regulation of strip mining. Editorial opinion reports, Aug. 1974: 1–4.

"Sixty-four per cent of the prestige daily newspapers monitored by Public Issues Research Bureau in recent weeks have editorially spoken out—all favorably—on federal regulation of strip mining."

Gates, Iathrop M. Strip mine reclamation regulation. Missouri law review, v. 39, summer 1974: 429–446.

"In September, 1971, Missouri enacted a new set of regulations dealing with strip mining. This comment will explore the impact this legislation has had on the environmental and economic aspects of surface mining in Missouri and the extent to which the proposed federal legislation on strip mining would affect this impact."

Grim, Elmore C. Hill, Ronald D. Environmental protection in surface mining of coal. Cincinnati, National Environmental Research Center, for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 277 p. (Environmental protection technology series)

"EPA-670 2-74-093"

"... discusses damages caused by surface mining (with emphasis on coal), outlines techniques that will hold damages to a minimum, discusses procedures to restore the land after mining has occurred, and highlights areas requiring further research and development."

Gwynn, Thomas A. Mined land reclamation in Montana. Natural resources lawyer, v. 7, winter 1974: 27–32.

Hechler, Ken. We must phase out strip mining. Remarks in the House. Congressional record [daily ed.] v. 120, July 3, 1974: H6195–H6204.

House Republican Conference. Background report on the strip-mining bill; U.S. coal resources. Washington, 1974. 35 p.

Contents.—Consumption patterns.—Technologies affecting use.—Reserves and production.—Strip-mining methods.—Reclamation techniques and costs.

Moran, R. Lauren. Changing concepts relative to land use controls and the mineral extractive industries. Natural resources lawyer, v. 7, winter 1974: 1–19.

This article reviews recent case law as it relates to mining and land use.

New look at western coal. *Coal age*, v. 79, May 1974: 75-125. Partial contents.—Arizona: coal moves on nation's first 50-kv electric railroad.—Montana: legislators give the state control over surface mine siting.—Utah: producers brace for 300% jump in output by 1980's.—Wyoming: production seen doubling by 1976.—Land rehabilitation: prompt passage of federal reclamation law recommended by Ford Foundation study.

Noone, James A. Energy issues threaten recent environmental gains. *National journal reports*, v. 6, Mar. 2, 1974: 305-308.

"Strip mining legislation will be the barometer of environmental staying power. Controls on toxic substances and regulation of the quality of drinking water are certain to pass, but future of other legislation—including new solid waste laws—is more doubtful."

Strip mining lobby groups focus on House Interior Committee. *National journal reports*, v. 6, Jan. 26, 1974: 137-142.

"The House Interior and Insular Affairs Committee will have to move faster than it did last year if it is to produce controls for strip mining of coal in 1974. Its work will be harder. Energy shortages will mean intensified pressures from industry and environmental lobbyists. The most controversial proposals still pending are a tax that would equalize the production costs of strip and deep mined coal and a provision that could cut deeply into coal output in the Far West."

Stephenson, Lee. House passes tough stripping control bill. *Environmental action*, v. 6, July 20-Aug. 3, 1974: 9-11.

The bill (H.R. 11500) "won't stop the practice but, if enacted, will be the first firm control of strip mining destruction."

U.S. Congress. House. Committee on Interior and Insular Affairs. Surface Mining Control and Reclamation Act of 1974: report together with additional, dissenting, separate, and supplemental views to accompany H.R. 11500. Washington, U.S. Govt. Print. Off., 1974. 295 p. (93d Cong., 2d sess. House Report No. 93-1072)

U.S. Soil Conservation Service. Status of land disturbed by surface mining as of January 1, 1974, by states. In *Extension of remarks of Robert H. Michel*. Congressional record [daily ed.] v. 120, Apr. 8, 1974: E2184-E2186.

The 1973 survey is the first to break down the disturbed acreages into three categories of minerals—specifically, into coal, sand and gravel.

Deep Water Ports

Deepwater Port Act of 1974. Debate in the Senate. *Congressional record* [daily ed.] v. 120, Oct. 9, 1974: S18680-S18691.

— *Congressional record* [daily ed.] v. 120, Oct. 9, 1974: S18645-S18679.

Debate centered on whether or not to allow oil companies to construct and own deepwater ports for unloading supertankers.

Reed C. Suzanne. Deepwater port policy issues: a staff analysis prepared at the request of Henry M. Jackson, chairman, Committee on Interior and Insular Affairs, United States Senate, pursuant to S. Res. 45, a national fuels and energy policy study. Washington, U.S. Govt. Print. Off., 1974. 102 p. At head of title: 93d Cong., 2d sess. Committee print.

Sullivan, Leoncr K. High seas oil port legislation. In *Extension of remarks of Thomas N. Downing*. *Congressional record* [daily ed.] v. 120, May 7, 1974: E2810-E2812.

Remarks made on deep water ports at the 2d annual meeting of the National Ocean Industries Association.

U.S. Congress. Conference Committees, 1974. Deepwater Port Act: conference report to accompany H.R. 10701. [Washington, U.S. Govt. Print. Off.] 1974. 60 p. (93d Cong., 2d sess. Senate. Report no. 93-1360).

— House. Committee on Interior and Insular Affairs. Subcommittee on the Environment. Deepwater port facilities. Hearings, 93d Cong., 1st sess., on H.R. 7501. Washington, U.S. Govt. Print. Off., 1974. 249 p.

Hearings held June 6 . . . Oct. 1, 1973.

"Serial no. 93-22".

— House. Committee on Public Works. An amendment in the nature of a substitute for the bill H.R. 10701 to be offered in accordance with H. Res. 1139; and a detailed statement of the amendment. Washington, U.S. Govt. Print. Off., 1974. 44 p. At head of title: 93d Cong., 2d sess. Committee print. "93-41".

The bill relates to deep water ports, and the creation of a Federal commission to oversee them.

— Senate. Committee on Commerce. Deepwater Port Act of 1974; joint report of the Committees on Commerce; Interior and Insular Affairs; and Public Works, United States Senate, together with additional views to accompany S. 4706. Washington, U.S. Govt. Print. Off., 1974. 106 p. (93d Cong., 2d sess. Senate. Report no. 93-1217).

— Senate. Special Joint Subcommittee on deepwater Ports Legislation. Deepwater Port Act of 1973. Joint hearings before the Special Joint Subcommittee on Deepwater Ports Legislation of the Committees on Commerce, Interior and Insular Affairs, and Public Works, United States Senate, 93d Cong., 1st sess., on S. 1751 [and] S. 2232. Washington, U.S. Govt. Print. Off., 1974. 2 v.

"Serial no. 93-59".

Hearings held July 23 . . . Oct. 3, 1973.

U.S. Dept. of the Interior. Office of Economic Analysis. Final environmental impact statement: deepwater ports. [Washington] 1974. 2 v.

Land Use

Abbot, Guthrie T., Holmes, Eugene T. A survey of Federal and Mississippi environmental law with an examination of its effect on land development. Mississippi law journal, v. 45, Sept. 1974: 821-885.

Alabama. Office of the Governor. Land use law in Alabama. Montgomery [Available from NTIS, 1974?] 85 l.

Presents a detailed analysis of statutes and judicial opinions concerning land use in Alabama with special emphasis on laws and decisions relating to zoning. Also, S. Reid. Land use planning and relocation assistance. Urban lawyer, v. 6, summer 1974: 665-676.

"Land use controls and relocation assistance requirements are two types of restrictions that apply to the development of highway projects. Accordingly, they are both potential areas for litigation. A fairly comprehensive relocation assistance program established by statute and regulation is presently in effect. Land use controls are not yet a major factor in highway development, but it appears that they will be within the next year."

American Bar Association. Young Lawyers Section. Environmental Quality Committee. State land use programs. Washington, U.S. Govt. Print. Off., 1974. 95 p. At head of title: 93d Cong., 2d sess. Committee print.

"Summaries of land use regulation in eight states prepared by the Environmental Quality Committee of the Young Lawyers Section, The American Bar Association and a 50-state survey of state land use control prepared by Land Use Planning Reports.

"Printed for the use of the [Senate] Committee on Interior and Insular Affairs."

Anderson, Robert M. Land use control. Syracuse law review, v. 25, winter 1974: 457-464.

"The New York General Assembly has endorsed direct state involvement in land use planning by its approval of the Adirondack Park Agency's land use plan. Although the authority of the New York State Urban Development Corporation was modified by statute, it is moving forward on major planned-unit development projects . . ."

Berg, Norman A. Matching resources and people. Water spectrum, v. 6, no. 3, 1974: 19-25.

" . . . shows how data and technology available through the U.S. Department of Agriculture can assist in satisfying the urgent requirement for better planning of both agricultural and urban activities within individual watersheds."

Bock, C. Allen. The expanding public interest in private property. Journal of soil and water conservation, v. 29, May-June 1974: 109-113.

"The critical consideration today is the extent to which the public interest should be allowed to restrict private property rights." Says: three principal tools that can be applied to accommodate the public interest are eminent domain, the police power, and the power of taxation.

Bosselman, Fred P., Feurer, Duane A. Callies, David L. EPA authority affecting land use. [Chicago, Ross, Hardies, O'Keefe, Babcock & Parsons] Distributed by NTIS, 1974. 194 p.

"PB-235 331."

" . . . examines existing EPA statutory and regulatory authority which involve land use requirements or implications."

Bosselman, Fred P., Land use regulations create problem of landowner compensation. *Mortgage banker*, v. 34, Sept. 1974: 62, 64-65.

Discusses "actions by local governments (and occasionally state agencies) to impose tighter land use restrictions. These restrictions often take the form of downzonings or new growth management techniques which shatter many landowners' expectations of profitability." Looks into three possible solutions—statute, the courts, or by administrative mechanisms for paying compensation. Boster, Ron S., O'Connell, Paul F., Thompson, James C. Recreation uses change Mogollon Rim economy. *Arizona review*, v. 23, Aug.-Sept. 1974: 1-7.

The Mogollon Rim economy of Arizona is rooted in cattle-growing and wood products. It has already changed to one based upon second homes, retirement living, and transient recreation. Safeguards are presently inadequate to counter the environmental degradation associated with rapid development.

Brinkerhoff, Allan T. Eminent domain: proving highest and best use of undeveloped land in Utah. *Utah law review*, v. 1973, winter 1974: 705-717.

"This note will examine the concept of highest and best use and present an analytical framework for determining and proving such use. Within this framework, Utah cases may be harmonized, but because Utah law in this area is incomplete, this note will draw upon materials from other jurisdictions."

Bullard, W. E. Water related land use planning guidelines. [Bethesda, Md.] Interstate Commission on the Potomac River Basin, 1974. 32 p.

". . . to show how to proceed with land use planning. The necessary steps are set forth, and some methods are indicated."

Burnett, Pat. Chipman, William D. Wolfe, Harry P. Political decision processes, transportation investment and changes in urban land use: a selective bibliography with particular reference to airports and highways. Monticello, Ill., 1974. 76 p. (Council of Planning Librarians. Exchange bibliography 621)

Cahn, Robert. Alaska: a matter of 80,000,000 acres. *Audubon*, v. 76, July 1974: 3-13, 66-67, 78, 81.

The author reviews existing recommendations for the disposition of Alaska's public lands, and makes recommendations himself.

Cahn, Robert. Reilly, William K. Fighting to save the land. *National wildlife*, v. 12, Aug.-Sept. 1974: 12-15.

Argues that all arguments about growth must consider the problem of land use and the effect growth has upon the land.

Canty, Donald. Oregon blazes new trails in environmental protection. Where do they lead next? *AIA [American Institute of Architects] journal*, v. 62, Sept. 1974: 34-37.

"In 1969, the state took its first major initiative in land use, with passage of a bill requiring local governments to zone their land and draft comprehensive plans. Deadline for the drafting was the end of 1971—after that, the governor could step in and do their planning for them."

Carrying capacity analysis is useful—but limited. Conservation Foundation letter, June 1974: 1-8.

"A discussion of carrying capacity measurements as a valuable tool in land-use planning. . . but one with drawbacks and serious limitations."

Charting a path through the regulatory jungle—the development/conservation conflict. *Industrial development*, v. 143, May-June 1974: 8-11.

Summarizes and discusses the main points of a report by the American Bar Association's Special Committee on Environmental Law on legal reforms to improve the decision-making process in industrial site selection.

Coffin, James B., ed. Arnold, Michael, ed. A summary of state land use controls—July 1974. Washington. *Land Use Planning Reports [1974]* 58 p. (Land use planning reports, 2)

Conference on Land Use Planning: Implications for Citizens and State and Local Governments, Battelle Columbus Laboratories, 1974. Proceedings. [Columbus, Ohio] 1974. 181 p. Contents.—Keynote speakers.—Policy issues.—Technical issues.—Implementation issues and citizens involvement.

Conrad R. Deane. Land use: a challenge to state leadership. *Water spectrum*, v. 6, no. 1, 1974: 26-30.

"State administration of land use management programs takes on greater significance when one recognizes that the traditional instrument of control—zoning—has just as traditionally proven inadequate. . ."

Land use: a challenge to state leadership. *Kansas water news*, v. 17, no. 1 and 2, 1974: 13-17.

Reviews several major state programs for the regulation of land use.

- Costonis, John J. Whichever way you slice it, DRT is here to stay. *Planning*, v. 40, July 1974: 10-15.
- Discusses the current and future trends of development rights transfer and community planning.
- Council of State Governments. The land use puzzle. Lexington, Ky. [1974] 37 p. " . . . an examination of the role and responsibility of state government in land resource management."
- Council of State Governments. Organization, management and financing of state land use programs. Lexington, Ky. [1974] 84 p. (Land use policy and program analysis, no. 3)
- Council of State Governments. Task Force on Natural Resources and Land Use Information and Technology. Data needs and resources for state land use planning. Lexington, Ky. [1974] 35 p. (Land use policy and program analysis, no. 2) " . . . reviews the needs for information to support state land use planning programs as these are derived from the planning process and federal programs which can contribute to a coordinated effort to help states meet some of their data requirements."
- Council of State Governments. Task Force on Natural Resources and Land Use Information and Technology. Intergovernmental relations in state land use planning. Lexington, Ky. [1974] 40 p. (Land use policy and program analysis, no. 1)
- Court proceedings: Senate Select Committee on Presidential Campaign Activities; amended answer and response to plaintiff's memorandum on remand filed by attorneys for the President. Jan. 17, 1974. Presidential documents, v. 10, no. 3, 1974; 43-61.
- Text of the answer and response of the President's lawyers to the suit of the Senate Watergate committee seeking to subpoena Presidential tapes and documents.
- Craig, James E. Land use in the Northeast. *American forests*, v. 80, Jan. 1974: 12-15, 16-63.
- Reports on a discussion on land use at a meeting of the American Forestry Association.
- DeGrove, John M. Land use planning: state-local roles. *National civic review*, v. 63, Feb. 1974: 72-76, 105.
- "Americans have always associated progress with growth. Now we are in the midst of a revolution in attitudes about growth. Several states have moved to take back some land use powers delegated to local government; some local governments are beginning to limit or otherwise manage growth."
- Dowd, Donald W., and others. Environmental control: guide or roadblock to land development? A symposium. *Villanova law review*, v. 19, May 1974: 703-781.
- Partial contents.—Environmental planning, a legal guide to development in Pennsylvania, by W. M. Eichbaum, Jr.—The EPA's position: a rational approach to land development, by D. J. Snyder, III.—A general overview of the conflicting interests involved in land development and environmental controls, by J. M. Hyson.
- Downie, Leonard, Jr. The ambush of the land bill. *Washington post*, Mar. 10, 1974, p. 83.
- Article describes the defeat of the National Land Use Policy Act. Says the sudden, if temporary, end to the bill's progress through Congress provides both a lesson in how Congress works and an important case history in land use policymaking.
- Drachman, Roy P. Land use under current restraints. *Appraisal journal*, v. 42, Apr. 1974: 165-174.
- Traces the relationship of property rights and land use restrictions through history to recent landmark court decisions and EPA directives. Says America is facing the most potential change in its philosophy of land ownership since its formation.
- Eisenmenger, Robert W. New England's national resources and its economic future. Federal Reserve Bank of Boston New England economic indicators, Mar. 1974: 2-5
- "In conclusion, I believe New England will continue to grow. The region's specialized service industries will be particularly important to the growth. The pressure on the rural environment seems likely to continue making us more dependent on sound land-use controls and regulation."
- Ellsworth, David G. OILSR tightens the regulatory screws. *Real estate review*, v. 4, spring 1974: 106-110.
- "The Office of Interstate Land Sales Registration is becoming the 'SEC' for real estate sales."

Enlightened land choices are very elusive. Conservation Foundation letter, Apr. 1974: 1-8.

"Some pitfalls on the path to better decisions on land use and development . . . and some alternatives for building improved communities."

Feinman, Jay M. Judicial review of land bank dispositions. University of Chicago law review, v. 41, winter 1974: 377-397.

"This comment examines judicial review of land bank disposition decisions and suggests judicial techniques to curb the two major problems in disposition—dispositions that are inconsistent with land bank goals as defined by statute and dispositions that exclude certain uses or groups from an area in conflict with general state policies."

Frank, Armin. The national land use—environmental problem: legal and pragmatic aspects of population density control. University of Cincinnati law review, v. 43, no. 2, 1974: 377-409.

This note focuses on problems incident to the genesis of population density and distribution regulation and the enactment of appropriate PD laws. Analyzes the land use policy and environmental control considerations involved.

Freilich, Robert H. Blue Sky protection for the consumer in interstate land sales. Urban lawyer, v. 6, spring 1974: 10-16.

Discusses the States' use of Blue Sky laws, patterned after the Federal Securities Act of 1933, to regulate interstate land sales.

Bagsdale, John W., Jr. Timing and sequential controls—the essential basis for effective regional planning: an analysis of the new directions for land use control in the Minneapolis-St. Paul metropolitan region. Minnesota law review, v. 58, June 1974: 1009-1090.

Gandal, Larry N. General outline of the Interstate Land Sales Full Disclosure Act. Real estate law journal, v. 3, summer 1974: 3-22.

Discusses authority and organization under the Act, what it covers, exemptions, violations and penalties for violation.

Gifford, K. Dun. An islands trust: leading edges in land use laws. Harvard journal on legislation, v. 11, Apr. 1974: 417-461.

This article uses Sen. Kennedy's proposal to create a Nantucket Sound Islands Trust as an example of the new approach needed in the development of land use legislation.

Great stakes in the great land: Alaska lands for public good. Sierra Club bulletin, v. 59, Sept. 1974: 17-24.

"The Alaska Native Claims Settlement Act of 1971 grants Alaska Natives the right to select 40 million acres of land from the Alaskan public domain and sets into motion a mechanism to determine the disposition of all federal lands in the state by 1978." Lists areas that should be set aside as national interest reservations.

Green, Philip P., Jr. Land-use regulation: a state or local function—or both? Popular government, v. 40, summer 1974: 17-19.

Grimes, Orville F., Jr. A land-use approach: private access recreation near urban centers. Growth and change, v. 5, Apr. 1974: 2-7.

"This article examines the spatial pattern of demand for vacation homesites located on land under urban influence. The household choice model presented below allows for residents of more than one urban center to bid for the same recreation site, and looks at the degree to which households intermingle at the site or group themselves by center of origin."

Gushee, David E. Plant siting and pollution control. Chemical technology, v. 4, Aug. 1974: 468-470.

Discusses the effect that pollution control legislation has on land use.

Hady, Thomas F. Sibold, Ann Gordon. State programs for the differential assessment of farm and open space land. [Washington, Economic Research Service, U.S. Dept. of Agriculture, 1974] 65 p. (Agricultural economic report no. 256)

"Differential assessment laws are now in use in 31 states. Deferred tax laws are most common; some States use preferential assessment laws or restrictive agreements. These laws typically are instituted for one of two reasons: to reduce what are perceived as inequities in the application of property tax to farms, or to influence land use. These reasons are discussed in the bulletin and summaries of individual State laws are provided."

Haik, Raymond A. Police power versus condemnation. Natural resources lawyer, v. 7, winter 1974: 21-26.

This article discusses the different approaches to land use control of eminent domain and zoning.

Hall, John F. How pending land-use legislation would affect forestry. Forest farmer, v. 33, Jan. 1974: 6-7, 17-18.

- Hanslin, Emil A. Housing and the environmental ethic. *Savings bank journal*, v. 55, Apr. 1974: 46-48, 52, 54, 56.
- "Some say that ecology in all its ramifications enables conservationists and planners to steamroller projects and limit creativity in land use and design. But the author says builders can work with environmentalists, and he tells how."
- Healy, Martin R. National land use proposal: land use legislation of landmark environmental significance. *Environmental affairs*, v. 3, no. 2, 1974: 355-395.
- Hinkley, James R. A state's approach to land use. *Water spectrum*, v. 6, no. 3, 1974: 23-31.
- Discusses North Carolina's approach.
- Hodges, Allan A. Planning partnership is best course for land developers, local governments. *Mortgage banker*, v. 34, Sept. 1974: 28, 31-32, 34, 38.
- Huck, Susan L. M. About Alaska and the heavy hand of Washington. *American opinion*, v. 17, May 1974: 1-12.
- Argues that the Federal Government exercises too much control over Alaskan affairs, especially in the areas of energy exploration and land use.
- Hysom, John L., Jr. Land use controls: who watches the watchers? *Urban land*, v. 33, Mar. 1974: 3-9.
- The Impact of Federal environmental regulations on land use. *Environmental comment*, no. 11, July 1974: 1, 10-13.
- Outlines "how the implementation of environmental regulations, principally under the Clean Air Act and the Federal Water Pollution Control Act, impacts on land use."
- Johnson, Wallace H. Trends affecting land utilization. *Appraisal journal*, v. 42, July 1974: 325-332.
- Examines current factors affecting land use policy and legislation in the U.S.
- Joint Federal-State Land Use Planning Commission for Alaska. Land planning and policy in Alaska: recommendations concerning national interest lands. Prepared at the request of Henry M. Jackson, chairman, Committee on Interior and Insular Affairs, United States Senate. Washington, U.S. Govt. Print. Off., 1974. 127 p. At head of title: 93d Cong., 2d sess. Committee print.
- Jones, Oliver H. The economy in crisis: viable national growth policy vital to survival. *Mortgage banker*, v. 34, Mar. 1974: 5-6, 8, 10, 12, 14-15, 17.
- Kimmelman, Benno., and others. Studies in environment: volume V—outdoor recreation and the environment. [Washington, Office of Research and Development, U.S. Environmental Protection Agency, for sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 91 p. (Socioeconomic environmental studies series)
- "EPA-600/5-0-73-12e"
- King, Kathleen. Federal land use controls for clean air. *Environmental affairs*, v. 3, no. 3, 1974: 507-526.
- Land and water use in Oregon. [Corvallis, Oregon State University] 1974. 130 p.
- "Seminar conducted by Water Resources Research Institute, Oregon State University, spring quarter 1974."
- Land protection in the U.S. Outdoor recreation action report, no. 32, summer 1974: 1-33.
- A collection of articles on techniques for protecting the land from development.
- Land use planning: implication for citizens and state and local governments [proceedings] Columbus, Ohio, Battelle Columbus Laboratories, 1974. 181 p.
- "A Conference Organized by and Held at Battelle's Columbus Laboratories, 26-27 March, 1974."
- Land use policy: toward a new land ethic. *Natural resources lawyer*, v. 7, spring 1974: 264-290. A collection of articles on land use policy in the U.S.
- Land use, U.S.A.: forceful, compelling changes ahead. *Mortgage banker*, v. 34, Sept. 1974: 5-8, 10, 12-14, 17-18, 20, 22-23, 25-27.
- An overview of Federal, state, local and metropolitan land use planning and control strategies to protect developable land.
- Landstrom, Karl S. State and local governmental regulation of private land using activities on Federal lands. *Natural resources lawyer*, v. 7, winter 1974: 77-85.
- Lowenberg, Paul. Windfalls for wipeouts? An annotated bibliography on betterment recapture and worsenment avoidance techniques in the United States, Australia, Canada, England and New England. Monticello, Ill., 1974. 220 p. (Council of Planning Librarians. Exchange bibliography 618-620)
- A report published under the Windfalls for Wipeouts Project, financed by HUD Comprehensive Planning Research and Demonstration Project Grant. No. Calif. PD-13.

- On windfall recapture or wipeout mitigation of changes in land value due to development.
- Lyle, John. VonWodtke, Mark. An information system for environmental planning. *Journal of the American Institute of Planners*, v. 40, Nov. 1974: 394-413.
- "An information system to aid in environmental planning has been developed for San Diego County by the Laboratory for Experimental Design at Cal Poly, Pomona, under a Ford Foundation grant." "The system is designed to identify optimum locations for development on the basis of natural processes, to make qualitative predictions of environmental effects of proposed developments in order to evaluate environmental impact, and of determine what human activities will bring about the least change in natural processes on given land."
- Man & Nature: land use, 1975. [Lincoln] Massachusetts Audubon Society [1974] 111 p.
- This annual issue of "Man and Nature" is devoted to land use.
- Partial contents.—The first owners, by P. Brooks.—Farmlands one: rites of passage, by J. Mitchell.—Urban land is your land too, by S. Paradise.—Rights of ownership or rights of use?, by L. Caldwell.
- Marston, Lance. Land use. *Kansas water news*, v. 17, no. 1 and 2, 1974: 9-13.
- Argues for a national policy on land use.
- Martin, David G., Jr. New advertising rules for the land developers. *Real estate review*, v. 4, spring 1974: 111-118.
- "Advertising and marketing restrictions implemented by the Office of Interstate Land Sales Registration (OILSR) of the Department of Housing and Urban Development (HUD) on December 1, 1973, may revolutionize the selling of subdivided property. Many developers have neither grasped the impact of the new restrictions nor made plans to conform to them. The purpose of this article is to identify and discuss some of the problems resulting from the new restrictions."
- Massaro, Vincent G. Owusu, Stephen A. Interest rates in 1974. *Conference Board record*, v. 11, Feb. 1974: 4-6.
- Presents three forecasting equations—the Yohe-Karnosky, the Sargent, and the Feldstein-Eckstein equations on projected long-term interest rates.
- Menk, Louis W. Keep Montana Montana: the need for land-use planning. *Federal Bar journal*, v. 33, spring, 1974: 132-137.
- The chairman of the board of Montana's major railroad argues for a broad land use policy that allows for development.
- Miller, Douglas K. The impact of the Clean Air Act on land use planning decisions. *Land and Natural Resources Division journal*, v. 12, Oct.-Nov. 1974: 223-241.
- Article examines the impact of the Clean Air Act of 1970 on land use planning.
- Miller, Frederick L., Jr. Land use regulation: a new role for state governments? *Land and Natural Resources Division journal*, v. 12, Jan.-Feb. 1974: 1-13.
- "This writer is convinced that State involvement with, and eventual dominance of, the day-to-day regulation of land use throughout the country is certain."
- Myers, Phyllis. Two years before the mast with a land use law. *Conservation Foundation letter*, Mar. 1974: 1-8.
- "A detailed look at Florida's struggle to implement fundamental changes in land-use policies."
- Noone, James A. Conservationists join administration against land bill. *National journal reports*, v. 6, Aug. 31, 1974: 1314-1317.
- "An attempt by a House subcommittee to write a new set of laws to replace about 3,000 separate pieces of legislation that regulate the more than 600 million acres of public land is opposed both by the Administration and, in an unusual case of agreement, environmental groups. Environmentalists, Administration officials and public and private lawyers prefer a simpler bill already passed by the Senate that modernizes the regulations used by the Bureau of Land Management to oversee the 450 million acres under its jurisdiction."
- Our promised land: Southern exposure, v. 2, fall 1974: whole issue.
- This double issue explores the foundation of southern culture—the land itself. Says soil, timber, and minerals stand in a precarious limbo between potential and exploitation. A special research section "Foods Fuel and Fiber" covers 3 basic segments of the economy—agriculture, minerals, and timber—and who controls it.
- Parsons, Rodney H. Land use planning and Alaska. *UCLA-Alaska law review*, v. 3, spring 1974: 280-306.
- Comment considers the feasibility and advisability of implementing land use planning in Alaska. Offers a general review of the problems and schemes applicable to planning at the regional and state levels. Also, notes the experience of the rest of the nation with land use planning.

Policy instruments in the urban land market managing the growth of cities. OECD observer, no. 70, June 1974: 22-24.

Summary of an OECD report entitled "Policy Instruments in the Urban Land Market" which examines the nature and effectiveness of the policy instruments such as controls on prices and rents, taxation, and land hoarding charges, used to influence the urban land market.

Qualls, Marshall W. The soil and water conservation story. Minnesota volunteer, v. 37, Mar.-Apr. 1974: 6-11.

"This is the story of the Soil and Water Conservation Commission, and its affiliate districts throughout Minnesota."

Rabinowitz, Carla B. Martha's Vineyard: the development of a legislative strategy for preservation. Environmental affairs, v. 3, no. 2, 1974: 396-431.

"This article will trace the development of legislative attempts to preserve the historically rural character of the Nantucket Sound islands."

Ramsay, William. Reed, Phillip R. Land use and nuclear power plants: case studies of siting problems. Washington, Directorate of Regulatory Standards, U.S. Atomic Energy Commission, for sale by the Supt. of Docs., U.S. Govt. Print. Off. [1974] 58 p.

"WASH-1319"

"UC-11"

Four cases are discussed to illustrate direct land use impacts on four different types of land: urban lands, agricultural land, wetlands, and forest land.

The Sale of land. Urban land, v. 33, July-Aug. 1974: whole issue. Contents.—The sale of land & the FTC/GAC agreement: an overview, by R. Scott.—GAC comment on agreement with Federal Trade Commission, by GAC Corporation.—FTC/GAC agreement: industry prognosis, by E. Kaplan.—The FTC/GAC consent order: first step to what, by G. Terry.—Consumer protection through disclosure, by G. Bernstein.—What should be done to improve consumer protection in land sales, by M. Paulson.—Raw land, raw deals: land sales and the public interest, by D. Calfee and J. Burdick.—The decision: scenic rivers, by J. Ikard with A. Dalton.

Simpson, Michael H. Protecting the buyer: new regulations under the Interstate Land Sales Full Disclosure Act. Wisconsin law review, v. 1974, no. 2, 1974: 558-580.

"In 1973 the Office of Interstate Land Sales Registration (OILSR) issued new regulations under the Interstate Land Sales Full Disclosure Act. The new regulations are a response to the failure of the prior regulations to achieve adequate protection of purchasers of land. This comment . . . briefly discuss[es] the abuses which prompted passage of the Act, outline[s] the major provisions of the Act, and discuss[es] the new regulations from the standpoint of their adequacy to achieve the Act's primary objective of consumer protection."

Snowwhite, Larry. National land use planning legislation. Pennsylvanian, v. 13, Feb. 1974: 7-15.

Discusses S. 268 and H.R. 10294 which "institutionalizes the role of local governments in the state land use planning process"; also presents views of four local managers on the proposed legislation.

Society of American Foresters. Foresters in land-use planning. [Washington]. c1974. 275 p.

"Proceedings, 1973 National Convention, Society of American Foresters, Portland, Oregon—September 23-27."

Steiger, Sam. The Congressman's views on land-use planning. Forest farmer, v. 33, July-Aug. 1974: 10, 25.

Sullivan, Edward J. Fasano and Frankland—the not-so-quiet revolution in land use control in Oregon. Environmental comment, no. 12, Aug. 1974: 12-15.

Sussna, Stephen. A realistic look at Planned Unit Development. Current municipal problems, v. 16, fall 1974: 157-161.

Focuses on "PUD as a method of setting aside traditional land use controls, so that a mixture of land uses—residential, commercial and industrial—are allowed. PUD then offers the opportunity of having a tract of land developed as a planned entity."

Tennessee. State Land Use Planning Task Force. An approach to land use issues in Tennessee; a report on findings. [Washington, Dept. of Housing and Urban Development, available from NTIS, 1973] 30 p.

"The report contains analyses of local land use controls, land use programs of the states and pending federal land use legislation. This is followed by the specific findings of the Task Force on various land use problems and issues in-

- Tennessee, along with recommendations for initiating a sound state and land use planning and management program."
- Toner, William J. Thurow, Charles. Let nature decide the land use. Planning, v. 40, Jan. 1974: 17-19.
- In recent years the concept of adverse impact has been expanded from simple economic values to include more loosely defined environmental goals. And now it is possible to move to regulations predicated upon the positive performance of a natural system through environmental performance standards.
- U.S. Ad Hoc Interagency Study Group on Utilization of Excess Federal Property. Recommendations. [Washington] 1974. 139 p.
- Report discusses the excess personal property program including use of this property by grantees of Federal agencies, and surplus personal property donation program.
- U.S. Congress. House. Committee on Interior and Insular Affairs. Land Use Planning Act of 1974; report together with additional, dissenting, and minority views to accompany H.R. 10294. Washington, U.S. Govt. Print. Off., 1974. 105 p. (93d Cong., 2d sess. House. Report no. 93-798)
- House. Committee on Interior and Insular Affairs. Subcommittee on the Environment. Land Use Planning Act of 1974. Hearings, 93d Cong., 2d sess., on H.R. 10294. Apr. 23, 25, and 26, 1974. Washington, U.S. Govt. Print. Off., 1974. 424 p.
- "Serial no. 93-50"
- Senate. Committee on Agriculture and Forestry. Subcommittee on Rural Development. Agriculture, rural development, and the use of land. Washington, U.S. Govt. Print. Off., 1974. 256 p. At head of title: 93d Cong., 2d sess. Committee print.
- "This series of papers is an attempt to examine some of the issues involved in the use of rural land."
- U.S. Department of Agriculture. Economic Research Service. Our land and water resources: current and prospective supplies and uses. Washington [For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 54 p. (U.S. Dept. of Agriculture. Miscellaneous publication no. 1290)
- U.S. Environmental Protection Agency. Youth Advisory Board. Land use and environmental protection; report. [Washington, 1974] 37 p.
- "An overview for addressing environmental problems resulting from land use practices in the United States."
- Urban Land Institute. Energy and land use; a statement. Environmental comment, no. 13, Sept. 1974: 1-7.
- Examines desirable roles for the development community in order to utilize scarce land and energy in the best way.
- Urban Land Institute Council. Environmental impact of development; a statement by the ULI councils. [Washington, c1974. 25] p.
- Wainwright, J. Kenneth, Jr. Spring Valley: public purpose and land use regulation in a "taking" context. Environmental affairs, v. 3, no. 2, 1974: 327-354.
- "Spring Valley represents a clear judicial affirmation of legislation designed to prevent environmental deterioration. The decision indicates that where a statutory statement of public purpose is present, more and farther reaching land use regulations will be allowed before an uncompensated 'taking' is found by the courts. By subordinating the right of private speculative gain to the public interest in environmental preservation, the Maine Legislature and Supreme Judicial Court have strengthened environmentally motivated land use regulation."
- Witt, Barbara. Land banking bibliography. Monticello, Ill., 1974. 6 p. (Council of Planning Librarians. Exchange bibliography 669)
- Primarily concerned with Canada but includes U.S. and foreign examples.
- Worsham, John P., Jr. Land use planning information: basic considerations. Monticello, Ill., 1974. 38 p. (Council of Planning Librarians. Exchange bibliography 633)
- Wunderlich, Gene. Who owns America's land: problems in preserving the rural landscape. Washington, U.S. Dept. of Agriculture, Economic Research Service [1974] 27 p.
- Young, Norman. Land sales and development: some legal and conceptual considerations. Real estate law journal, v. 3, summer 1974: 44-63.
- Discusses land sales and environmental regulations as they affect the real estate industry.

Implementation of the National Environmental Policy Act

- Andrews, Richard N. L. Environment and bureaucracy: progress and prognosis. *Journal of environmental education*, v. 6 fall 1974: 1-6.
- Suggests that the changes in behavior of the Corps of Engineers and the Soil Conservation Service are not in response to the legal pressure from NEPA, but rather in response to pressure from the courts and the general public.
- Brew, David A. Environmental impact analysis: the example of the proposed Trans-Alaska pipeline. [Washington, U.S. Geological Survey] 1974. 16 p. (U.S. Geological Survey. Geological survey circular 695)
- An analysis of the impact statement process as prepared for the Alaska pipeline.
- Briggs, Orin G. NEPA as a means to preserve and improve the environment—the substantive review. *Boston College industrial and commercial law review*, v. 15, Apr. 1974: 699-720.
- “... this article will first illustrate how the new Guidelines for the Preparation of Environmental Impact Statements (the Guidelines) promulgated by the Council on Environmental Quality (CEQ) affect the impact statement process in a regulatory agency, and will then discuss the latest developments in the legal saga of the substantive review under NEPA.”
- Carter, Luther J. Con Edison: endless Storm King dispute adds to its troubles. *Science*, v. 184, June 28, 1974: 1353-1358.
- Discusses the current status of the Cornwall project, a 2000-megawatt hydroelectric facility located at the foot of Storm King Mountain, to be built by Consolidated Edison Company of New York, after ten years of litigation.
- Complying with NEPA: practice, problems and potential; a panel. *Business Lawyer*, v. 29, July 1974: 1315-1390.
- Explores “the problems associated with preparing and writing impact statements—especially as those problems are seen from the vantage point of the corporate lawyer.”
- Council for Agricultural Science and Technology. Environmental impact analysis reports and environmental impact statements. [Ames, Iowa] 1974. 16 p. (Council for Agricultural Science and Technology. Report no. 24)
- Presents guidelines for the preparation and evaluation of environmental impact statements in the area of animal drugs.
- Curran, Terence P. King, Thomas W., Jr. NEPA and a state's role in water resources management. *Water resources bulletin*, v. 10, Feb. 1974: 127-136.
- The National Environmental Policy Act of 1969 is changing the traditional ways of governmental decision-making. New York State has seized upon NEPA and used the opportunity to comment upon draft environmental statements under NEPA to increase its influences upon Federal decision-making.
- Elm, J. Tucker. NEPA's environmental impact statement, social impact, and federally funded low income housing. *Harvard journal on legislation*, v. 11, June 1974: 613-627.
- Article discusses aspects of NEPA's scope which are raised by its application to federally subsidized low income housing, and demonstrates that traditional concepts of judicial review of agency action can be used by courts to inhibit discriminatory use of NEPA without deviating from the congressionally required, broad definitions of environment and environmental impact.
- Farthing, William P., Jr. Rucker v. Willis: are impact statements for private projects that require Federal permits an endangered species? *North Carolina law review*, v. 52, Feb. 1974: 654-671.
- Fensterstock, J. C. Speaker, D. M. Use of environmental analyses on wastewater facilities by local government. [Washington, Office of Research and Development, U.S. Environmental Protection Agency] for sale by the Supt. of docs., U.S. Govt. Print. Off., 1974. 193 p. (Socioeconomic environmental studies series)
- “EPA 600/5-74-015”
- “Environmental analyses (assessments, environmental impact statements, negative declarations, appraisals, etc.) on wastewater treatment facilities reflecting Council of Environmental Quality and Environmental Protection Agency guidelines in force during the period of 1970 through 1972, were reviewed and evaluated.”
- France, Floyd L. Judicial review of threshold determinations of the applicability of NEPA. *Land and Natural Resources Division journal*, v. 12, Mar. 1974: 37-45.

Friedlob, Raymond L. Sanderson, James W. The environment and the Federal securities laws. *Boston College industrial and commercial law review*, v. 15, Apr. 1974: 721-748.

"The subject of this article is the environment and the federal securities laws, more particularly, Release No. 5386, which contains the Securities and Exchange Commission's (SEC's) environmental reporting and disclosure policies prompted by section 103 of NEPA."

Gillespie, Sharon. Rohlich, Gerard A. The National Environmental Policy Act: effects on Federal agency programs. *Comment*, v. 20, May 1974: 1-6.

Greenberg, Michael R. Hordon, Robert M. Environmental impact statements: some annoying questions. *Journal of the American Institute of Planners*, v. 4, May 1974: 164-175.

"The adequacy of the theoretical, data bank and mathematical underpinnings of the impact studies, and the institutional responses to using and to evaluating the projected environmental impacts are analyzed in the context of the Suburban Action Institute proposal to construct moderate and low income housing in Mahwah, New Jersey."

Hibbard, Thomas H. Miller, Fred. Economic analysis and the environmental overview: suggestions for project recommendations by local governments. In *Cost-benefit and other economic analyses of transportation*. Washington, Transportation Research Board, National Research Council, 1974. p. 10-19.

Authors discuss the economic impact of the environmental impact statement, saying that the key to its use is an understanding of the relation between effects considered by economic analysis and other project impacts.

Higgins, Roselle Pekelis. Legislation under NEPA: plaintiffs' pyrrhic victories draw congressional fire, judicial warnings. *Missouri law review*, v. 39, summer 1974: 415-429.

Article points out that NEPA permits the courts to open the administrative process to citizens and citizen groups. Although Congressmen may be irked with too much litigation, still litigation is of immense value as it focuses maximum attention on major Federal projects.

High, M. Dean. A review of the background, preparation and use of environmental impact statements. *Journal of the Air Pollution Control Association*, v. 24, Feb. 1974: 111-114.

"This presentation discusses the current thinking involved in preparing an EIS and the court cases that have made significant findings about major issues. In addition, it comments on the newest CEQ guidelines which have implemented many of the court decisions."

Kramer, Douglas J. Protecting the urban environment from the Federal Government. *Urban affairs quarterly*, v. 9, Mar. 1974: 359-368.

In various city neighborhoods there are blocks with vacant homes acquired by HUD as part of the mortgage insurance program of its FHA. Article discusses how NEPA may now be utilized to force the Federal Government to respond to the cities' needs.

Leventhal, Harold. Environmental decisionmaking and the role of the courts. *University of Pennsylvania law review*, v. 122, Jan. 1974: 509-555.

This article examines the role of the courts in enforcing NEPA and supervisory EPA.

Levine, Bernard B. Colgan, David L. The effect of environmental impact statements on the real estate investment trust industry. *Urban lawyer*, v. 6, winter 1974: 1-47.

"Although financing projects in compliance with environmental legislation involve[s] mortgage bankers, commercial loan departments, savings and loan associations, real estate loan departments of life insurance companies or the ultimate developer himself, this article focus[es] on a specialized form of real estate financing: the Real Estate Investment Trust (REIT), and the effect on environmental legislation on that industry in particular and construction financing in general."

Lieberman, Henry R. 5-year fight on Alaska pipeline made it better and more costly. *New York times*, May 26, 1974, p. 1, 34; May 27, p. 1, 6; May 28, p. 1, 27.

A series of 3 articles "on the Prudhoe Bay field, the Alaska oil pipeline and the continuing controversy over the line that will bring out the gas."

Mannino, Edward F. Strengthening citizen input under the National Environmental Policy Act. *Pennsylvania Bar Association quarterly*, v. 95, June 1974: 411-422.

Article examines "the environmental impact statement from the viewpoint of the citizen, and specifically discusses three areas: first, the actual content of the environment impact statement itself; secondly, the environmental impact statement process; and, finally, what steps, if any at all, can and should be taken beyond NEPA, from the citizen viewpoint."

Mattson, Foster A. Wilson, Eugene M. NEPA: legal interpretations and suggested direction. *Traffic quarterly*, v. 28, Jan. 1974: 119-138.

"The purpose of this article is to explore and synthesize the attitudes of the courts towards the preparation and content of the impact statements."

McCracken, Steven C. The application of Federal environmental standards to the general revenue sharing program: NEPA and unrestricted Federal grants. *Virginia law review*, v. 60, Jan. 1974: 114-136.

Comment considers whether the no-strings philosophy underlying revenue sharing precludes application of the Federal standards articulated in the National Environmental Policy Act of 1969 to the expenditure of revenue sharing funds.

Picher, Michel G. Alternatives under NEPA: the function of objectives in an environmental impact statement. *Harvard journal on legislation*, v. 11, June 1974: 595-612.

Examines the question of what range of alternatives in an impact statement a court may appropriately require. Holds that case law and comments have made a false start in choosing criteria to define the range of alternatives required by NEPA.

Porter, Wayne D. A fight between friends: EPA v. the National Environmental Policy Act of 1969. *Georgetown law journal*, v. 62, Feb. 1974: 913-935.

"The present conflict is whether EPA must comply with NEPA's requirement that statements detailing the environmental impact of proposed agency actions be prepared by all federal agencies." Comment examines the issue of EPA noncompliance with the act.

Ryon, Horton P. Application of the National Environmental Policy Act of 1969 to Federal projects which were ongoing before its enactment date. *Ohio State law journal*, v. 35, no. 3, 1974: 715-723.

"This case note will identify the problems involved in applying NEPA to ongoing projects, examine the Jones resolution of these problems, and compare the Jones test with those adopted by other circuits to determine whether any one test is adequate for measuring the applicability of NEPA to all ongoing projects."

Sedway, Paul H. The environmental impact report. *Cry california*, v. 9, summer 1974: 10-15.

Stevens, Herbert F. The Council on Environmental Quality's guidelines and their influence of the National Environmental Policy Act. *Catholic University law review*, v. 23, spring 1974: 547-573.

Strohbehn, Edward L., Jr. NEPA's impact on Federal decisionmaking: examples of noncompliance and suggestions for change. *Ecology law quarterly*, v. 4, winter 1974: 93-108.

This article "examines instances of policymaking, including the 1973-74 winter fuel shortage and the Prototype Oil Shale Leasing Program, where the requirements of NEPA were disregarded. The author then considers reasons for the agencies' failure to comply with NEPA and concludes with suggestions for changes both within and outside the agencies that would lead to NEPA compliance in federal policy-level decisionmaking."

Trzyna, Thaddeus C. Environmental impact requirements in the states: NEPA's offspring. Washington [office of Research and Development, U.S. Environmental Protection Agency] for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 83 p. (Socioeconomic environmental studies series)

"EPA-600/5-74-006"

"There is a growing trend in the States to adopt requirements for environmental impact statements like those in the National Environmental Policy Act of 1969. Fifteen States and Puerto Rico now require impact statements for a wide range of activities significantly affecting the quality of the environment, and several others apply the process to limited classes of projects. At least twenty other States have such requirements under consideration. The State requirements are summarized and compared to each other and to the national act."

U.S. Congress. Senate. Committee on Public Works. Subcommittee on Environmental Pollution. Environmental impact statements. Hearing, 93d Cong., 2d sess. Apr. 10, 1974. Washington, U.S. Govt. Print. Off., 1974. 50 p.

"Serial no. 93-H39"

- U.S. Laws, statutes, etc. Digest of EPA's monitoring-related statutory authority. [Washington, 1974] 79 p.
- U.S. Library of Congress. Environmental Policy Division. National Environmental Policy Act of 1969; an analysis of proposed legislative modifications—first session, 93d Congress. Prepared [for] Committee on Interior and Insular Affairs, United States Senate. Washington, U.S. Govt. Print. Off., 1974. 78 p. At head of title: 93d Cong., 1st sess. Committee print.
- Viohl, Richard C. Mason, Kenneth G. M. Environmental impact assessment methodologies: an annotated bibliography. Monticello, Ill., 1974. 32 p. (Council of Planning Librarians. Exchange bibliography 691)
- Warner, Maurice L. Preston, Edward H. A review of environmental impact assessment methodologies. Washington [Office of Research and Development, U.S. Environmental Protection Agency] for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 27 p. (Socioeconomic environmental studies series)

"EPA-600/5-74-002"

"Seventeen tools or methodologies designed for or applicable to the preparation of environmental impact statements are reviewed to identify their strengths, weaknesses, and potential range of use. Specific criteria are suggested for evaluating the adequacy of an impact assessment methodology . . ."

- Yarrington, Hugh J. The National Environmental Policy Act. Environment reporter, v. 4, Jan. 4, 1974: 1-47.

Partial contents.—Legislative history.—Executive amplification of procedural requirements.—Judicial interpretation of NEPA: jurisdiction of the courts, standing, suits against private parties, impact statement adequacy, limitations on NEPA applicability, applicability to EPA.

"Monograph no. 17"

Management of Coastal Zone and Wetlands

- Black, Charles L., Jr. Constitutionality of the Eckhardt open beaches bill. Columbia law review, v. 74, Apr. 1974: 439-447.

This article concludes that the bill, H.R. 10394, is constitutional.

- Bonnicksen, Tom. The last patch of Eden. Sierra Club bulletin, v. 59, Mar. 1974: 26-29.

Argues for the inclusion of San Luis Island in wilderness planning for the state of California.

- Breeden, Richard Carroll. Coastal controls in California: wave of the future? Harvard journal on legislation, v. 11, Apr. 1974: 463-508.

- Burka, Paul. Shoreline erosion: implications for public rights and private ownership. Coastal zone management journal, v. 1, winter 1974: 175-195.

The purpose of this article is "to show that the loss of public beaches through erosion raises fundamental issues of law and administration which have not been fully explored by legal scholars or planners."

- Chenoweth, David R. Defense for a shoreline. Water spectrum, v. 6, no. 3, 1974: 41-46.

"Fearing extensive flooding with the advent of the spring thaws in 1973, the Corps of Engineers North Central Division inaugurated 'Operation Foresight on the Great Lakes' (OFGL) in December 1972."

- Clark, John. Coastal ecosystems: ecological considerations for management of the coastal zone. Washington, Conservation Foundation [1974] 178 p.

- D'Ambrosi, Joan. Coastal land use: a selected annotated bibliography. Albany, University of the State of New York, State Education Dept. 1974. 12 p.

- Coastal land use: a selected annotated bibliography. Monticello, Ill., 1974. 9 p. (Council of Planning Librarians. Exchange bibliography 685)

- Dickert, Thomas. Sorensen, Jens. Social equity in coastal zone planning. Coastal zone management journal, v. 1, no. 2, 1974: 141-150.

"The intent of this paper is to present a listing of social-economic impacts that coastal zone decision-makers should consider either in developing environment or economic policies or when reviewing projects proposing to locate in the coastal zone."

- Eikel, Mary A. Williams, W. Scott. The public trust doctrine and the California coastline. Urban lawyer, v. 6, summer 1974: 519-571.

"The public trust doctrine provides a legal tool for preserving the natural environment in the coastal area. Article traces the development of this doctrine with reference to California. Emphasis is on the lagoon and estuarine environments."

- Feess, Gary. The tideland trust: economic currents in a traditional legal doctrine. *U.C.L.A. law review*, v. 21, Feb. 1974: 826-891.
- This comment discusses state and Supreme Court decisions as they affect California tidelands law.
- Futrell, William. Oil and trouble in the Louisiana wetlands. *Sierra Club bulletin*, v. 59, July-Aug. 1974: 14-16.
- "Drilling in the bayou country and offshore has wrought changes in twenty years that may take another ice age to repair."
- Gopalakrishnan, Chennai. Rutka, Justin. Some institutional constraints to coastal zone management: a case study of Hawaii. *American journal of economics and sociology*, v. 33, July 1974: 225-232.
- The Growing battle to save America's coastlines. *U.S. News & World Report*, v. 77, Sept. 9, 1974: 45-47.
- "Conservationists are on the warpath, developers on defensive. Out of it may come less intensive build-up of the nation's waterside properties."
- Gustaitis, Rasa. The fight over 'improving' the California coastline. *Washington Post*, Aug. 18, 1974. p. C2.
- Sea Ranch, a vacation home subdivision, is under attack as one of the big environmental problems for the Pacific coast. Recently, Sea Ranch has become a major testing ground for California's Coastal Zone Conservation Act, "the nation's broadest and most innovative land and marine use experiment."
- Hay, John. Salt marshes: ecosystems in danger. *National parks*, v. 28, Mar. 1974: 16-21.
- "Preservation of our coastal wetlands is imperative for man's benefit as well as for their own sake."
- Hetrick, Carl C. Lieberman, Charles J. Ranish, Donald R. Public opinion and the environment: ecology, the coastal zone, and public policy. *Coastal zone management journal*, v. 1, no. 3, 1974: 275-289.
- "In a public opinion survey conducted in Santa Barbara county, California, respondents were interviewed regarding their feelings on coastal zone development, within a context of broader environmental and political issues. A high degree of expressed concern for the environment was found, but the data also indicate a widespread reluctance to allocate a greater share of personal income to improve environmental quality."
- Hollings, Ernest F. Will we save our coasts? *Sierra Club bulletin*, v. 59, June 1974: 4-7, 38.
- "The Coastal Zone Management Act provides the ways and means for saving our coasts. The ways that Congress authorized have been ready for two years, but the administration has been stingy with the means."
- Luken, Ralph A. Preservation of wetlands: the case of San Francisco Bay. *Natural resources journal*, v. 14, Jan. 1974: 139-152.
- The San Francisco Bay Conservation and Development Commission was created to preserve the quality of San Francisco Bay, but the legislation setting up BCDC did not establish a mechanism to insure long run public support for BCDC. Paper discusses this problem.
- Oregon. State University, Corvallis. Water Resources Research Institute. Coastal zone management problems. [Corvallis, Or.] 1974. 90 p.
- Presents lectures from a seminar held during the fall quarter 1973.
- "SEMNR 018-74"
- Paterson, Karen W. Lindsey, Joel L. Bertrand, Alvin L. The human dimension of coastal zone development. [Baton Rouge] Louisiana State University and Agricultural and Mechanical College, Agricultural Experiment Station, 1974. 58 p. (Louisiana. Agricultural Experiment Station, Baton Rouge. Bulletin no. 679)
- Pestrong, Raymond. Unnatural shoreline. *Environment*, v. 16, Nov. 1974: 27-35.
- Reports on humanity's role in developing and changing San Francisco Bay.
- Robbins, J. Michael. Hershman, Marc J. Boundaries of the coastal zone: a survey of state laws. *Coastal zone management journal*, v. 1, no. 3, 1974: 305-331.
- Shabman, Leonard A. Toward effective public participation in coastal zone management. *Coastal zone management journal*, v. 1, winter 1974: 197-207.
- Smith, Nancy. Ratner, Peter. MacBeth, Angus. Model coastal zone statute. *Coastal zone management journal*, v. 1, winter 1974: 209-225.
- "This model statute sets out a mechanism for the management of the coastal zone by the coastal states. It provides a possible state response to the Coastal Zone Management Act of 1972."

Standards and guidelines: shoreland zoning and subdivision. Current municipal problems, v. 16, summer 1974: 19-24.

Describes Maine's guidelines for zoning along its coast.

U.S. coastline is scene of many energy conflicts. Conservation Foundation letter, Jan. 1974: 1-8.

"The scramble for new supplies of energy is exacerbating problems of development and management in the nation's coastal zones."

U.S. Congress. Senate. Committee on Commerce. National Ocean Policy Study. Oil and gas development and coastal zone management. Hearings, 93d Cong., 2d sess. Washington, U.S. Govt. Print. Off., 1974, 450 p.

Hearings held Apr. 23-May 22, 1974.

"Serial no. 93-99"

Senate. Committee on Government Operations. Subcommittee on Reorganization, Research, and International Organizations. Preserving the future of Long Island Sound. Hearing, 93d Cong., 2d sess. Mar. 18, 1974. Part 5. Washington, U.S. Govt. Print. Off., 1974. 69 p.

Hearings to examine the Long Island Sound Regional Study of the New England River Basins Commission.

The Wetlands: how well are they protected? Conservation Foundation letter, Sept. 1974: 1-8.

"Procedures for protecting the nation's valuable wetlands are complex and only partially effective . . . A guided tour through the bureaucracy reveals many pitfalls . . . and the need for more enlightened regulatory techniques."

Zile, Zigurds L. A legislative-political history of the Coastal Zone Management Act of 1972. Coastal zone management journal, v. 1, no. 3, 1974: 235-274.

"The legislative-political history of the act does not augur well for the future of the nation's coasts."

Water Pollution

Arnold, Thomas E. Effluent limitations and NPDES: Federal and state implementation of the Federal Water Pollution Control Act amendments of 1972. Boston College industrial and commercial law review, v. 15, Apr. 1974: 767-793.

Aspects of state-wide emergency response programs for municipal wastewater treatment facilities programs. Washington [U.S. Environmental Protection Agency, Office of Water Program Operations] for sale by the Supt. of Docs., U.S. Govt., Print. Off. 1974. 77 p.

"EPA 430/9-74-014"

". . . provides information to assist in the development of State emergency programs in responding to spills of raw or inadequately treated municipal wastewater. This manual emphasizes the legal aspects of spill reporting, the definition of a reportable spill, and State-wide aspects of emergency response planning."

Battle of Britain. Los Angeles times, Jan. 13, 1974, part VI, p. 5.

"With industry reduced to a three-day week and the Conservative government heading for a showdown with militant unions, Britain faced its worst crisis since the war. Here the Times examines the reasons for the crisis, its impact on the country and on a working family."

Burton, Joseph J., Jr. Application of the Refuse Act of 1899 to continual industrial discharges in upheld without formalized permit procedures. Emory law journal, v. 23, winter 1974: 281-292.

This note examine U.S. v. Pennsylvania Industrial Chemical Corp., a 1973 Supreme Court decision on the relevance of the Refuse Act to current polluting discharges.

Council for Agricultural Science and Technology. Comments on Proposed Criteria for Water Quality; a report by a task force. [Ames, Iowa] 1974. 11 p. Volume I—Quality of water for irrigation.

Dadisman, Quincy. The battle of Lake Superior. Nation, v. 218, May 11, 1974: 592-594.

Discusses the legal battle over the closing of the mile-long taconite processing mill operated by Reserve Mining Co. at Silver Bay, Minn., for polluting Lake Superior.

Delucia, Russell J. An evaluation of marketable effluent permit systems. Washington, Office of Research and Development, U.S. Environmental Protection Agency, 1974. 165, 168 p. (Socioeconomic environmental studies series)

"EPA-600/5-74-030"

"This report is a study of the practical problems and prospects of using marketable effluent permits (MEP) as a water pollution control tool."

Drinking water good, but not perfect. What needs to be done. American city, v. 89, Jan. 1974: 9, 25, 33-39, 46-53.

"National survey by the AMERICAN CITY uncovers thinking on water treatment, federal enforcement and operator attitudes."

Evaluation of techniques for cost-benefit analysis of water pollution control programs and policies. [Washington] 1974. 73 p.

Fensterstock, J. C. Speaker, D. M. Use of environmental analyses on wastewater facilities by local government. [Washington, Office of Research and Development, U.S. Environmental Protection Agency] for sale by the Supt. of docs., U.S. Govt. Print. Off., 1974. 193 p. (Socioeconomic environmental studies series)

"EPA 600/5-74-015"

"Environmental analyses (assessments, environmental impact statements, negative declarations, appraisals, etc.) on wastewater treatment facilities reflecting Council of Environmental Quality and Environmental Protection Agency guidelines in force during the period of 1970 through 1972, were reviewed and evaluated."

Forester, William S. Sewage treatment "needs." Environmental science & technology, v. 8, Jan. 1974: 20-21.

"EPA's Needs Survey for 1973 calls for overall spending of \$61.7 billion by 1990. The increased figure reflects requirements and eligibilities allowed by 1972 amendments."

Green, Michael. Flander, Scott. The muddy road to clean water. American forests, v. 80, June 1974: 24-27, 56-59.

Examines some of the possible reasons for inaction in the implementation of the 1972 amendments to the Federal Water Pollution Control Act.

Greene, Wade. Life vs. livelihood. New York, times magazine, Nov. 24, 1974: 16-17, 95-96, 98-99, 104, 106.

Examines the EPA suit to force Reserve Mining Co. to stop dumping taconite tailings containing microscopic particles of asbestos or an asbestoslike substance suspected of causing cancer in Duluth's drinking water. Illustrates the struggle between environmental and economic values.

Greer, Edward. Obstacles to taming corporate polluters: water pollution politics in Gary, Indiana. Environmental affairs, v. 3, no. 2, 1974: 199-220.

Haynes, Jeffrey K. Michigan Water Resources Commission Act Amendments: a response to the Federal Water Pollution Control Act Amendments of 1972. University of Michigan journal of law reform, v. 7, winter 1974: 455-480.

Comment appraises the strengths and weaknesses of the Water Resources Commission Act and its recent amendments passed to conform to FWPCA requirements. Describes the Federal impetus behind the amendments and evaluates the Michigan statutory framework.

Interstate Commission on the Potomac River Basin. Arcawide waste treatment management planning in the Washington metropolitan region: 1972 amendments to the Federal Water Pollution Control Act, section 208. Potomac Basin reporter, v. 30, Feb. 1974: 1-4.

"This special report is a slightly modified version of a 'background information paper,' prepared by the newly established National Capital Area Section of the Interstate Commission on the Potomac River Basin (ICPRB) in an effort to promote public understanding of Section 208 and its implications for the Washington metropolitan area."

Jolson, Mark E. Fleischaker, Marc L. The Water Pollution Control Act. Practical lawyer, v. 20, Feb. 1974: 29-40.

A guide for practising lawyers.

Judicial review and the 1972 amendments to the Federal Water Pollution Control Act: and who shall guard the guards. Northwestern University law review v. 68, no. 4, 1974: 770-809.

This comment compares the 1972 amendments to the FWPCA with the Refuse Act, giving special attention to the opportunities for judicial review under both acts.

Lamprecht, Sandra J. Water pollution: a selected bibliography of California and U.S. Government documents. Monticello, Ill., 1974. 30 p. (Council of Planning Librarians. Exchange bibliography 604)

Literature review issue. Journal [of the] Water Pollution Control Federation, v. 46, June 1974: whole issue.

"... a compilation of recent information on water pollution and its control that has been culled from the leading technical publications throughout the world."

Macaulay, Hugh H. An evaluation of subsidies for water pollution abatement. In U.S. Congress. Joint Economic Committee. Subcommittee on Priorities and Economy in Government. The economics of Federal subsidy programs; a compendium of papers. Part 8. Washington, U.S. Govt. Print. Off., 1974. p. 1018-1039.

Miller, Stanton S., ed. Water pollution. Washington, American Chemical Society, 1974. 316 p.

"An ACS reprint collection."

"This book is a collection of 106 articles that appeared in ES&T from 1970 to mid-1973 and cover most aspects of the subject of water pollution. Federal and state policy are discussed in detail to give a basic understanding of the long and short term goals we are trying to achieve in our water quality."

Murray, Philip F., Jr. Use of public nuisance theory in suit by Federal and state governments. Boston College industrial and commercial law review, v. 15, Apr. 1974: 795-813.

This note examines the use of public nuisance law as a basis for water pollution control.

Noone, James A. Water study panel starts slowly, may miss deadline. National journal reports, v. 6, Oct. 5, 1974: 1495-1499.

"The National Water Quality Commission is behind schedule in its job of assessing the environmental, technical, social and economic implications of water quality standards set by the Federal Water Pollution Control Act of 1972."

Raymond, Richard. The impact of Federal financing provisions in the Federal Water Pollution Control Act amendments of 1972. Public policy, v. 22, winter 1974: 109-119.

This note points out that it appears that EPA will continue to leave the final choice in the selection of wastewater treatment and interceptor sewer systems to the localities involved. Thus, it believes the present law contains provisions capable of generating inefficient choices among alternative waste-treatment systems.

Sheridan, John H. How clean should a new plant be? Industry week, v. 180, Mar. 11, 1974: 27-33; 36.

"The 1972 water pollution control law promises a ten-year moratorium on tougher effluent standards for new plants which meet 'all applicable' standards. But can those standards be met using economically feasible technology?"

Siegel, William C. State forest practice laws today. Journal of forestry, v. 72, Apr. 1974: 208-211.

Discusses the forest practice acts of Oregon and California and then looks at trends elsewhere.

Sliter, J. T. Effluent standards: trials and tribulations. Journal [of the] Water Pollution Control Federation, v. 46, Feb. 1974: 232-236.

Evaluates EPA's attempts to set effluent standards for water pollution.

Shortages: water pollution control facilities face the crisis. Journal [of the] Water Pollution Control Federation, v. 46, Apr. 1974: 616-618.

"... a brief examination of the energy-related problems facing both municipal and industrial waste treatment facilities, some of the possible solutions, and a few predictions for the future."

Sylvester, Robert C. Water quality legislation and the National Water Commission report. Water resources bulletin, v. 10, Feb. 1974: 123-126.

The director of the Institute for Environmental Studies and Professor of Civil Engineering at the University of Washington briefly reviews the historical approach and attitude toward water pollution control. He says, "we seemed to be managing a state of pollution with no clear policy or program urgency for removing or preventing conditions of pollution."

U.S. Congress. House. Committee on Public Works. Extending certain authorizations under the Federal Water Pollution Control Act; report to accompany. S. 4073. [Washington, U.S. Govt. Print. Off.] 1974. 15 p. (93d Cong., 2d sess. House. Report no. 93-1568)

House. Committee on Public Works. Subcommittee on Investigations and Review. Implementation of the Federal Water Pollution Control Act. Hearings, 93d Cong., 2d sess. Washington, U.S. Govt. Print. Off., 1974. 784 p. "93-42"

Hearings held Feb. 5 . . . July 16, 1974.

Senate. Committee on Public Works. Economic impact of Federal water pollution control financing requirements on marginal industries. Hearing, 93d Cong., 2d sess. June 18, 1974. Washington, U.S. Govt. Print. Off., 1974. 41 p. "Serial no. 93-H48"

Senate. Committee on Public Works. Extension of the Federal Water Pollution Control Act; report to accompany S. 4073. [Washington, U.S. Govt. Print. Off.] 1974. 2 p. (93d Cong., 2d sess. Senate. Report no. 93-1209)

"The purpose of this bill is to extend until June 30, 1975, those sections of the Federal Water Pollution Control Act, as amended, for which authorization expired at the end of fiscal year 1974."

U.S. Effluent Standards and Water Quality Information Advisory Committee. Annual report of activities. Washington, U.S. Environmental Protection Agency, 1974. 2 v.

U.S. Environmental Protection Agency. Clean water; report to Congress. Washington, 1974. 61 p.

"As required by Section 516(a) of the Federal Water Pollution Control Act, this is the second of a series of annual reports covering measures taken to implement the objectives of the Act."

The economics of clean water—1973; annual report of the Administrator . . . to the Congress of the United States in compliance with section 26(a), Federal Water Pollution Control Act. Washington, U.S. Govt. Print. Off., 1974. 120 p.

At head of title: 93d Cong., 2d sess. [Senate] Committee [on Public Works] print.

"Serial no. 93-20"

Water pollution control manpower development and training activities; a report to Congress by the Environmental Protection Agency pursuant to section 104 (g)(4) of the Federal Water Pollution Control Act. Washington, U.S. Govt. Print. Off., 1974. 91 p. At head of title: 93d Cong., 2d sess. Committee print.

"Serial no. 93-19"

"Printed for the use of the Senate Committee on Public Works."

Water quality strategy paper: a statement of policy for implementing the requirements of the 1972 Federal Water Pollution Control Act amendments and certain requirements of the 1972 Marine Protection, Research, and Sanctuaries Act. 2d ed. Washington, 1974. 82 p.

"The principal emphasis of the Strategy is on the implementation of the Federal Water Pollution Control Act, for which EPA has the major Federal responsibility. EPA's role under the Marine Protection, Research, and Sanctuaries Act in regulating ocean dumping is also included, however. Specific programs governing the protection of public water supplies are not addressed in this paper."

U.S. General Accounting Office. Research and demonstration programs to achieve water quality goals: what the Federal Government needs to do; report to the Congress by the Comptroller General of the United States. [Washington] 1974. 447 p.

"B-166506, Jan. 16, 1974"

"Attaining the goals established by the 1972 amendments will require an ambitious R&D effort within a relatively short period of time. At the current funding levels for water pollution R&D, it is doubtful that these goals will be achieved within the time period established by the Congress."

U.S. Laws, statutes, etc. Legal compilation: [water pollution] statutes and legislative history, executive orders, regulations, guidelines and reports. Supplement II. [Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 2 v.

Contains the legal authority of the EPA to regulate water pollution, as modified by legislation passed during the 93d Congress, 1st session.

Warner, Marc E. Rule 23(b)(3) class actions: an endangered species. Environmental law, v. 4, winter 1974: 305-313.

Wenner, Lettie McSpadden. Federal water pollution control statutes in theory and practice. Environmental law, v. 4, winter 1974: 251-293.

Water Resources Development

Bromley, Daniel W. Butcher, Walter R. Smith, Stephen C. Policy and research implications of the National Water Commission's recommendations. Land economics, v. 50, Feb. 1974: 15-34.

The final report of the Commission was released in June 1973. This paper offers a broad perspective on the overall implications of the recommendations.

- Clark, Chapin D. Survey of Oregon's water laws. Corvallis, Water Resources Research Institute, Oregon State University, 1974. 217 p. (Oregon. State University, Corvallis. Water Resources Research Institute. WRRI-18)
- Curran, Terence P. King, Thomas W., Jr. NEPA and a state's role in water resources management. *Water resources bulletin*, v. 10, Feb. 1974: 127-136.
- The National Environmental Policy Act of 1969 is changing the traditional ways of governmental decision-making. New York State has seized upon NEPA and used the opportunity to comment upon draft environmental statements under NEPA to increase its influences upon Federal decision-making.
- Donnermeyer, Joseph F. Korsching, Peter F. Burdge, Rabel J. An interpretative analysis of family and individual economic costs due to water resource development. *Water resources bulletin*, v. 10, Feb. 1974: 91-100.
- "This paper explores the hidden economic costs of forced relocation due to water resource projects. It is a case study of the economic adjustment problems of forced migrants based on questionnaire responses from 200 families relocated by a floodcontrol reservoir in the Eastern Kentucky coal regions (Knott County)."
- Dunkeson, Robert. The Land and Water Conservation Fund—an anniversary. *Missouri municipal review*, v. 39, May 1974: 20-22.
- June 30, 1974 is the end of the tenth fiscal year for the Federal Land and Water Conservation Fund. So far Missouri's share of the Fund has totaled \$23 million.
- Durand, James B. Granstrom, Marvin L. Rudolph, Ntelie S. Water resources development in the Mullica River Basin. *Water resources bulletin*, v. 10, Apr. 1974: 272-282.
- "The potential withdrawal of water from the Mullica River-Great Bay Estuary in southern New Jersey prompted a joint study by biologists and engineers to determine the maximum supply of water that could be diverted from the basin without causing undue environmental impacts."
- Frome, Michael. A giant step backward. *Field & stream*, v. 78, Apr. 1974: 46, 82, 84.
- Argues against the impoundment of funds in the Land and Water Conservation Fund.
- Gribble, W. C., Jr. Perspectives on the Army Engineers water management mission. *Water spectrum*, v. 6, no. 3, 1974: 1-9.
- Discusses civil works accomplishments of the Corps of Engineers, including new program activities required by the Water Resources Development Act of 1974.
- Illinois. Economic and Fiscal Commission. Water resources management in Illinois; program review. [Springfield, 1974] 133 p.
- Land and water use in Oregon. [Corvallis, Oregon State University] 1974. 130 p.
- "Seminar conducted by Water Resources Research Institute, Oregon State University, spring quarter 1974."
- McCahill, Ed. Water wars. *Planning*, v. 40, Oct. 1974: 14-18.
- Reports on a new publication, "The Critical Water Problems Facing the Eleven Western States, also known as the Westwide study."
- Methvin, Eugene H. The fight to save the Flint. *Reader's digest*, v. 105, Aug. 1974: 17-22, 26.
- "Georgia's battle to preserve a river wilderness provides helpful lessons for those who want to protect our environment from the bulldozer and pork barrel." Georgia challenged the Corps of Engineers' reports and plans to build a dam on the Flint River.
- Nicol, Kenneth J., Madsen, Howard C., Heady, Earl O. The impact of a national soil conservancy law. *Journal of soil and water conservation*, v. 29, Sept.-Oct. 1974: 204-210.
- "Public programs to control agricultural production can promote soil conservation."
- Noone, James A. Water study panel starts slowly, may miss deadline. *National journal reports*, v. 6, Oct. 5, 1974: 1495-1499.
- "The National Water Quality Commission is behind schedule in its job of assessing the environmental, technical, social and economic implications of water quality standards set by the Federal Water Pollution Control Act of 1972."
- Qualls, Marshall W. The soil and water conservation story. *Minnesota volunteer*, v. 37, Mar.-Apr. 1974: 6-11.
- "This is the story of the Soil and Water Conservation Commission, and its affiliate districts throughout Minnesota."

Seymour, Larry. New water laws: what they mean to you. Minnesota volunteer, v. 37, Jan.-Feb. 1974: 54-62.

"The 1973 session of the Minnesota Legislature was a landmark assembly for our statewide water resources management program. Not since 1947 have so many significant water laws been enacted."

Slaughter, C. W. Freeman, T. G. Audsley, G. L. Cooperation in water resources programs: Alaska's example.

Water resources bulletin, v. 10, Aug. 1974: 802-812.

"Accomplishments to date testify that it is indeed possible to 'get it all together' in the broad field of 'Water Resources' in the largest of our 50 states." Stern, Carlos David. Hydropower vs. wilderness waterway: the economics of project justification through the sixties. Journal of leisure research, v. 6, winter 1974: 46-57.

"A joint study undertaken in the early 1960's by several bureaus in the Department of Interior and by the Army Corps of Engineers analyzed a set of alternatives for developing the last major natural reach of the Missouri River, 200 miles of outstanding scenic beauty and historic interest in Montana. At issue in this paper are the study's methods of presenting alternatives . . . Willingness to pay and opportunity cost approaches as alternative measures of the benefit of preservation are examined by the author, and the issues are reconsidered in terms of recent policies and changing social values."

Tinkham, Lester A. The public's role in decision-making for Federal water resources development. Water resources bulletin, v. 10, Aug. 1974: 691-696.

Trelease, Frank J. The Model Water Code, the wise administrator and the goddam bureaucrat. Natural resources journal, v. 14, Apr. 1974: 207-229.

This article severely criticizes the Model Water Code (as described by Frank E. Maloney) on the grounds that it puts too much power in the hands of bureaucrats in the vain hope that they will become wise administrators.

U.S. Bureau of Reclamation. Water & land resource accomplishments, 1973. [Washington, 1974] 4 v.

Includes statistical appendix of accomplishments, finances and physical features, and project data.

U.S. Congress. Conference Committees, 1974. Water Resources Development Act of 1974; conference report to accompany H.R. 10203. [Washington, U.S. Govt. Print. Off.] 1974. 70 p. (93d Cong., 2d sess. House. Report no. 93-796)

House. Committee on Interior and Insular Affairs. Amending the Land and Water Conservation Fund Act of 1965, as amended, to amend the Act of October 15, 1966, to establish a program for the preservation of additional historic properties throughout the Nation, as amended, and for other purposes; report to accompany H.R. 17346. [Washington, U.S. Govt. Print. Off.] 1974. 19 p. (93d Cong., 2d sess. House. Report no. 93-1590)

House. Committee on Interior and Insular Affairs. Authorizing, enlarging, and repairing various Federal reclamation projects and programs, and for other purpose; report to accompany H.R. 15736. [Washington, U.S. Govt. Print. Off.] 1974. 74 p. (93d Cong., 2d sess. House. Report no. 93-1206)

Partial contents.—Incorporation of Page, Arizona.—Cibolo Project Texas.—Mountain Park Project, Okla.—Belle Fourche Dam rehabilitation, S.D.—Nueces River Project, Tex.—Fryingpan-Arkansas Project, Colo.

House. Committee on Interior and Insular Affairs. Subcommittee on National Parks and Recreation. Amendments to the Land and Water Conservation Fund Act. Hearings, 93d Cong., 2d sess., on S. 2844, H.R. 11921, and H.R. 13913, campground fee legislation. Apr. 8-9, 1974. Washington, U.S. Govt. Print. Off., 1974. 145 p. Serial no. 93-56.

House. Committee on Public Works. Subcommittee on Water Resources. Watershed projects, flood control project, legislation, and name change legislation. Hearing, 93d Cong., 2d sess. Sept. 24, 1974. Washington, U.S. Govt. Print. Off., 1974. 60 p.

Contents.—7 watershed projects: "Buffalo River, Va.; Cross Creek, Pa.; Sowashee Creek, Miss.; Twelve Mile Creek, Iowa; Eagle and Turnbullweed Draw, N. Mex.; Mush Creek, Ala.; Upper Mulberry River, Ga."; Schuykill River flood control, S. 2201; changing names of Laneport Dam, Texas; Mansfield Lake, Ind.; Hidden Lake, Calif.; San Angelo Dam, Tex.

House. Select Committee on Committees. Committee reform amendments of 1974; open business meeting. 93d Cong., 2d sess. Part 2. Washington, U.S. Govt. Print. Off., 1974. 379-680 p.

Meetings held Mar. 1 . . . 13, 1974.

- Senate. Committee on Interior and Insular Affairs. Amending certain provisions of the Land and Water Conservation Fund Act of 1965 relating to the collection of special recreation use fees; report to accompany S. 2844. [Washington, U.S. Govt. Print. Off.] 1974. 18 p. (93d Cong., 2d sess. Senate. Report no. 93-745)
- Senate. Committee on Interior and Insular Affairs. Amending Land and Water Conservation Fund Act of 1965, as amended, and establishing the National Historic Preservation Fund; report to accompany S. 3839. [Washington, U.S. Govt. Print. Off.] 1974. 11 p. (93d Cong., 2d sess. Senate Report no. 93-1358)
- Senate. Committee on Interior and Insular Affairs. Reclamation Development Act of 1974; report to accompany H.R. 15736. [Washington, U.S. Govt. Print. Off.] 1974. 120 p. (93d Cong., 2d sess. Senate. Report no. 93-1208)
- Senate. Committee on Public Works. Subcommittee on Water Resources. Corps of Engineers oversight. Hearings, 93d Cong., 2d sess. Washington, U.S. Govt. Print. Off., 1974. 858 p. Hearings held June 4-6, 25, and 27, 1974.
"Serial no. 93-H45"
- U.S. Department of Agriculture. Economic Research Service. Our land and water resources: current and prospective supplies and uses. Washington [For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 54 p. (U.S. Dept. of Agriculture. Miscellaneous publication no. 1290)
- U.S. Department of the Interior. Office of Water Resources Research. 1973 annual report pursuant to Water Resources Research Act of 1964, as amended; Cooperative Water Resources and Training. [Washington, 1974] 269 p.
- U.S. General Accounting Office. Improved Federal efforts needed to equally consider wildlife conservation with other features of water resource developments; report to the Subcommittee on Fisheries and Wildlife Conservation and the Environment, Committee on Merchant Marine and Fisheries, House of Representatives by the Comptroller General of the United States. [Washington] 1974. 59 p.
"B-118370, Mar. 8, 1974"
- The Waterways today; the legislative picture; the budget. Work boat, v. 31, May 1974: 17-28, 33-38, 51-56.
"U.S. legislators discuss the problems and issues facing the waterways and the efforts they are making to solve them." Also, contains a comment on the U.S. Corps of Engineers budget for fiscal year 1975 by the Engineers' chief.
- Whisnant, David: Revolt Against the planners in the Kentucky River Area Development District. Southern exposure, v. 2, spring-summer 1974: 84-102.

Air Pollution

- Anderson, Robert J. Wilen, James E. The proposed Pure Air Tax Act of 1972: some cautionary comments on missionary zeal. National tax journal, v. 27, Mar. 1974: 151-162.
The possible effects of the proposed Pure Air Tax Act of 1972 on air pollution and on implementation of the Clean Air Act of 1970 are analyzed. Concludes that the Pure Air Tax Act of 1972 may be in part, incompatible with the intent of the Clean Air Act and may be quite difficult to administer.
- Atkinson, Scott E. Lewis, Donald H. A cost evaluation of alternative air quality control strategies. [Washington, Environmental Research Center, Office of Research and Development] for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 56 p. (Socioeconomic environmental studies series)
"EPA-600/5-74-003"
"A comparison of marginal costs and preliminary benefit figures for health and welfare at the primary standard indicates that stricter control is economically justified."
- Batchelder, Robert W. Land use/transportation controls for air quality. Urban lawyer, v. 6, spring 1974: 235-287.
This comment analyzes "the legal potential that presently exists in California for improving air quality through land use/transportation controls."
- Bingham, Tayler H., and others. Cost-effectiveness of a uniform national sulfur emissions tax. Washington [Office of Research and Development, U.S. Environmental Protection Agency] for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 189 p. (Socioeconomic environmental studies series)
"EPA-600/5-74-009"

Bracken, Thomas B. Transportation controls under the Clean Air Act: a legal analysis. *Boston College industrial and commercial law review*, v. 15, Apr. 1974: 749-766.

"This article will examine recent efforts on the part of Congress, the several states and the EPA to reduce air pollution caused by motor vehicle emissions." Daniel, Wayne A. Heuss, Jon M. Ambient air quality and automotive emission control. *Journal of the Air Pollution Control Association*, v. 24, Sept. 1974: 849-854.

"The effect of 1975 interim automotive emission standards on projected air quality was negligible when compared with projected air quality based on the previous Federal automotive emission standards for 1975." EPA prepares guidelines for 10-year air quality maintenance plans. *Environmental comment*, no. 12, Aug. 1974: 1-10.

Farrell, Barbara B. The nondegradation controversy: how clean will our "clean air" be? *University of Illinois law forum*, v. 1974, no. 2, 1974: 314-340.

"This comment will briefly analyze the provisions of the Clean Air Act, consider the possibility of nondegradation as a requirement of the Act, and explore the EPA's proposals for implementing a policy of nondegradation."

Forester, William. States doubt clean air achievement. *Environmental science & technology*, v. 8, June 1974: 498-505.

"As state officials look at their air pollution abatement programs today, they are much less sure than they were two years ago that they will be able to meet compliance schedules mandated by the Clean Air Act and its amendments." Gregory, Fred M. H. The new no-lead law: another gas crisis ahead? *Motor trend*, v. 25, July 1974: 99-101.

Views with dismay EPA's regulations requiring lead-free gas to be offered, arguing that the petroleum industry will be forced to consume more petroleum to produce less gasoline—and all for only an "at best tentative" improvement in air quality.

Hardy, George E., Jr., and others. First use of the Federal Clean Air Act's emergency authority: a local analysis. *American journal of public health*, v. 64, Jan. 1974: 72-76.

". . . reviews the sequence of events leading to the historic first use of the Federal Air Pollution injunctive authority in central Alabama, including Jefferson County (Birmingham), as well as the subsequent development and implementation of local episode abatement plans."

Hassett, Charles M. Enforcement problems in the air quality field: some inter-governmental structural aspects; part II: problems of interstate cooperation. *Ecology law quarterly*, v. 4, winter 1974: 63-92.

Solutions to air pollution problems in metropolitan areas are often frustrated by conflicting interests of the political subdivisions. Article suggests that regional agencies be established to deal with regional environmental problems and that the interstate compact device be employed in the multistate, metropolitan setting. Part I of this article appeared in *Wayne law review*, v. 19, July 1973: 1079-1135.

Hayes, Earl T. Paying for new car emission controls. *Environmental science & technology*, v. 8, Sept. 1974: 807-809.

Heitner, Kenneth L. Krier, James E. An approach to air quality management standards. *Journal of the Air Pollution Control association*, v. 24, Nov. 1974: 1039-1043.

"The Clean Air Amendments of 1970 impose a stringent set of uniform air quality standards and a rigid timetable for achieving them. This paper sketches a proposal for a more realistic approach to air quality."

Holmes, John, and others. The Clean Air Act and transportation controls: an EPA white paper. Washington, U.S. Environmental Protection Agency, Office of Air and Water Programs, for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1973 [i.e. 1974] 45 p.

"EPA-400/9-74-001"

Horowitz, Joel L. Transportation controls are really needed in the air cleanup fight. *Environmental science & technology*, v. 8, Sept. 1974: 800-805.

"Federal spokesman of the Environmental Protection Agency spells out those controversial details and plans needed in 66 of this nation's air quality control regions where 60% of the population resides."

Jones, Charles. Federal air pollution policy: some thoughts on effects and feedbacks. *Alternatives*, v. 3, winter 1974: 18-24.

Attempts to measure the political effect of air pollution policy.

— Federal—state—local sharing in air pollution control. *Publius*, v. 4, winter 1974: 69-85.

“ . . . to describe and analyze the policy implications of the emerging federal-state-local sharing system in air pollution control. Special emphasis is devoted to stationary source pollution.”

King, Kathleen. Federal land use controls for clean air. *Environmental affairs*, v. 3, no. 3, 1974: 507-526.

League of Women Voters of the United States. Education Fund. Clean air: costs and trade-offs. Washington, c1974. 12 p. (Current focus no. 467)

Lunenburg, William V. Roselle, Louise M. Judicial review under the Clean Air Amendments of 1970. *Boston College industrial and commercial law review*, v. 15, Apr. 1974: 667-697.

“This article examines only one aspect of the administrative scheme of the 1970 Clean Air Amendments: the availability of judicial review of various actions of the United States Environmental Protection Agency (EPA) taken pursuant to the 1970 Amendments.”

Miller, Douglas K. The impact of the Clean Air Act on land use planning decisions. *Land and Natural Resources Division journal*, v. 12, Oct.-Nov. 1974: 223-241.

Article examines the impact of the Clean Air Act of 1970 on land use planning.

National Academy of Engineering. Coordinating Committee on Air Quality Studies. Air quality and automobile emission control a report. Prepared for the Committee on Public Works, United States Senate, pursuant to S. Res. 135. Washington, U.S. Govt. Print. Off., 1974. 129 p. Vol. 1—Summary report. At head of title: 93d Cong., 2d sess. Committee print.

“Serial no. 93-24”

National Academy of Engineering. Coordinating Committee on Air Quality Studies. Air quality and automobile emission control; a report. Prepared for the Committee on Public Works, United States Senate, pursuant to S. Res. 135. Washington, U.S. Govt. Print. Off., 1974. 470 p. Vol. 4—The costs and benefits of automobile emission control. At head of title: 93d Cong., 2d sess. Committee print.

“Serial no. 93-24”

National Academy of Engineering. Coordinating Committee on Air Quality Studies. Air quality and automobile emission control; a report. Prepared for the Committee on Public Works, United States Senate, pursuant to S. Res. 135. Washington, U.S. Govt. Print. Off., 1974. 137 p. Vol. 3—The relationship of emissions to ambient air quality. At head of title: 93d Cong., 2d sess. Committee print.

“Serial no. 93-24”

National Academy of Engineering. Coordinating Committee on Air Quality Studies. Air quality and automobile emission control; a report. Prepared for the Public Works, United States Senate, pursuant to S. Res. 135. Washington, U.S. Govt. Print. Off., 1974. 511 p. Vol. 2—Health effects of air pollutants. At head of title: 93d Cong., 2d sess. Committee print.

“Serial no. 93-24”

National Conference on the Clean Air Act, University of North Carolina, 1973. Proceedings. [Pittsburgh, Air Pollution Control Association, c1974] 203 p.

Partial contents.—“Strengthening the Clean Air Act,” by A. C. Stern.—Problems of enforcement by Matthew Walker.—Land use and transportation planning, by Daniel Mandelker.—Air quality standards, by William Campbell.

National Research Council. Transportation Research Board. Air quality and environmental factors. Washington, 1974. 41 p. (Transportation research record 492)

Prud'homme, Robert K. Automobile emissions abatement and fuels policy. *American scientists*, v. 62, Mar.-Apr. 1974: 191-199.

“The gasoline shortage is causing us to reconsider ways of meeting the 1975-76 clean air standards.”

The Question of relaxing automobile emission controls: pro & con. Congressional digest, v. 53, Mar. 1974: whole issue.

Sharp, James. Wellborn, Suzanne. EPA proposes parking management regulations. *Environmental comment*, no. 16, Dec. 1974: 1, 6-7.

“Effective June 30, 1975 EPA has proposed parking management regulations as part of the transportation control plans (TCP) for certain metropolitan areas. The parking management regulations are not part of all transportation control plans but do apply in 22 TCP areas where ambient levels of automotive pollutants, particularly photochemical oxidant and carbon monoxide, are currently in excess of the national ambient air quality standards.”

Strauss, David. Federal regulation of aircraft noise under Federal Aviation Act precludes local police power noise restrictions—City of Burbank v. Lockheed Air Terminal, Inc. Boston College industrial and commercial law review, v. 15, Apr. 1974: 848-862.

Case note on aircraft noise regulation.

Sullivan, James B. Air pollution and highways: a citizens' primer. Washington, Center for Science in the Public Interest [1974] 53 p.

U.S. Congress. House. Committee on Interstate and Foreign Commerce. Subcommittee on Public Health and Environment. Clean Air Act oversight—1973. Part 2. Washington, U.S. Govt. Print. Off., 1974. 495-1077 p.

Hearings held Sept. 10 . . . 21, 1973.

"Serial no. 93-63"

House. Committee on Interstate and Foreign Commerce. Subcommittee on Public Health and Environment. New motor vehicle emission standards and fuel economy. Hearings, 93d Cong., 1st sess. Dec. 3, 4, and 5, 1973. Washington, U.S. Govt. Print. Off., 1974. 552 p.

"Serial no. 93-65"

Senate. Committee on Commerce. Subcommittee on Environment. Limit lead in gasoline. Hearing, 93d Cong., 1st sess. Nov. 29, 1973. Washington, U.S. Govt. Print. Off., 1974. 101 p.

"Serial no. 93-64"

Senate. Committee on Public Works. Subcommittee on Air and Water Pollution. Implementation of transportation controls. Hearing, 93d Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1974. 591 p.

"Serial no. 93-H29"

A regional hearing on the possible implementation of transportation controls in order to meet Federal clean air standards.

Hearing held Nov. 26, 1973—Riverside, Calif.

Senate. Committee on Public Works. Subcommittee on Environmental Pollution. Automotive lead emissions. Hearings, before the Panel on Environmental Science and Technology, 93d Cong., 2d sess. Parts 1 and 2. May 7-8, 1974. Washington, U.S. Govt. Print. Off., 1974. 2 v.

"Serial no. 93-H41"

Hearings discussed "the health effects of lead and the extent to which lead emissions from automobiles have created a health problem."

Senate. Committee on Public Works. Subcommittee on Environmental Pollution. Clean Air Act oversight. Hearings, 93d Cong., 2d sess. Washington, U.S. Govt. Print. Off., 1974. 2 v. (1522 p.)

"Serial no. 93-H42"

Parts 1 and 2.

Hearings held May 13 . . . June 3, 1974.

Senate. Committee on Public Works. Subcommittee on Environmental Pollution. Implementation of transportation controls. Part 2. Hearing, 93d Cong., 2d sess. Washington, U.S. Govt. Print. Off., 1974. 510 p.

Hearing held Mar. 15, 1974—Los Angeles, Calif.

"Serial no. 93-H29"

Reviews the problems of air pollution and its possible reduction through transportation controls in the Los Angeles area.

Senate. Committee on Public Works. Subcommittee on Environmental Pollution. Implementation of transportation controls (Houston, Tex. and New York, N.Y.). Hearing, 93d Cong., 2d sess. Part 3. May 1-2, 1974. Washington, U.S. Govt. Print. Off., 1974. 1241 p.

"Serial no. 93-H29"

Focuses on transportation controls to reduce air pollution in Houston, Texas and New York City area.

Senate. Committee on Public Works. Subcommittee on Environmental Pollution. Report from the National Academy of Sciences. Hearing, 93d Cong., 2d sess. Sept. 6, 1974. Washington, U.S. Govt. Print. Off., 1974. 43 p.

"Serial no. 93-H56"

U.S. Environmental Protection Agency. The cost of clean air; annual report of the Administrator . . . to the Congress of the United States in compliance with Public Law 91-604, the Clean Air Act, as amended. Washington, U.S. Govt. Print. Off., 1974. 1 v. (various pagings) (93d Cong., 2d sess. Senate. Document no. 93-122)

"This report, the fourth prepared under the direction of the Environmental Protection Agency, indicates the time-phased cost implications of Federal air pollution control regulations administered by this agency. A range of costs is given for each industry studies."

Lead and air pollution: a bibliography with abstracts. Research Triangle Park, N.C., Environmental Protection Agency, Office of Air and Water Programs, 1974. 431 p.

"EPA-450/1-74-001"

An extensively annotated and indexed bibliography.

Where to find state plans to clean the air. Washington [1974] 21 p.

"... EPA has required each State to maintain an up-to-date version of its implementation plan in each air quality region in the State where the plan applies. The following is a list of the locations, as established by the States, where these files are maintained for public review."

U.S. Laws, statutes, etc. Legal compilation: [air pollution] statutes and legislative history, executive orders, regulations, guidelines and reports. Supplement II, v. 1. [Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 251 p.

Contains the legal authority of the EPA to regulate air pollution, as reflected by laws passed in the 93d Congress, 1st session.

Walpole, James B. Another look at the air pollution crisis in Birmingham. Environmental affairs, v. 3, no. 2, 1974: 243-251.

Wiese, Nanette A. Russell Train's war against pollution: "there is no retreat." Mass transit, v. 1, July-Aug. 1974: 10-14.

"While the schedule for achieving auto emission reductions is being stretched out somewhat . . . I think it is important to note 1975 standards are going to be substantially stricter in terms of emission controls than those in '74."

Wise, Harry H., III. Use of antitrust law as environmental remedy for suppression of pollution control technology. Boston College industrial and commercial law review, v. 15, Apr. 1974: 813-829.

This note examines the district court decision which held that auto manufacturers could not be sued under the Clayton Antitrust Act for allegedly conspiring to retard the development of air pollution devices.

Wise, Sherwood W. Sierra Club v. Ruckelshaus: symptom of a dilemma. Public utilities fortnightly, v. 94, Nov. 7, 1974: 24-28.

"A review of the background of the case may serve to illuminate the problems of that decision, and may suggest guidelines for applying the Environmental Protection Agency's venture into land-use planning."

Wood, Diane Pamela. Coordinating the EPA, NEPA, and the Clean Air Act. Texas law review, v. 52, Mar. 1974: 527-557.

This comment examines the effect of the Clean Air Act on the problem of the role of EPA in enforcing NEPA.

Solid Waste Management and Sewage Control

Abert, James G. Alter, Harvey; Bernheisel, J. Frank. The economics of resource recovery from municipal solid waste. Science, v. 183, Mar. 15, 1974: 1052-1058.

Brown, Sanford M., Jr. Land use management for solid waste programs. Journal of environmental health, v. 37, Nov.-Dec. 1974: 245-248.

"The objective of this paper is to examine different techniques that can be used to help provide land for solid waste disposal as well as other types of solid waste management sites."

Bucclarelli, William. The role of state government in solid waste management. Journal of environmental health, v. 37, Sept.-Oct. 1974: 150-153.

Burning refuse in power plant promises savings. Public power, v. 32, Sept.-Oct. 1974: 26, 28, 30.

"Solid waste from the refuse of the city of Ames, Iowa State University, Story County and nine nearby communities will be burned as boiler fuel in the Ames municipal electric plant."

Childs, Ray. Living with a sanitary landfill. Nation's cities, v. 12, May 1974: 38, 44-46.

"Alton, Illinois, gains citizen acceptance of its sanitary landfill through a coordinated program emphasizing the positive."

Colonna, Robert A., McLaren, Cynthia. Decision-makers guide in solid waste management. [Washington] U.S. Environmental Protection Agency [for sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 157 p. (U.S. Environmental Protection Agency. Solid waste management series (SW-127))

"Criteria: cost, institutional factors, resource conservation, environmental effects decisions: collection, transport, processing, disposal."

Council of State Governments. Our effluent society; the states and solid waste management. Lexington, Ky. [1974] 41 p. (Council of State Governments. RM 523)

"This report portrays new perspectives on governmental problems related to solid waste management practices in the United States."

— The states and solid waste management: our effluent society. Lexington, Ky. [1974] 41 p. (Council of State Governments. RM-523)

"This report portrays new perspectives on governmental problems related to solid waste management practices in the United States. It describes the difficulties involved in solid waste management in terms which permit better evaluation by political institutions."

Bibliography: p. 38-41.

Darnay, Arsen J. State-of-the-art briefing on solid waste management and energy. In Remarks of Pete V. Domenici. Congressional record [daily ed.] v. 120, Mar. 20, 1974: S3984-S3991.

The Deputy Assistant Administrator for Solid Waste Management, EPA, gives "a brief state-of-the-art report on EPA land protection and residuals management programs, with special emphasis on how our activities are related to the energy problem."

Dildine, Robert. Rainey, Ron. Impacts of beverage container regulations in Minnesota; a report to the Governor and the Minnesota Legislature. [St. Paul] Minnesota State Planning Agency, 1974. 140 p.

DuMond, T. C. Gold in them thar hills—of refuse. Iron age, v. 214, July 22, 1974: 45-47.

"Municipalities are learning we can solve many problems and make money by recovering materials as well as energy from waste."

Egerton, John. Transforming trash in Nashville. Progressive, v. 38, Feb. 1974: 25-26.

"In April, when the contents of local trash cans are used for the first time to stoke the boilers of the city's new thermal transfer plant, Nashville will have the world's first large-scale plant producing both steam and chilled water from solid waste."

Forestell, William L. Refuse agglomerates: why cities use them. American City, v. 89, Apr. 1974: 43-47.

"Offering a variety of collection and disposal services, today's agglomerate solid waste management firms use modern equipment and imagination to solve city refuse problems."

Forester, William S. Sewage treatment "needs." Environmental science & technology, v. 8, Jan. 1974: 20-21.

"EPA's Needs Survey for 1973 calls for overall spending of \$61.7 billion by 1990. The increased figure reflects requirements and eligibilities allowed by 1972 amendments."

Garland, George A. Weddle, Bruce R. Shaving solid waste collection costs. Nation's cities, v. 12, Feb. 1974: 13-14, 16-17.

"EPA's major technical assistance program produces some encouraging results in tackling solid waste's collection aspect."

Greef, Charles E. Martin, John H. Beverage container legislation: a policy and constitutional evaluation. Taxes law review, v. 52, Jan. 1974: 351-375.

"Although container legislation efficiently furthers important state environmental objectives, it does so by hindering national commerce and therefore presents a difficult constitutional question."

Heer, John E. Hagerty, D. Joseph. Refuse turns resource. Spectrum, v. 11, Sept. 1974: 83-87.

"Diverted from land fills to hammer mills, municipal waste becomes an economic energy resource."

Hemsley, William T. Solid wastes legislation and private enterprise in the state of Pennsylvania. Solid wastes management/refuse removal journal, v. 17, Feb. 1974: 6, 56, 78.

Hunter, John S., III. Allocation of funding for wastewater treatment facilities. Journal [of the] Water Pollution Control Federation, v. 46, Jan. 1974: 18-27.

Presents guidelines for fund allocation.

Jaffee, Jacob M. State financial involvement in solid waste management. State planning issues, June 1974: 20-26.

Kunes, Thomas P. Barrows, Richard L. Yanggen, Douglas A. Implementing cooperative solid waste management in Wisconsin. [Madison, 1974] 24 p.

"The purpose of this third guide is to assist a cooperative-area-wide solid waste management system in moving from the planning and design phases into the service or operation phase."

Lowe, Robert A. Loube, Michael. Smith, Frank A. Energy conservation through improved solid waste management. [Washington] U.S. Environmental Protection Agency, 1974. 1 v. (various pagings)

Managing solid waste. Public management, v. 56, Aug. 1974: 2-27. Partial contents.—Solid waste management in transition, by A. J. Darnay, Jr.—ICMA as facilitator, by S. Suttles.—Palm Springs/from public to private service, by D. A. Blubaugh.—Pottstown/from private to public service, by J. Banta.

Managing solid waste: part II. Management information service, v. 6, Sept. 1974: whole issue.

Discusses the disposal of solid wastes, especially through the use of the sanitary landfill.

Mank, James F. Size reduction of solid waste: an overview. (Washington, U.S. Environmental Protection Agency, 1974) 8 p. (U.S. Environmental Protection Agency. SW-117)

Martin, Edward J. Gumtz, Garth D. State of Maryland waste oil recovery and reuse program. [Washington, Office of Research and Development, U.S. Environmental Protection Agency] for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 248 p. (Environmental protection technology series)

"EPA-670/2-74-013"

"A waste oil recovery and reuse program can be initiated immediately using existing technology, collection and storage resources. Because of a need to consider all sources of waste oils, the program requires subsidization at lower plant throughputs. At the 30 mg/y capacity, the program economics can be self-sustaining."

Moos, Charles M. American can: judicial response to Oregon's nonreturnable container legislation. Ecology law quarterly, v. 4, winter 1974: 145-168.

"... this note examines the validity of the constitutional challenges, and concludes with an application of a commerce clause balancing test to the Oregon statute."

National Commission on Productivity. Improving municipal productivity: the Detroit refuse collection incentive plan. Washington [1974] 26 p.

Robert S. Kerr Environmental Research Laboratory. Water Quality Control Branch. Land application of sewage effluents and sludges: selected abstracts. Corvallis, Or., National Environmental Research Center, Office of Research and Development, for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 248 p. (Environmental protection technology series).

"EPA-660/2-74-042"

"The literature on applying sewage effluents and sludges to the land has been annotated quite thoroughly through the year 1965 in previous publications. The purpose of this report is to combine selected abstracts from these previous publications and to update the sources covered into the year 1973."

Solid wastes—II. Washington, American Chemical Society, 1973. 118 p.

"An ACS reprint collection."

"... contains 33 articles that appeared in Environmental Science & Technology from 1970 through June 1973."

Temple, Barker & Stone, Inc. Applied Decision Systems. Study of the effectiveness and impact of the Oregon minimum deposit law; project completion report. Prepared by Applied Decision Systems, a division of Temple, Barker & Sloane, Inc. and Decision Making Information, Inc. [Salem, Or.] Dept. of Transportation, Highway Division, Legislative Fiscal Office, 1974. 1 v. (various pagings).

Concludes that while the law did result in reduced litter and met with widespread public approval, industry suffered some reduced profits.

Trash: it's a people problem. Houston, v. 45, May 1974: 31-32, 65-67.

"In the United States, the growth of our solid waste outpaces population growth. Population is increasing at the rate of 1% per year, but solid waste is increasing at a 4%-6% annual rate."

U.S. Congress. House. Committee on Interstate and Foreign Commerce. Subcommittee on Public Health and Environment. Amendments to the Solid Waste Disposal Act. Washington, U.S. Govt. Print. Off., 1974. 173 p.

At head of title: 93d Cong., 2d sess. Committee print no. 19.

A collection of articles, with connecting text.

House. Committee on Interstate and Foreign Commerce. Subcommittee on Public Health and Environment. Solid Waste Disposal Act Extension—1974. Hearings, 93d Cong., 2d sess., on H.R. 13176, H.R. 3317, H.R. 3954, H.R. 4475, H.R. 12537, H.R. 12937, H.R. 12956, and H.R. 13298. Mar. 27 and 28, 1974. Washington, U.S. Govt. Print. Off., 1974. 323 p.

"Serial no. 93-78"

House. Committee on Ways and Means. Tax treatment of recycling of solid waste. Hearings, 93d Cong., 2d sess. Mar. 20, 21, 1974. Washington, U.S. Govt. Print. Off., 1974. 381 p.

U.S. Environmental Protection Agency. Resource recovery and source reduction; second report to Congress. Washington, for Sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 112 p. (U.S. Office of Solid Waste Management Programs. SW-122).

This report "was delivered March 16, 1974, to the President and the Congress."

----- Office of Water Program Operations. Municipal Operations Branch. Emergency planning for municipal wastewater treatment facilities. [Washington] 1974. 78 p.

"EPA-430/9-74-013".

U.S. finds a rich resource: the Nation's trash pile. U.S. news & world report, v. 76, May 13, 1974: 63-64, 66.

"For cities that found there's no land left for garbage dumps, there's an answer: Recycling plants that produce reusable materials and energy, too."

U.S. Library of Congress. Environmental Policy Division. A legislative history of the Solid Waste Disposal Act, as amended; together with a section-by-section index prepared . . . for the Committee on Public Works, U.S. Senate. Washington, U.S. Govt. Print. Off., 1974. 503 p. At head of title: 93d Cong., 2d sess. Committee print.

"Serial no. 93-22".

Walker, William R. Cox, William E. Wastewater irrigation: its legal impact. Water spectrum, v. 6, no. 3, 1974: 15-22.

"Application of land treatment in the United States must come to grips with a number of potential legal constraints related to wastewater management, land use, and water rights."

Wingarter, Eugene J. Resource recovery: an opportunity for government-industry partnership. Solid wastes management/refuse removal journal, v. 17, Feb. 1974: 36, 62, 81.

Discusses state-controlled plans in Connecticut and Wisconsin.

Open Space and Recreation

Brower, Sidney N. Williamson, Penelope. Outdoor recreation as a function of the urban housing environment. Environment and behavior, v. 6, Sept. 1974: 295-345.

"This study focused upon the contribution of open space to general living conditions within inner-city neighborhoods."

Dunn, Diana R. Leisure resources in America's inner cities. Parks & recreation, v. 9, Mar. 3, 1974: 34-38, 56-59.

Epperson, Arlin. Open space acquisition. Current municipal problems, v. 16, summer 1974: 46-52.

Reviews the different methods by which it is possible for urban areas to create open space lands.

Fisher, James F. Natural areas: are they feasible in urban centers? Current municipal problems, v. 16, summer 1974: 40-45.

Halpin, Mike. How can we save open space? People & taxes, v. 2, July 1974: 7-10.

Considers the property tax as a device to preserve open land, citing examples from Vermont, California, and elsewhere. Includes list of organizations and publications for further information.

Interdepartmental Work Group on Urban Recreation. Urban recreation: a report prepared for the nationwide outdoor recreation plan. [Washington, U.S. Dept. of Housing and Urban Development, 1974] 78 p.

Contents.—The report in perspective.—Major findings and recommendations.—Recreation in the urban setting.—The evolution of urban recreation.—Urban recreation needs and problems.—The present urban recreation effort.—Postscript: five years ahead and beyond.

Miner, Dallas. Agricultural preservation: a new issue in open space consideration. Environmental comment, no. 14, Oct. 1974: 1, 9-12.

Touches "on trends in agricultural land use and current efforts to retain a viable agricultural industry in various sections of the country—particularly in the most densely populated region—the Northeast."

National Recreation and Park Association. Open space and recreation opportunity in America's inner cities. [Washington, U.S. Dept. of Housing and Urban Development, Office of Community Planning and Development, Evaluation Division] 1974. 155 p.

"PB-235-121."

U.S. Interdepartmental Work Group on Urban Recreation. Urban recreation; a report prepared for the Nationwide Outdoor Recreation Plan. [Washington, U.S. Dept. of Housing and Urban Development, 1974] 78 p.
 "HUD-CD-41."

Noise Pollution

Bishop, Dwight E. Simpson, Myles A. Noise levels inside and outside various urban environments. Sound and vibration, May 1974: 51-54.

Bragdon, Clifford R. Municipal noise ordinances: 1974. Sound and vibration, v. 8, Dec. 1974: 28-30.

A state by state listing of the municipal noise ordinances with an indication of the activity affected.

Bragdon, Clifford R., and others. Establishing Georgia's statewide noise control program. Sound and vibration, v. 8, Dec. 1974: 12-15.

"Current state noise control experiences are discussed. Legislative efforts to establish a noise control program in Georgia are detailed. Strategies utilized to establish an effective program are outlined, emphasizing the need for interdisciplinary participation and maximum cooperation. Five elements of a noise control plan include noise regulations, organization and administration measurement and analysis, implementation, and education."

Branch, Melville C. Gilman, Samuel. Weber, Charles. Monitoring community noise. Journal of the American Institute of Planners, v. 40, July 1974: 266-273.

"In this article the significance and requirements of monitoring outdoor pollution in urban environments are discussed."

Findley, Roger W. Plager, Sheldon J. State regulation of nontransportation noise: law and technology. Southern California law review, v. 48, Nov. 1974: 209-317.

Galloway, W. J. Eldred, K. McK. Simpson, M. A. Population distribution of the United States as a function of outdoor noise level. [Washington, U.S. Environmental Protection Agency] 1974. 1 v. (various pagings)

"550/9-74-009"

"This report summarizes the planning, conduct and results of a noise survey in 100 sites in urban areas across the United States and the use of these results coupled with other existing data, to provide an estimate of the outdoor noise levels experienced in residential areas by the United States population."

Heer, John E., Jr. Hagerty, D. Joseph. Knadler, Daniel J. Effect of an interstate highway on urban area noise levels. Public works, v. 105, Jan. 1974: 54-58.

Mervine, K. E. Fowler, J. M. Noise pollution. College Park, Environmental Resource Packet Project, Dept. of Physics & Astronomy, University of Maryland, 1974. 1 v. (various pagings)

A very extensively annotated bibliography of major works, intended as a background source for college teachers.

Meyer, Alvin F., Jr. An overview of EPA's implementation of the Noise Control Act of 1973. Journal of the Air Pollution Control Association, v. 24, Sept. 1974: 830-831.

"Presents the background of this legislation, a general conceptual approach to implementing the legislation, and the practical implementation of that legislation to date by the Office of Noise Abatement and Control (ONAC)."

Pease, Randall L. Aircraft noise regulation—Federal pre-emption. New York law review, v. 20, summer 1974: 165-174.

Comment that deals with a case which was found to place the final authority for controlling aircraft noise in the hands of the Federal government.

Simmons, Robert A. Chanaud, Robert C. The "soft fuzz" approach to noise ordinance enforcement. Sound and vibration, v. 8, Sept. 1974: 24-32.

"The definition of the community noise problems, approach to problem solutions, and methods of enforcement are described."

Skale, Steven R. Sharp, Ben H. Control of motorcycle noise, volume 1; technology and cost information. [Washington, U.S. Environmental Protection Agency] 1974. 1 v. (various pagings)

"550/9-74-001-A"

"This document contains information useful for the development of noise emission standards for motorcycles."

Sparks, Robert A. The Federal Aviation Administration, monitored by the Environmental Protection Agency, has full control over aviation noise, pre-empting state and local control, including a municipal ordinance which imposed a curfew on certain jet takeoffs during certain night-time hours. Journal of air law and commerce, v. 40, no. 2, 1974: 341-349.

Case note involves an ordinance of City of Burbank, California, outlawing jet take-offs during certain proscribed hours and the preemption of such local control of aviation noise in favor of the FAA and EPA under the Federal Aviation Act of 1958.

- U.S. National Bureau of Standards. A guide to airborne, impact, and structure-borne noise control in multifamily dwellings. Washington, U.S. Dept. of Housing and Urban Development [1974] 1 v. (various pagings)
 "Supersedes FHA no. 750, "Impact Noise Control in Multifamily Dwellings," January 1963."

State and Local Environmental Protection

- Abbot, Guthrie T. Holmes, Eugene T. A survey of Federal and Mississippi environmental law with an examination of its effect on land development. Mississippi law journal, v. 45, Sept. 1974: 821-885.
- Brimmer, Clarence A., Jr. Wyoming Environmental Quality Act. Natural resources lawyer, v. 7, winter 1974: 33-43.
- California. Legislature. Senate. Committee on Natural Resources and Wildlife. Final summary of selected legislation relating to the environment, natural resources and wildlife enacted during 1973. Sacramento [1974] 1 v. (various pagings)
- Carter, Steve. Frost, Murray. Sumeck, Lyle. Managing the environment at the local level. Urban data service, v. 6, Feb. 1974: 1-18.
- Carter, Steve, and others. Environmental management and local government. Washington [Office of Research and Development, U.S. Environmental Protection Agency] or sale by the Supt. of Docs. U.S. Govt. Print. Off., 1974. 390 p. (Socioeconomic environmental studies series)
 "EPA-600 5-73-016"
 ". . . presents the results of a study of environmental management and local government. The study has two main components: (1) a survey of chief executives in cities over 10,000 population and counties over 50,000; and, (2) a series of field studies of local environmental management in Dallas, Texas; Inglewood, California; Miamisburg, Ohio; and the Piedmont Triad Region (Forsyth and Guilford Counties) North Carolina."
- Citizen's policy guide to environmental priorities for New York City 1974-1984. New York, Council on the Environment of New York City, 1974. 58 p. Part III—Transportation policy and the New York environment, by M. Gerrard.
- Commission for Environmental Quality, Bowie. The role of environmental impact statements in local government decisionmaking. Urban lawyer, v. 6, winter 1974: 95-115.
 Discusses the activities of the Bowie, Md., Commission for Environmental Quality.
- Ford Foundation. The art of managing the environment. New York, 1974. 42 p.
 Reports on six local attempts to control environmental degradation in individual localities.
- Hawaii. Program memorandum: environmental protection. [Honolulu] 1974. 17 p.
 "Submitted to the seventh state legislature."
- Kahn, E. J., Jr. Letter from Oregon. New Yorker, v. 50, Feb. 25, 1974: 88, 90-99.
 Discusses the many pro-environment measures passed in Oregon, as well as the administration of Governor Tom McCall.
- McLennan, Janet. Comprehensive planning in Oregon; one state's record to date. Cry California, v. 9, summer, 1974: 33-40.
- Quinn, Robert H. Opinion of the Attorney General regarding the disposition of public lands under the "clean environment" amendment to the Constitution of Massachusetts. Environmental affairs, v. 3, no. 3, 1974: 459-506.
- Sax, Joseph L. DiMento, Joseph F. Environmental citizen suits: three years' experience under the Michigan Environmental Protection Act. Ecology law quarterly, v. 4, winter, 1974: 1-62.
 "In this article the draftsman of the Michigan Act reviews the first three years of its implementation. The authors find that the Act has received relatively little substantive interpretation, but that a considerable volume of litigation has occurred without the dire consequences which some had predicted."
- Smulevitz, Alan R. Handling environmental prosecutions at the local level. Case and comment, v. 79, Mar.-Apr. 1974: 18-19, 22-23.
 This article describes the prosecution of environmental cases in Indiana.
- State environmental protection legislation and the commerce clause. Harvard law review, v. 87, June 1974: 1762-1785.

"This note will examine the commerce clause limitations on state environmental protection legislation by considering a representative statute, the Oregon Minimum Deposit Act, which was recently enacted to control the litter and solid waste attributable to the disposal of metal and glass containers of beer and soft drinks."

Tobin, Richard J. Some observations of the use of state constitutions to protect the environment. *Environmental affairs*, v. 3, no. 3, 1974: 473-493.

"... this article will focus on two aspects of state constitutional action. First, some of the predicted consequences of state constitutional action in the environmental area are examined. Second, and more importantly, several potential problems associated with the implementation of environmental declarations are considered."

Trillin, Calvin. U.S. journal: *Vermont*. *New Yorker*, v. 50, Nov. 4, 1974: 128, 130, 132-135.

Summarizes recent developments in Vermont politics, concentrating on the role that environmental issues have played there.

Trzyna, Thaddeus C. Jokela, Arthur W. California Environmental Quality Act: innovation in state and local decisionmaking. Washington [Office of Research and Development. U.S. Environmental Protection Agency, for sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 125 p. (Socioeconomic environmental studies series)

"EPA-600/5-74-023"

"The California Environmental Quality Act of 1970 (CEQA) requires State and local agencies to prepare an environmental impact report on public and private projects that may have a significant effect on the environment. It is patterned after the National Environmental Policy Act of 1969."

Trzyna, Thaddeus C. Environmental impact requirements in the states: NEPA's offspring. Washington [Office of Research and Development, U.S. Environmental Protection Agency] for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 83 p. (Socioeconomic environmental studies series)

"EPA-600/5-74-006"

"There is a growing trend in the States to adopt requirements for environmental impact statements like those in the National Environmental Policy Act of 1969. Fifteen States and Puerto Rico now require impact statements for a wide range of activities significantly affecting the quality of the environment and several others apply the process to limited classes of projects. At least twenty other States have such requirements under consideration. The State requirements are summarized and compared to each other and to the national act."

U.S. Environmental Protection Agency. Office of Monitoring Systems. Directory of state agencies engaged in environmental monitoring. [Washington, 1974] 82 p.

CHAPTER VI. IMPROVING GOVERNMENT CAPABILITY

Federal Management Capability

Finley, James J. Congressional budgetmaking—'74. *Federal accountant*, v. 23, June 1974: 22-34.

"This is an account of legislative efforts of the past two years to reform Congressional methods of handling appropriations and revenue measures." At this writing House and Senate bills for budget reform were in Conference Committee awaiting action.

Fox, Douglas M., ed. President Nixon's proposals for executive reorganization: a mini-symposium. *Public administration review*, v. 34, Sept.-Oct. 1974: 487-495.

Includes comments by Alan L. Dean, Harold Seidman, Harvey Mansfield, James Fesler, and Robert Gilmour concerning Nixon's proposals.

Havemann, Joel. Budget reform legislation calls for major procedural change. *National journal reports*, v. 6, May 18, 1974: 734-742.

"If its backers are right, the new process will provide Congress with better tools to evaluate the financial needs of the nation and bring coherence and logic to an appropriations process that has lacked both." The budget reform legislation is currently in a House-Senate conference committee.

Ford endorses 172 goals of "management by objective" plan. *National journal reports*, v. 6, Oct. 26, 1974: 1597-1605.

"Management by objective, the technique begun last year by the Nixon Administration, is being continued by President Ford who has endorsed 172 goals

set out by the federal bureaucracy as presidential objectives. While some goals are so vague as to appear meaningless and others are so minute they appear picayune, the list of them that begins on page 1601 offers insight into the general direction the agencies of the executive branch are going."

— MBO nears second phase, linking goals to budget process. *National journal reports*, v. 6, Apr. 27, 1974: 609-615, 617-618.

"The OMB is getting ready to take the second step in its new system for identifying and achieving Presidential goals—linking the system to the 1976 budget process. After a year of working with management by objective, all but one of 21 agencies—have identified their Presidential goals, and 18 agencies have created systematic ways of checking progress toward the goals."

— New budget committees already have ambitious plans. *National journal reports*, v. 6, Sept. 28, 1974: 1445-1453.

"The committees have been named and their staffs are being recruited for what one Congressman predicts will be the 'long and torturous road' of trying to transform the process of enacting a federal budget into a rational whole." Includes analysis of spending voting records of the committee members, notes on staff directors and other personnel, and a related article entitled "\$20 billion is impounded by another name."

Hopkins, Bruce R. Congress curtails Presidential impoundments. *American Bar Association journal*, v. 60, Sept. 1974: 1053-1057.

"The Impoundment Control Act of 1974, signed into law by President Nixon on July 12, represents the response of Congress to the wave of executive department impoundments during recent years. Now the executive must follow specified steps if impoundment is desired, and the Congress is given opportunities of exercising final control over spending and impoundment."

— Congressional reform advances in the Ninety-third Congress. *American Bar Association journal*, v. 60, Jan. 1974: 47-51.

"1973 was a year of spectacular happenings in Washington and an atmosphere of tension between executive and legislative branches. The first session of the Ninety-third Congress not only continued the advance started in previous sessions toward reform of its structure and procedures, but it also was able to take substantial steps toward balancing its powers against those of the President. This is the second of an annual series of articles by Mr. Hopkins on congressional reform."

Huddle, Franklin P. Technology assessments: factors in setting congressional priorities. *Technology assessment*, v. 2, no. 3, 1974: 181-192.

"The paper deals with the question of how the Office of Technology Assessment (OTA) is to decide which assessment to perform and in what order."

Jones, Hugh R. Accounting for national goals with standard formats. *Federal accountant*, v. 23, Mar. 1974: 19-24.

"Current legislation points toward establishment of a Joint Committee on the Budget in Congress. The author suggests how the Committee's role should relate to that of OMB in the Executive Branch; further described are proposed new formats for budget documents, tied closely to national goals."

Katell, Sidney. Hemingway, E. L. Basic estimated capital investment and operating costs for coal strip mines. [Washington] U.S. Bureau of Mines [for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974] 31 p. (U.S. Bureau of Mines. Information circular 8661)

Levinson, L. Harold. Mills, Jon L. Impoundment: a search for legal principles. *University of Florida law review*, v. 26, winter 1974: 191-220.

Article reviews constitutional considerations, pertinent general legislation, and litigation.

MacDonald, Scot. Federal management policy: will GSA's new office succeed in making policy for all agencies? *Government executive*, v. 6, Mar. 1974: 37-41.

Discusses the transfer of OMB functions to GSA in 1973 in the areas of "procurement management, property management, financial management, Automated Data Processing management, and management systems," and focuses on the five supporting offices created to perform those functions.

— Fuel, New Federalism and the OMB. *Government executive*, v. 6, Feb. 1974: 24-25, 28.

Reviews OMB's role in structuring government operations, especially with respect to the Federal Energy Office, procurement and assistance to state and local government. Article is in large part an interview of Frank G. Zarb, an associate director of OMB.

Malek, Frederic V. Managing for results in the Federal Government. Business horizons, v. 17, Apr. 1974: 23-28.

"Presidential interest in better management has been a fact of life since the mid-1930s. The present Administration has launched a major initiative to upgrade management in the executive branch."

Management by objectives in the Federal Government. *Bureaucrat*, v. 2, winter 1974: 351-426.

Symposium surveys concepts and practices of "Management By Objectives" (MBO) in the Federal Government in articles by Chester Newland, Robert Wallace, Ellsworth Morse, Robert March and Thomas McFee, Joseph DeSio and John Higgins, Ralph Bledsoe, and David Brown.

Mikva, Abner J. Hertz, Michael F. Impoundment of funds—the courts, the Congress and the President: a constitutional triangle. *Northwestern University law review*, v. 69, July-Aug. 1974: 335-389.

Article examines legal doctrines and case law on impoundment.

Stafford, Samuel. Battle of the budget: will Congress work its will on the Nation's growing bills? *Government executive*, v. 6, Jan. 1974: 25-28.

"Legislation now moving through Congress is designed to strengthen the congressional budget control role and improve procedures for setting national spending priorities. Central budget control mechanisms would be set up and appropriations process timetables would be changed, in effect, forcing the traditionally free-spending Congress to make major spending and revenue policy choices. Other provisions are aimed at halting Presidential impoundment of appropriated funds."

U.S. Advisory Council on Intergovernmental Personnel Policy. More effective public service; the first report to the President and the Congress by the Advisory Council on Intergovernmental Personnel Policy—January 1973. Washington, U.S. Govt. Print. Off., 1974. 93 p. At head of title: 93d Cong., 2d sess. [Senate] Committee [on Government Operations] print.

Partial contents.—Toward a basic policy for merit personnel management in federally funded or aided programs.—Incentives to encourage development of comprehensive systems of merit personnel management.—Future work of the council.

U.S. Congress. Conference Committees, 1974. Congressional Budget and Impoundment Control Act of 1974: conference report to accompany H.R. 7130. [Washington, U.S. Govt. Print. Off.] 1974. 78 p. (93d Cong., 2d sess. House. Report no. 93-1101)

— Conference Committees, 1974. Congressional Budget and Impoundment Control Act of 1974: conference report to accompany H.R. 7130. [Washington, U.S. Govt. Print. Off.] 1974. 78 p. (93d Cong., 2d sess. Senate. Report no. 93-924)

— House. Committee on Appropriations. Subcommittee on HUD-Space-Science-Veterans. Budget rescission bill (H.R. 17505). Hearings, 93d Cong., 2d sess. Washington, U.S. Govt. Print. Off., 1974. 269 p.

— House. Committee on Post Office and Civil Service. Subcommittee on Manpower and Civil Service. Improved manpower management in the Federal Government; examples for the period January through June 1974. Washington, U.S. Govt. Print. Off., 1974. 85 p. (93d Cong., 2d sess. House. Report no. 93-1491)

— House. Committee on Post Office and Civil Service. Subcommittee on Manpower and Civil Service. Improved manpower management in the Federal Government; examples for the period July through December 1973. Washington, U.S. Govt. Print. Off., 1974. 55 p. (93d Cong., 2d sess. House. Report no. 93-1124)

"The purpose of this report is to stimulate more efficient use of manpower resources by all elements of the Federal Government. In this context, the Subcommittee on Manpower and Civil Service has selected examples of improved effectiveness and economy from the semiannual reports received from 24 of the largest Federal departments and agencies covering the period July through December 1973."

— Joint Committee on Congressional Operations. Congressional research support and information services; a compendium of materials. Washington, U.S. Govt. Print. Off., 1974. 803 p. At head of title: 93d Cong., 2d sess. Committee print.

— Partial contents.—Policy analysis: the Congressional Research Service.—Program evaluation: the General Accounting Office.—Technology assessment: the Office of Technology Assessment.—Automatic data processing in Con-

gress.—Fiscal, budgetary, and program information from the Executive.— Selected proposals for additional congressional research agencies and information services.

— Joint Committee on Congressional Operations. Special report pursuant to section 402(a)(2) of the Legislative Reorganization Act of 1970 identifying court proceedings and actions of vital interest to the Congress. Washington, U.S. Govt. Print. Off., 1974. 618 p. At head of title: 93d Cong., 2d sess. Committee print.

— Senate. Committee on Government Operations. Improving the coordination of Federal reporting services. Hearings, 93d Cong., 1st sess., on S. 200 and S. 1812. Sept. 11 and 12, 1973. Washington, U.S. Govt. Print. Off., 1974. 281 p.

— Senate. Committee on Rules and Administration. Congressional Budget Act of 1974; report to accompany S. 1541. Washington, U.S. Govt. Print. Off., 1974. 104 p. (93d Cong., 2d sess. Senate. Report no. 93-688)

“To provide for the reform of congressional procedures with respect to the enactment of fiscal measures; to provide ceilings on Federal expenditures and the national debt; to create a budget committee in each House; to create a Congressional Office of the Budget; and for other purposes.”

— Senate. Committee on Rules and Administration. Subcommittee on Standing Rules of the Senate. Federal budget control by the Congress. Hearing, 93d Cong., 2d sess., on S. 1541. Jan. 15, 1974. Washington, U.S. Govt. Print. Off., 1974. 261 p.

“To provide for the reform of congressional procedures with respect to the enactment of fiscal measures; to provide ceilings on Federal expenditures and the national debt; to create a budget committee in each House; to create a Congressional Office of the Budget; and for other purposes.”

U.S. General Accounting Office. Comptroller General of United States, views on Impoundment Control Act, 1974; communication. Washington, U.S. Govt. Print. Off., 1974. 14 p. (93d Cong., 2d sess. House. Document 93-404)

Issued as GAO report B-115398 dated Dec. 4, 1974.

— Comptroller General's opinion of the legality of executive impoundment of appropriated funds. Prepared for the Subcommittee on Separation of Powers of the Committee on the Judiciary, United States Senate. Washington, U.S. Govt. Print. Off., 1974. 43 p. At head of title: 93d Cong., 2d sess. Committee print.

GAO report B-135564, July 26, 1974.

— General Accounting Office assistance to the Congress in improving access and usefulness to the Congress of fiscal, budgetary, and program-related information; report to the Congress by the Comptroller General of the United States. [Washington] 1974. 14 p.

“B-115398, Sept. 20, 1974”

U.S. President, 1969-1974 (Nixon). Proposals relating to management of the Federal Government; message. [Washington, U.S. Govt. Print. Off.] 1974. 5 p. (93d Cong., 2d sess. House. Document no. 93-327)

U.S. President, 1974- (Ford). Congressional Budget and Impoundment Control Act of 1974 (Public Law 93-344); communication. Washington, U.S. Govt. Print. Off., 1974. 2 p. (93d Cong., 2d sess. Senate. Document no. 93-124)

“General provision that will facilitate an orderly transition to the new fiscal year required by the Congressional Budget and Impoundment Control Act of 1974 (Public Law 93-344).”

Walsh, John. Culliton, Barbara J. Office of Management and Budget. Science, v. 183, Jan. 18, 1974: 180-182, 184; Jan. 25: 286-290; Feb. 1: 392-396.

Three part series, with sub-titles “The view from the Executive Office,” “New accent on the ‘M’ in OMB,” and “Skeptical view of scientific advice.”

Wise, Wes. Mineta, Norman Y. Current issues explored: issue no. III—who should shape urban policy? Journal of housing, v. 31, Feb. 28, 1974: 69-72.

Wise, the mayor of Dallas, Texas, and Mineta, the mayor of San Jose, California, call for a more active role by cities in Federal decision making concerning urban and budgetary policies specifically.

State and Local Government Finance

Adams, Jeanette Knoll. Effects of local option tax and implementation of property tax control on local government finance in Indiana. [Indianapolis] Indiana Legislative Council, Fiscal Analysis Divisionn, 1974. 24 p.

Bohm, Robert A. Goolsby, William. Critical analysis and proposals for reform of the major sources of state and local governments; a staff report. Nashville, Tennessee State Planning Office, 1974. 160 p.

"Some principles and problems of state and local policy are reviewed, followed by a description of the Tennessee state and local tax structure. Special emphasis is placed on the income regressiveness and responsiveness to economic growth structure. Some guidelines to reforming the major taxes (general sales and local property) are provided, along with a proposal for a personal income tax. Some guidelines are also provided for standardizing and simplifying business taxes."

Browne, Alan K. The pro and con of 100% FDIC coverage on deposits of states and cities. *Money manager*, v. 3, Feb. 4, 1974: 12, 48.

Burkhead, Jessee. Bringewatt, Paul. *Municipal budgeting: a primer for elected officials*. Washington, Joint Center for Political Studies, 1974. 90 p.

Contents.—The significance of a municipal budget.—The budgetary process.—Municipal revenue.—Municipal expenditure.—Grants-in-aid.—Debt financing.—Resource allocation.—Warnings to budget makers.

Cantor, Arnold. State-local taxes: a study of inequity. *American federationist*, v. 81, Feb. 1974: 14-21.

"Long-standing inequities in the tax structure of state and local governments have been aggravated by a doubling of these taxes in the past six years. Gradually, more states are relying on income taxes, which are the most progressive in terms of ability to pay and also the most productive, since they require no reassessment, legislation or administrative decision to adjust when the economy expands. Steps are also being taken to ease some of the more inequitable features of property and sales taxes—but there is still plenty of room for improvement in the way state and local tax revenues are raised."

Cozzens, William A. Philadelphia's budgets: past, present, future. *Federal Reserve Bank of Philadelphia business review*, Apr. 1974: 3-19.

Points out that big assists from Washington and Harrisburg have enabled Philadelphia and its School District budgets to grow substantially; however, inflation ate up a huge proportion of this increase and, as a result, the growth of services has been slowed.

Cruce, Kay. Municipal revenue sources. *Missouri municipal review*, v. 39, Feb. 1974: 4-8.

Discusses property tax, state shared taxes, non-property taxes, auto licenses, revenue sharing funds and other sources of revenue for municipal governments.

Dubin, Elliott J. Federal tax burdens in states and metropolitan areas. New York, Tax Foundation [c1974] 36 p. (Tax Foundation, New York. Research aid no. 5)

Contents.—Tax Foundation's allocation formula—state basis.—Federal grants-in-aid versus tax burdens.—Tax Foundation's allocation formula—SMSA basis.

Florida. Legislature. Senate. Ways and Means Committee. State revenues share by cities and counties, 1970-71 to 1974-75. Tallahassee, 1974. 96 p. (Florida. Legislature. Senate. Ways and Means Committee. Tax report no. 10)

Reports on amounts of state revenues distributed to cities and counties of Florida.

Friedman, Lewis. City budgets. *Municipal performance report*, v. 1, Aug. 1974: 3-34.

"The early portion of the report reviews the state of the budgetary art. The expert will be interested in the extent to which prevailing wisdom is in fact reflected in city budgetary practices. The evaluation portion of the report concludes that cities with higher municipal bond ratings have superior budgetary management and planning: a high degree of control does not appear to be associated with better ratings."

Gordon, Mitchell. Urban renewal: financially, the trend is up for the nation's cities. *Barron's*, July 29, 1974, p. 3, 14-15.

"Despite all the gloom and doom about municipal finances, many cities appear better able to weather the impact of double-digit inflation and steep interest rates than is often believed."

Greene, Kenneth V. Neenan, William B. Scott, Claudia D. *Unscrambling metropolitan fiscal flows*. Search, v. 4, Jan.-Apr. 1974: 3-8.

Based on a forthcoming book, *Fiscal Interactions in a Metropolitan Area*, this study identifies tax and benefit flows between Washington, D.C. and its suburbs.

Izzo, Lucio. Spaventa, Luigi. Some internal and external effects of the rise in the price of oil. *Banca Nazionale del Lavoro quarterly review*, no. 108, Mar. 1974: 12-27.

Discusses the impact of the rise in petroleum prices on the economy of an importing country and on international payments system.

Kenkel, John B. Legal aspects of financing certain public improvements. *Urban lawyer*, v. 6, spring 1974: 381-392.

This article reviews the legal complexities of "financing public improvements of water, sewerage, drainage, streets and recreational facilities."

Liner, C. Donald. Gill, Edwin. The recurring state surplus. *Popular government*, v. 39, Feb. 1974, suppl.: 22-32.

A pro and con discussion on the recurring surplus in North Carolina's state budget. Mr. Liner argues that large perennial surpluses are not required for sound fiscal management and that budget policies should be made more flexible in order to permit full use of the state's resources. Mr. Gill points out that North Carolina's fiscal policies arose as a means of reestablishing a sound financial position during the Depression. He explains that the surpluses have resulted from an expanded economy and cannot necessarily be counted on, maintaining that in view of today's economic uncertainties, to change the state's budgeting practices would jeopardize its fiscal integrity.

Liner, Charles D. Economic problems and opportunities facing North Carolina governments in the future. *Popular government*, v. 40, summer 1974: 4-8. Ogan, Andy. Around city hall; numbers game. *New Yorker*, v. 50, July 8, 1974 52-59.

"With his long-standing reputation as the shrewdest money man in town ('Abe Beame knows where the money's buried, and he won't tell us' was a cry that was often heard at City Hall during past budget crises), Beame probably never guessed that the mayoral project on which he would get his first real back talk would be the 1974-75 expense budget."

Marlin, John Tepper. The wealth of cities. *Municipal performance report*, v. 1, Apr. 1974: whole issue.

"This report attempts to answer these questions: how do income and poverty vary among cities? What resources are available in each city to ameliorate poverty? What good did the War on Poverty do? Where do city jobs come from? What are cities doing to attract and retain jobs? How effective are cities' efforts to rejuvenate their economies?"

Maxwell, James A. Carter, George E. Equalizing local government revenues. *Canadian tax journal*, v. 22, July-Aug. 1974: 397-405.

"The federal-provincial equalization formula was broadened in 1973 to include, for the first time, a municipal tax—that imposed 'for school purposes'. This article discusses the federal formula, questions the 'total income concept' used as a base in determining equalization grants and asks why the municipal inclusion was limited to school taxes and not extended to all local taxes."

Maxwell, James A. The state and local tax structure. In *Essays on taxation; contributed in memory of Colin F. Stam*. New York, Tax Foundation [1974] p. 56-73.

Urges tax reform on the state and local tax structure. "Federal participation in finance of state-local functions, coupled at times with modest coordination of state-local performance, is compatible with cooperative federalism."

Michael, James Robert. Wilcox, Don C. Financing local government in Louisiana and neighboring states. Ruston, Research Division, College of Administration and Business, Louisiana Tech University, 1974. 39 p.

"The purpose of this study has been to analyze the revenue and expenditure patterns of local government in Louisiana and its three contiguous states—Arkansas, Mississippi, and Texas. These patterns have been examined for each of two fiscal years, 1964-65 and 1970-71. Also, the six-year change in each component of the revenues and expenditures has been examined."

Minnesota. Department of Revenue. The Minnesota state and local tax system St. Paul [1974] 62 p. (Minnesota. Department of Revenue. State and local tax bulletin no. 1)

"This bulletin is a summary of the State and local taxes in Minnesota at the end of the 1973 legislative session and includes a report of the State and local tax receipts for fiscal years 1972 and 1973. The first and second sections, respectively, contain summaries of the State and local tax systems. The third section summarizes the State aids distributed to local governments, and the final section contains the report of tax receipts."

Morgan, Daniel C., Jr. Fiscal neglect of urban areas by a state government. *Land economics*, v. 50, May 1974: 136-144.

Study of the allocation of state expenditures by geographic area in Texas in 1970 concludes that "in virtually any theory of state government, urban neglect or exploitation is found; it is only its degree that differs."

Netzer, Dick. The cloudy prospects for the City's economy. New York affairs, v. 1, spring 1974: 22-25.

"There is more reason for concern about New York City's economic future now than at any time since the opening of the Erie Canal. Whistling in the dark may make for courage, but it will not exorcise the economic spectres." New Jersey. Legislature. General Assembly. Committee on Taxation. Public hearing on Governor's tax package. [Trenton] 1974. 117 p.

New York (State). Governor. Budget summary, 1974-1975. [Albany, 1974] 48 p.

"New York State's budget, as approved by the Legislature, is expected to amount this year to \$9,593 million, an increase of \$210 million over the total amount initially recommended in the Governor's 1974-75 Budget Message." Peters, James H. Roundup of recent important developments in the area of state and local taxation. *Journal of taxation*, v. 41, July 1974: 60-62.

"New developments in state and local taxation include the adoption by two states of the Multistate Tax Compact, a decision by the Supreme Court on the property tax exemption as it applies to widowers and state court decisions on the apportionment provisions of income and franchise tax statutes."

Rothenberg, Leon. A new look in state finances: tax reduction and restructured tax systems. *National tax journal*, v. 27, June 1974: 175-181.

Considers state tax reduction in 1973-74, shifts in state-local financing and the expanded use of broad-based taxes, reducing state tax regressivity, and future prospects.

——— Trends in state tax legislation 1972-1973. Chicago, Federation of Tax Administrators, 1974. 54 p. (Federation of Tax Administrators. Research report no. 66)

Discusses "tax developments in 1972 and 1973 and describes the principal tax legislation enacted in those years."

Sacks, Seymour. Financing the state. In *Governing New York State: the Rockefeller years*. New York, Academy of Political Science, 1974. (Proceedings, v. 31, May 1974) p. 119-130.

Shalala, Donna E. State aid to local government. In *Governing New York State; the Rockefeller years*. New York, Academy of Political Science, 1974. (Proceedings, v. 31, May 1974) p. 96-103.

Stanley, M. Burns. Tunstall, Edward W. Opper, Loren M. State and local taxation. *Wayne law review*, v. 20, Jan. 1974: 611-645.

Article surveys legislation, rulings and important decisions by the courts and administrative tribunals in Michigan.

State and Local Governments Conference on Inflation, Washington, D.C. 1974. Report. [Washington, 1974] 2 v.

Contains the proceedings and statements presented to the conference by governors, state legislators, mayors, county officials, and other groups.

Tax Foundation, New York. State tax prospects, 1974. *Tax review*, v. 35, Apr. 1974: 15-18.

"Legislatures in 29 states will consider tax changes this year and the result could be a net reduction in state taxes of \$425 million as decreases outnumber increases. Based on a nationwide survey, sales taxes will probably receive the most attention. . . . Seventeen states will consider changes in personal income taxes, with a dozen rate reductions possible."

Tennessee. State Planning Office. Study Group on Financing Education. Sharing of state tax revenues: education, highways, and general government: a staff report. Nashville, 1974. 71 p.

"TN-STAE-74-1017"

Contains an explanation of the 30 major recommendations in educational finance and intergovernmental transfers by the Tennessee Tax Modernization and Reform Commission.

——— Tax Modernization and Reform Commission. Final report. Nashville, 1974. 118 p.

"In this report the Commission's final recommendations for modernizing (a) the state-local tax structure, (b) the financing of education grades K-12, and (c) state general government financial assistance to local jurisdictions are listed and discussed briefly."

United Nations. Secretary-General, 1972- (Waldheim). Human rights and scientific and technological developments: uses of electronics which may affect the rights of the person and the limits which should be placed on such uses in a democratic society. [New York, 1974] 112 p. (United Nations. [Document] E/CN.4/1142)

U.S. Advisory Commission on Intergovernmental Relations. Federal-state-local finances: significant features of fiscal federalism. Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 326 p. (U.S. Advisory Commission on Intergovernmental Relations. M-79)

——— Local revenue diversification: income, sales taxes & user charges. Washington, 1974. 85 p. (U.S. Advisory Commission on Intergovernmental Relations. A-47) At head of title: A commission report.

Contents.—Conclusions and recommendations.—State-local fiscal systems.—Local sales taxes: intergovernmental issues.—Local income taxes: intergovernmental issues.—User charge financing.

U.S. Bureau of the Census. State government finances in 1973. [Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 59 p. (U.S. Bureau of the Census. Government finances/GF73 no. 3)

——— Governments Division. Composite finances in selected city areas. [Washington] 1974. 189 p.

"A special survey sponsored by U.S. Department of Housing and Urban Development."

Walrath, Arthur J. Alternative sources of local tax revenue in Appalachia. [Washington] Economic Research Service, U.S. Dept. of Agriculture [1974] 31 p. (U.S. Dept. of Agriculture. Economic Research Service. ERS-547)

"An additional local sales tax or a surtax on State income taxes as an alternative source of revenue for counties would, to a large extent, continue the situation that exists in Appalachia. Although a tax using a combination of the above alternatives would be somewhat more successful, it would still not be satisfactory in reducing the tax burden on real property. Variations in the sales tax base and the income tax base would also result in wide variations in any alternative tax."

White, Anthony G. A selected bibliography on local sales taxes. Monticello, Ill., 1974. 7 p. (Council of Planning Librarians. Exchange bibliography 521)

——— A selected bibliography on municipal debt: general obligation bonds. Monticello, Ill., 1974. 6 p. (Council of Planning Librarians. Exchange bibliography 523)

——— A selected bibliography on municipal debt: revenue bonds. Monticello, Ill., 1974. 7 p. (Council of Planning Librarians. Exchange bibliography 522)

Woodridge, Blue. Murphy, Robert. Wilson, Maureen. A bibliography on public budgeting for state and local administrators. Monticello, Ill., 1974. 26 p. (Council of Planning Librarians. Exchange bibliography 645)

Wright, Deil S. Stephenson, David E. The states as middlemen: five fiscal dilemmas. State government, v. 47. spring 1974: 101-107.

"A combination of five pincer-type forces have put the States into a vise-like fiscal squeeze. An examination of these five forces—tax sources, revenue responsiveness, tax resourcefulness, tax productivity, and the intergovernmental financial outlays of the States—document the dilemma of state governments as middlemen."

State and Local Government Management Capability

Aron, Joan. New York public authorities: changing form and function. National civic review, v. 63, June 1974: 295-300.

"While use of authorities has long been a prominent feature of the New York State governmental scene . . . , the current generation of those bodies differs markedly in form, style and substance from the prototype against which they were fashioned."

Bingham, Richard D. On measuring local political stability. Urban affairs quarterly, v. 9, June 1974: 514-519.

Points out that data from the Municipal Year Book indicate a relationship between both urban renewal and public housing successes and a low turnover in mayors, suggesting that renewal and housing contribute to political stability in a municipality.

Bowhay, James H. Thrall, Virginia. The appropriations process. State government, v. 47, summer 1974: 156-161.

Some results of a study of the appropriations process of the various states.

Burg, Nan C. Local government—form and reform: a selected bibliography. Monticello, Ill., 1974. 71 p. (Council of Planning Librarians. Exchange bibliography 640)

Burkhead, Jesse. Bringewatt, Paul. *Municipal budgeting: a primer for elected officials*. Washington, Joint Center for Political Studies, 1974. 90 p.

Contents.—The significance of a municipal budget.—The budgetary process.—Municipal revenue.—Municipal expenditure.—Grants-in-aid.—Debt financing.—Resource allocation.—Warnings to budget makers.

Connecticut. Governor. *The Governor's progress report: status of implementation of the recommendations by the Governor's Commission on Services and Expenditures*. [Hartford, 1973] 80 p.

Digests, on a department by department basis recommendations and status of implementation.

Constitution '74; PAR's voter's guide to the 1974 proposed constitution. [Baton Rouge, La., Public Affairs Research Council, 1974] 44 p.

Provides highlights of the proposals for each article in the proposed Constitution and then comments on it.

Council of State Governments. *Legislative Improvement and Modernization Committee. Ways and means: recommendations for the legislative appropriations process*. [Lexington, Ky., 1974] 22 p.

"Legislative procedure and organization play a major role in the formulation of legislative policy. A central part of the legislative process is the fiscal role which includes appropriating funds, raising revenue and reviewing executive performance. The legislative oversight function, termed overview in this report, should apply as well to the legislature itself. These recommendations are intended to encourage and assist each legislature to review its own ways of fulfilling the fiscal duties."

Dodge, William R., Jr. *Public involvement in local government in the 1970s*. Urban data service, v. 6, Jan. 1974: whole issue.

"Public involvement of citizens in local government is changing dramatically in the 1970s as federal government mandates for citizen participation are ending. As a result, citizen groups are becoming increasingly concerned about how to get involved in basic local government decision-making."

Elazar, Daniel J. *The new federalism: can the states be trusted? Public interest*, no. 35, spring 1974: 89-102.

Refutes five "myths" used to oppose according state and local governments wider responsibilities: state-local hostility toward one another; administrative incompetence; widespread local corruption; avoidance of proper fiscal role; dissipation of undesignated funds.

Florida. Council on State Housing Goals. *Recommendations submitted to Governor Reubin O'D. Askew*. [Tallahassee] 1974. 37 l.

Presents 13 recommendations under four headings: 1. Increasing the capabilities of local governments to meet local housing and community development needs; 2. mobilizing and strengthening the private sector to meet these needs; 3. providing supportive and technical services, and 4. creating within state government a stronger recognition of and capability for handling housing and community development issues.

Harlow, LeRoy F. *Effective state-local partnerships: the steps we need to take*. State government, v. 47, spring 1974: 96-100.

Draws on a survey of the opinions of local officials in Utah to propose a partnership of the state as "senior partner" and the localities as "junior partners."

Illinois. *Cities and Villages Municipal Problems Commission. Annual report to the 1974 session of the seventy-eighth General Assembly*. [Springfield, 1974] 16 l.

Summarizes the public hearings of the Commission in 1973 and discusses its participation in the 1973 National League of Cities Congress.

LaFaver, John D. *Zero-base budgeting in New Mexico*. State government, v. 47, spring 1974: 108-112.

Says the improvements to New Mexico state government occasioned by zero-base budgeting are neither as great as originally anticipated nor as minimal as detractors would claim.

Lawrence, David M. *Aspects of regionalism in North Carolina. Popular government*, v. 40, summer 1974: 20-24.

"As North Carolina has become urbanized and its citizens have come to expect a more active government, the notion that each local government wants and can respond individually and adequately to the needs of its citizens has been passed by. In its place have evolved new relationships between local governments . . . that are still emerging and changing."

Levitan, Don. Informational sources for local governmental officials and administrators: selected periodicals and reference material. Monticello, Ill., 1974. 20 p. (Council of Planning Librarians. Exchange bibliography 642).

Local/state legislative relations. *Public management*, v. 56, Nov. 1974: whole issue.

Contents.—Federal/state/local relationships: the dynamics of federalism. by A. Fritschler and C. Bryant.—The state legislature in the 1970's—how to help your state legislature help you, by E. Mackey.—The role of state municipal leagues in local/state legislative relations, by S. Wilson.—Strategies for city lobbying in state legislatures, by C. Henry.—COGs/strategies for legislative lobbying, by W. Pitstick.—Potpourri/legislative lobbying programs.

Macchiarola, Frank J. The state and the city. In *Governing New York State: the Rockefeller years*. New York, Academy of Political Science, 1974. (Proceedings, v. 31, May 1974) p. 104–118.

During the Rockefeller administration, “the state moved rapidly and extensively into housing, health, mass transit, education, welfare, and planning. Nowhere is this more evident than in the relations between New York City and the state. The interaction of these two governments can be seen first in a traditional legal context and then in their political and economic aspects.”

McIntire, Michael V. Urban reconstruction could be as close as the statehouse. *American Bar Association journal*, v. 60, May 1974: 578–582.

“For decades Americans have relied on federal aid and urban planners to halt the precipitous decline of large cities. Judging by continued municipal crises, perhaps our confidence has been misplaced. It is time to look to state governments, for they are in a unique position to renew our urban centers.”

Merriam, Robert E. State-designated districts and local modernization. *National civic review*, v. 63, Feb. 1974: 67–71.

“Today, the vitality of our local institutions is at stake. The manner in which we solve the substate regional dilemma will determine in no small measure whether or not they will continue to be strong, resourceful and responsive.”

Mock, John E. Technology assessment and state government. *Technology assessment*, v. 2, no. 2, 1974: 117–126.

Includes a survey of technologies and problems thought most important on the state level.

Monti, Lorna A. Social indicators, prices, and politics: uses of planning and evaluation data in Texas state government. *Texas business review*, v. 48, June 1974: 132–136.

Morgan, Cecil. A new constitution for Louisiana. *National civic review*, v. 47, July 1974: 343–356.

Presents an article-by-article summary of the newly approved Louisiana constitution. The author believes that although “it still has too much legislation in it, structurally the new document represents definitely advanced thinking and opens the door to further improvement.”

National Governors' Conference. Innovations in state government; messages from the governors. [Washington, c1974] 374 p.

Contents.—New departures in administration.—Initiatives in state planning.—New approaches to land use and environment.—New responses to issues of the energy crisis.—New initiatives in economic and rural development.—New directions in human services and welfare.—Humanizing child care services.—Innovative pioneering in educational services.—New themes for transportation systems.—The state and the individual.

—The state of the states, 1974; responsive government for the seventies. [Washington, c1974] 42 p.

Partial contents.—The evolving role of state government: major trends in recent decades.—Strengthening state fiscal foundations.—Streamlining the structure of state government.—Reinforcing traditional state services.—Responding to current issues.

Pack, Janet Rothenberg. The use of urban models in public planning agencies. *Urban data service report*, v. 6, Apr. 1974: 1–19.

“This report is based on a questionnaire sent in June 1973 to 1,477 planning agencies in order to determine: (1) the extent to which urban models are being used; (2) the types of agencies using models; (3) the types of models in use; (4) the uses of the models; (5) the usefulness of the models; and (6) model sources.”

Performance auditing and local government. *Public management*, v. 56, Feb. 1974: 2–23.

Contents.—Performance auditing in the city, by J. Dever.—GAO audit standards; development and implementation, by E. Staats.—Excerpts from the “standards for audit of governmental organizations, programs, activities & functions”, by the Comptroller General of the United States.—ICMA and performance auditing, by D. Borut.—Performance auditing at work.—Problems in performance auditing of local services, by H. Hatry.

Public Affairs Research Council of Louisiana, inc. Philosophies in the proposed constitution. Baton Rouge, 1974. 14 p. (Public Affairs Research Council of Louisiana. PAR analysis, no. 196.)

Examines the way in which the proposed Louisiana constitution would “affect the poor, the well-to-do, local government, public schools, higher education, the governmental machinery, special interests and the individual.”

Pyle, L. Arnold. Mockbee, David W. Municipal annexation in Mississippi. Mississippi law journal, v. 45, Apr. 1974: 393-432.

Article reviews Mississippi annexation law and procedure.

Seyler, William C. Interlocal relations: cooperation. In Intergovernmental relations in America today. Philadelphia, American Academy of Political and Social Science, 1974. (Annals, v. 416, Nov. 1974) p. 158-169.

“The persistence of large numbers of local governments in the United States emphasizes the continuing need for interlocal cooperation. In the American federal system, where local units are the creatures of the states, it is the states which must play a key role if the service needs of the 1970s are to be met by local governments.”

Small cities: the challenge. Public management, v. 56, Dec. 1974: whole issue.

Partial contents.—The “compleat” manager, by R. Wagner.—Minnesota/management in the suburbs, by C. Lewis.—Dealing with real estate developers, by A. Ilg.—Training department heads, by E. Delashmutt.—Gearing up for community development, by C. Fry and R. Stalls.

Smith, Chesterfield. Federalism and constitutions: awakening the states. National civic review, v. 63, Jan. 1974: 10-15.

American Bar Association president sees “an urgent necessity that state governments remodel and revitalize themselves. All those who really believe in self-government must start improving it by improving the states. Weak states will contribute to a breakdown in our democracy no matter how strong the federal government.”

Sturm, Albert L. 1973 developments on constitutions; official action taken in twenty-two states. National civic review, v. 63, Feb. 1974: 83-87.

Tabulates information on new and amended state constitutions.

Towler, Marc. The Illinois Intergovernmental Cooperation Act. University of Illinois law forum, v. 1974, no. 3, 1974: 498-513.

Comment concludes that “the Illinois Intergovernmental Cooperation Act is a significant experimental step in the direction of broader, more general authorization for intergovernmental cooperation. The act has all the enabling provisions of the Model Act but very few of its procedural guidelines, thus affording an opportunity to test the need for procedural requirements. Deleting the procedural requirements will remove an inhibition to the use of interlocal cooperation devices, at the price of a loss of state control and guidance.”

Training for municipal administrators. Public management, v. 56, Apr. 1974: whole issue.

Partial contents.—Organizational development in Dallas, by J. Cutsinger.—Public service training in Maine, by B. Bradley.—Action plan for the future of California cities, by C. Goecker.—Suburban intergovernmental network for management development, by F. Brown and R. Saunders.—IMCA training programs, by D. Borut.

Tropp, Peter. Governors' and mayors' offices; the role of the staff. National civic review, v. 63, May 1974: 242-249.

“The inadequacies and failure of state and local governments are usually attributed to many forces within and some outside the control of the individual unit. These are important, but the working structure and personality of the staff in the chief executive's office also are major factors affecting the performance of the government.”

U.S. Advisory Commission on Intergovernmental Relations. The challenge of local governmental reorganization; substate regionalism and the Federal system, volume III. Washington [For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 189 p.

“A-44”

At head of title: A commission report.

- Partial contents.—Assignment of substate functions: local and areawide.—Intergovernmental service agreements and transfer of functions.—The metropolitan county.—Annexation, consolidation, and federation.—The non-metropolitan governmental pattern.—Local government reorganizational issues.
- U.S. Bureau of the Census. Governing boards of county governments: 1973. [Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 46 p. (U.S. Bureau of the Census. State and local government special studies no. 68)
- State-by-state tabulation includes data on number of county governments and board members, methods of selection, length of terms, and names of governing boards and titles of presiding officers.
- U.S. Civil Service Commission. Library. Personnel management in state and local governments. Washington [For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 75 p. (U.S. Civil Service Commission. Library. Personnel bibliography series, no. 55)
- "This bibliography updates Personnel Bibliography no. 48, State, County and Municipal Personnel Publications (1972), and contains publications received in the Library from December 1972 through December 1973. The emphasis is on materials related to personnel policies and practices in state and local governments; however, selected items on general management at the state and local level are also included."
- U.S. Congress. House. Committee on the District of Columbia. Home rule—the District of Columbia Self-Government and Governmental Reorganization Act; summary of major provisions of the 1973 Home Rule Act, as amended (Public Law 93-198) together with questions and answers respecting its principal sections. Washington, U.S. Govt. Print. Off., 1974. 16 p. At head of title: Committee print.
- Senate. Committee on the District of Columbia. Legislating for the Nation's Capital; report . . . in the 1st sess. of the 93d Cong. 1973, pursuant to Senate Resolution 37. Washington, U.S. Govt. Print. Off., 1974. 13 p. At head of title: 93d Cong., 1st sess. Committee print.
- Partial contents.—Statistical summary.—Public laws.—Bill passed by the House and Senate and awaiting further action by the House.—Presidential nominations referred.
- Senate. Committee on the District of Columbia. Legislative history of District of Columbia Self-Government and Governmental Reorganization Act, S. 1435 (Public Law 93-198). Parts 1 and 2. Washington, U.S. Govt. Print. Off., 1974. 2 v. At head of title: 93d Cong., 1st sess. Committee print.
- U.S. National Science Foundation. Division of Science Resources Studies. Government Studies Group. State agency R&D activities almost quadrupled from FY 1964 to FY 1973. Washington, 1974. 4 p. (U.S. National Science Foundation. Science resources studies highlights, NSF 74-311)
- Urban Institute. Measuring the effectiveness of basic municipal services; initial report. [Washington?] 1974. 118 p.
- Project was prepared jointly by the Urban Institute and the International City Management Association.
- Partial contents.—Background, scope and approach.—Uses for and interpretation of effectiveness data.—Initial suggestions on service effectiveness measurements.—Use of the citizen survey for measuring service effectiveness.—Initial findings on implementation issues.
- Weise, R. Eric. Municipal government and public service. National civic review, v. 63, Sept. 1974: 416-420.
- "Municipal voters need to be resold on the merits, accomplishments and processes of local government as an effective servant of the community. In this period of great doubt about officials the public is more than likely anxious to know more about honest, hard-working leaders. It can be accomplished through use of new technology [particularly cable television] combined with candor about programs and needs and the price tags attached to them."
- Whatever happened to Birmingham? South magazine, v. 1, winter 1974: 18-19, 21-22, 24.
- "Leadership may finally be emerging to launch a new destiny for a city beset with troubles for two decades."
- White, Anthony G. Big-city mayors speak out: a selected bibliography. Monticello, Ill., 1974. 7 p. (Council of Planning Librarians. Exchange bibliography 635)
- Lists selected books and articles authored by mayors of larger cities.

——— City types: a selected bibliography. Monticello, Ill., 1974. 5 p. (Council of Planning Librarians. Exchange bibliography 687)

Brief bibliography is not annotated.

——— Non-PPBS municipal accounting systems: a brief source list. Monticello, Ill., 1974. 5 p. (Council of Planning Librarians. Exchange bibliography 688)

"While most larger cities in the United States have changed their municipal accounting systems to that of PPBS—Planning, Programming and Budgeting System—many of the smaller U.S. cities continue to use more traditional forms of accounting to keep track of public funds."

——— Police and fire: a supplement to Exchange Bibliographies 499 and 520. Monticello, Ill., 1974. 6 p. (Council of Planning Librarians. Exchange bibliography 690)

"This bibliography is a supplement to two previous bibliographies on urban services—Policing the Urban Area (December 1973. Exchange Bibliography 499), and Fire-Fighting in Urban Areas, (January 1974, Exchange Bibliography 520)."

Wicker, Warren J. North Carolina's local government of the future? Popular government, v. 40, summer 1974: 25-27.

Discusses several proposals for reorganizing local government in North Carolina.

Winsten, Richard. Reorganization of the executive branch of state government; a selected annotated bibliography. Albany, New York State Library, Legislative Research Service, 1974. 31 p.

Annotated bibliography arranged in general and state-by-state categories.

Witt, Stuart K. Modernization of the legislature. In *Governing New York State: the Rockefeller years*. New York, Academy of Political Science, 1974. (Proceedings, v. 31, May 1974) p. 45-57.

"In the last decade the legislature, like the rest of the world, has gone through some significant changes. The revolutionary 1960s ushered in a period of middle-class reform comparable to that of the early part of the twentieth century."

Witwer, Samuel W. Federalism and constitutions: the Illinois experience. National civic review, v. 63, Jan. 1974: 16-20.

President of the 1969-1970 Illinois Constitutional Convention believes that "constitutional institutions of our national government are under severe strain, and states face stiff competition for citizen attention as they focus on the more prosaic but no less important challenges implicit in the 'New Federalism.' In the unfolding national crises we may hear talk of a federal constitutional convention. Until then the road must be through state constitutional and legislative reform."

Revenue Sharing

A 30-billion [dollar] "handout" program catching on in a big way. U.S. news & world report, v. 77, July 29, 1974: 50-53.

"More money for schools, police, firemen, health, public services of all kinds—and tax breaks for millions. A nationwide survey shows why the idea of federal revenue sharing is so popular at the grass roots."

Auten, Gerald E. The distribution of revenue-sharing funds and local public expenditure needs. Public finance quarterly, v. 2, July 1974: 352-375.

"This paper examines the intrastate distribution of revenue-sharing funds using a cross-section sample of New York communities . . . Revenue-sharing funds are found to be positively correlated with estimated expenditure needs but negatively correlated with the 'gaps' between expenditure needs and local fiscal resources."

Barkley, Robert. The Greensboro experience: North Carolina's first in community redevelopment. HUD challenge, v. 5, Dec. 1974: 3-7.

Beyer, Gregg. Revenue sharing and the new federalism. Society, v. 11, Jan.-Feb. 1974: 58-61. Part of series "Anxiety and discontent in the American economy."

Considers the problems of the "old federalism" and the new federalism.

Blair, Patricia W. General revenue sharing in American cities: first impressions. Washington, National Clearinghouse on Revenue Sharing, 1974. 35 p.

"The present report covers the results of the Project survey of 26 medium and large cities (6.3% of all U.S. cities with populations of over 50,000) and 7 urban/suburban counties."

Brannon, Gerard M. Federal money and local choice. Tax notes, v. 2, July 29, 1974: 19-23.

- Proposes a different approach to federalism by offering the public a choice for renewing revenue sharing—permitting voters to decide if more money going into state and local treasuries was worth the revenue cost.
- Brown, Charles. Medoff, James. Revenue sharing: the share of the poor. Public policy, v. 22, spring 1974: 169-188.
- Caputo, David A. Cole, Richard L. Revenue sharing: the first actual use reports. [Washington, Office of Revenue Sharing, for sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 46 p.
- "As the final section indicates, the difference between the planned and actual use of revenue sharing funds varies considerably from geographical region and among the various units of government. The implication appears to be that many units of government planned to expend a higher proportion of their funds for capital expenditures but had not been able to do so because of the pressing demand of daily operating and maintenance needs."
- Cox, Robert A., Jr. New federalism, new localism, or what? Popular government, v. 40, summer 1974: 28-32.
- "The results of eighteen months of assessing the planning and managing capabilities of a representative sample of North Carolina's nonmetropolitan cities" under a HUD grant in connection with community development special revenue-sharing.
- _____. New federalism, new localism, or what? Popular government, v. 40, summer 1974: 28-32.
- Discusses public policy and the new federalism concept of community development revenue-sharing in North Carolina.
- Flajser, Steven H. Revenue-sharing voucher program (RSVP). Policy sciences, v. 5, 1974: 309-315.
- Discusses the implications of the revenue-sharing voucher program (RSVP) by which incoming general revenue sharing moneys would be turned back to the citizens through a system of vouchers for the City of Seattle as an example of the operation and the tradeoffs involved.
- Frohreich, Lloyd E. Categorizing school districts for revenue sharing purposes. Planning and changing, v. 5, summer 1974: 80-87.
- "The analysis conducted in the research reported herein considered the fiscal capacity, revenue and expenditure patterns of local units of government categorized by size and by function."
- Goldberg, Delphis C. Intergovernmental relations: from the legislative perspective. In Intergovernmental relations in America today. Philadelphia, American Academy of Political and Social Science, 1974. (Annals, v. 416, Nov. 1974) p. 52-66.
- "General and special revenue sharing were the principal instruments of former President Nixon's New Federalism for promoting more orderly and simplified relations and for decentralizing decision making in fields of intergovernmental interest. These forms of assistance, however, conflict with a traditional congressional concern for targeting grants to more specific social objectives and maximizing accountability."
- Gribbs, Roman S. Symposium: the new federalism and the cities. Journal of urban law, v. 52, Aug. 1974: 55-113.
- Contents.—The new federalism is here to stay, by R. Gribbs.—The politics of revenue sharing, by J. Conyers, Jr.—Epitaph for an experiment: model cities and the new federalism, by J. James.—Federal revenue sharing and the state's housing role, by J. Weinstein.
- Haider, Donald H. The state and the Federal Government. In Governing New York State: the Rockefeller years. New York, Academy of Political Science, 1974. (Proceedings, v. 31, May 1974) p. 85-95.
- Examines Governor Rockefeller's efforts to bring about improved Federal-state relations, particularly passage of the 1972 revenue sharing act.
- Hair, Albert M., Jr. Revenue sharing and the General Accounting Office. GAO review, spring 1974: 30-34.
- "The background of GAO's role in general revenue sharing and some of the auditing problems associated with this program are discussed in this article."
- Havemann, Joel. Revenue sharing plan likely to be extended, changed. National journal reports, v. 6, July 20, 1974: 1074-1082.
- "As the five year experiment with general revenue sharing reaches its mid-point, Congress is beginning to think about how—and whether—it should be extended. . . . Even its sharpest critics believe the program is likely to be extended, although greater restrictions probably will be placed on the way in which money can be spent."

Illinois. Commission on Inter-governmental Cooperation. Federal revenue sharing for Illinois local governments: the State and Local Fiscal Act of 1972, fiscal year 1974. [Springfield] 1974. 73 1. (Illinois. Commission on Intergovernmental Cooperation. Federal aid study series, report no. 5)

Contains "a summary of the major provisions of the act, an analysis of the distribution formula, a summary of the act's rules and regulations, and a statistical presentation of Revenue Sharing Disbursements within Illinois through fiscal year 1974."

McCracken, Steven C. The application of Federal environmental standards to the general revenue sharing program: NEPA and unrestricted Federal grants. *Virginia law review*, v. 60, Jan. 1974: 114-136.

Comment considers whether the no-strings philosophy underlying revenue sharing precludes application of the Federal standards articulated in the National Environmental Policy Act of 1969 to the expenditure of revenue sharing funds.

Staats, Elmer B. GAO studies revenue sharing. *Tax review*, v. 35, Nov. 1974: 43-46.

"Before the five-year, \$30 billion Federal general revenue sharing program ends Dec. 31, 1976, Congress will be faced with conflicting pressures to extend, make changes in the allocation formula or terminate the program completely. Mr. Staats discusses here some of the difficulties in determining the results of the program and what the General Accounting Office is doing to identify major problems and provide Congress with objective, evaluative data for determining the effectiveness of the program."

Intergovernmental relations: a fiscal perspective. In *Intergovernmental Relations in America today*. Philadelphia, American Academy of Political and Social Science, 1974. (Annals, v. 416, Nov. 1974) p. 32-39.

"Revenue sharing, perhaps more than any other program, makes clear the need an intergovernmental effort to achieve adequate accountability and audit coverage."

Strauss, Robert P. Harkins, Peter B. The 1970 census undercount and revenue sharing: effect on allocations in New Jersey and Virginia. Washington, Joint Center for Political Studies, 1974. 80 p.

Contents.—The undercount and revenue sharing: the problem.—Data correction methodology.—Impact of population and income corrections on localities in New Jersey.—Impact of population and income corrections on localities in Virginia.—Conclusions and policy perspectives.

The impact of block grants on local expenditures and property tax rates. *Journal of public economics*, v. 3, 1974: 269-284.

Examines several intra-state revenue sharing formulas in the context of a behavioral model of the expenditure-tax rate decision process in Wisconsin.

U.S. Advisory Commission on Intergovernmental Relations. Federal-state-local finances: significant features of fiscal federalism. Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 326 p. (U.S. Advisory Commission on Intergovernmental Relations. M-79)

U.S. Bureau of the Census. Geography Division. Statistical methodology of revenue sharing and related estimate studies. [Washington] 1974. 60 p. (U.S. Bureau of the Census. Census tract papers. Series GE-40, no. 10)

Partial contents.—Development of population estimates for revenue sharing areas, by D. Starsinic.—Preparation of final revenue sharing estimates of money income for political jurisdictions, by R. Herriot.—Statistics of revenue sharing after 1 year, by A. Hauser. Making the new federalism work: goals for general revenue sharing's data needs, by R. Strauss.—Developments in statistical estimation for local areas.

U.S. Congress. House. Committee on Government Operations. Intergovernmental Relations Subcommittee. Replies by Members of Congress to a questionnaire on general revenue sharing. Washington, U.S. Govt. Print. Off., 1974. 22 p. At head of title: 93d Cong., 2d sess. House. Committee print.

Summary of responses by 208 Members of Congress.

Senate. Committee on Government Operations. Subcommittee on Intergovernmental Relations. How 45 selected jurisdictions view revenue sharing. Washington, U.S. Govt. Print. Off., 1974. 29 p. At head of title: 93d Cong., 2d sess. Committee print.

Senate. Committee on Government Operations. Subcommittee on Intergovernmental Relations. Revenue sharing. Hearings, 93d Cong., 2d sess. Part 1. June 4, 5, 11 and 12, 1974. Washington, U.S. Govt. Print. Off., 1974. 688 p.

- Senate. Committee on Government Operations. Subcommittee on Intergovernmental Relations. Revenue sharing. Hearings, 93d Cong., 2d sess. Part 2. June 4, 5, 11, and 12, 1974. Washington, U.S. Govt. Print. Off., 1974. 689-1369 p.
- U.S. General Accounting Office. Revenue sharing: its use by and impact on local governments, Department of the Treasury; report to the Congress by the Comptroller General of the United States. [Washington] 1974. 159 p.
 "B-146285, Apr. 25, 1974"
- U.S. National Science Foundation. Division of Social Systems and Human Resources. Program announcement: research on general revenue sharing. [Washington, 1974] 39 p.
 At head of title: Research applied to national needs.
 "NSF 74-26"
- U.S. Office of Revenue Sharing. General revenue sharing and civil rights. [Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974?] 21 p.
 This Civil Rights Handbook has been prepared as a guide to the administration and enforcement of the civil rights provisions of the General Revenue Sharing Act (Title 1, public Law 92-512). With it, we intend to give guidance to officials of state and local governments to help them correct any discriminatory practices that may be in existence, as well as to prevent violations for occurring in the future. We anticipate that this Handbook will enable recipient governments to identify areas in which affirmative action programs need to be established."
- [Revenue sharing]: 6th payment—2nd quarter/entitlement period 4. Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1974. 202 p.
 "The names of the government units and the amounts paid are listed alphabetically by state and within state by county and place name. The amounts represent the payments for the second quarter (October 1-December 31) of entitlement period 4 which begins July 1, 1973 and ends June 30, 1974."
- Watt, Graham. Revenue sharing's first year: a successful launch. *Nation's cities*, v. 12, Jan. 1974: 16-19.
 In an interview the director of the Office of Revenue Sharing discusses the impact of revenue sharing on the state and local governments in its first year of the operation of the program.
- Watt, Graham W. Revenue sharing and the new federalism: an overview. *Pennsylvanian*, v. 13, July 1974: 7-11.
 "The New Federalism is more than just revenue sharing and general revenue sharing is more than just a one way flow of money. These are joint efforts, strengthening the vital functions performed by each essential government—local, state and Federal."
- Webb, Bruce J. Impact of revenue sharing on local health centers. *Black scholar*, v. 5, May 1970: 10-15.
 "The revenue sharing act as it is now presently constituted, along with other forces that make up the thought/action of 'New Federalism,' is having an adverse effect on NHC's and poor people generally. There is no historical evidence that states and localities will be efficient and responsive to their citizenry in regard to the use of the funds."
- Weidenbaum, Murray L. Potential impacts of revenue sharing. [Washington, American Enterprise Institute for Public Policy Research, 1974] 18 p. (American Enterprise Institute for Public Policy Research. Reprint no. 26)
 "Revenue sharing may well turn out to be a vital contributor to the development of that more decentralized structure of the public sector which will enable American society to continue to cope with a great variety of external pressures and domestic stresses. Revenue sharing is, after all, one of the few programs in American history which is overtly designed to help achieve the often neglected portion of the preamble to the Constitution—the part referring to 'forming a more perfect Union.'"
- Wheeler, Gerald R. New Federalism and the cities: a double cross. *Social work*, v. 19, Nov. 1974: 659-664.
 "The cities of the United States, and social welfare programs in particular, have been shortchanged by general revenue sharing, which, the author claims, has been used as a substitute for categorical aid. In the fiscal 1974 budget the Nixon Administration appropriated almost \$2.5 billion less for such programs as urban development, education, manpower training, and law enforcement than it had appropriated one year before."

Wilson, Reese C. Bowditch, E. Francis, Jr. General revenue sharing data study: volume 1, executive summary. Cambridge, Mass., Technology Management Inc., 1974. 50 p.

"SRI project URU 3352"

Wright, Clarence E. Revenue sharing and substate regionalism in Georgia. Review of Black political economy, v. 5, 1974: 57-67.

Year one of revenue sharing: a special report. Race relations reporter, v. 5, Jan. 1974: 19-36.

Cynthia Jo Rich reports on the cost common criticisms and defenses of revenue sharing, the prospects for minority in-put, and the Administration's plan to push ahead down the same road with its program of special revenue sharing. Includes five other reports on how cities spend their revenue sharing money for the poor and the minority.

Federal Assistance

Boasberg, Tersh. Hewes, Laurence I., III. The Washington beat: Federal grants and due process. Urban lawyer, v. 6, spring 1974: 399-407.

"This article [focuses] on discretionary federal grants and whether their award, termination and refunding ought to be governed, at the least, by some notion of due process."

Burkhead, Jesse. The New Federalism: revised funding mix needed to revitalize urban fiscal policy. Government executive, v. 6, Feb. 1974: 51-53.

Colman, William G. The changing role of the states in the Federal system. In Governing New York State: the Rockefeller years. New York, Academy of Political Science, 1974. (Proceedings, v. 31, May 1974) p. 73-84.

"The core of intergovernmental relations in the United States concerns federal-state interaction, and despite the repugnance with which many big city mayors view the term, the parallel sovereignty of national and state governments continues to be the hallmark of the American federal system."

— The inter governmental pendulum swings again. Minnesota municipalities, v. 59, Feb. 1974: 6-9.

Sketches briefly the background and current tendencies working toward centralization and decentralization in intergovernmental relations, with emphasis on the New Federalism.

Dales, Sophie R. Federal grants to state and local governments, fiscal year 1973. Social security bulletin, v. 37, Oct. 1974: 26-36.

Dubin, Elliott J. Federal tax burdens in states and metropolitan areas. New York, Tax Foundation [c1974] 36 p. (Tax Foundation, New York. Research aid no. 5)

Contents.—Tax Foundation's allocation formula—state basis.—Federal grants-in-aid versus tax burdens.—Tax Foundation's allocation formula—SMSA basis.

Gilbert, Neil. Specht, Harry. "Picking winners": Federal discretion and local experience as bases for planning grant allocation. Public administration review, v. 34, Nov.-Dec. 1974: 565-574.

"This article describes and evaluates the Department of Housing and Urban Development's procedures for selecting 75 cities from among the 193 applicants for first-round funding in the Model Cities Program."

Graves, Thomas J. IGR and the executive branch: the new federalism. In Intergovernmental relations in American today. Philadelphia, American Academy of Political and Social Science, 1974. (Annals, v. 416, Nov. 1974) p. 40-51.

"IGR and the New Federalism are synonymous. . . . The thread which binds government officials intergovernmentally is the financing and administration of federal grants-in-aid and other forms of federal financial assistance."

Haider, Donald H. The state and the Federal Government. In Governing New York State: the Rockefeller years. New York, Academy of Political Science, 1974. (Proceedings, v. 31, May 1974) p. 85-95.

Examines Governor Rockefeller's efforts to bring about improved Federal-state relations, particularly passage of the 1972 revenue sharing act.

Hillenbrand, Bernard F. Counties: the emerging force. In Intergovernmental relations in American today. Philadelphia, American Academy of Political and Social Science, 1974. (Annals, v. 416, Nov. 1974) p. 91-98.

"County government, the most universal form of local government, has risen to new prominence with the increasing demand for locally delivered public services. . . . The federal government has reacted to the needs of local government by enacting general revenue sharing and block grants, A-85 Review and Integrated Grant Administration."

Jenkins, Timothy L. Duncan, Margaret I. Due process and equal protection in public planning. HUD challenge, v. 5, May 1974: 25-27.

Says that "many persons involved in the administration and implementation of HUD funded comprehensive planning activities are still either unaware of the range of equal opportunity requirements to which they are subject, or are uncertain of the manner in which they must comply with those requirements. It is the purpose of this article to illuminate some of the confusion which has grown up around these legal standards."

Leviton, Don. Selected bibliography on grantsmanship. Monticello, Ill., 1974. 15 p. (Council of Planning Librarians. Exchange bibliography 641)

Miller, Edward. The economics of matching grants: the ABC highway program. National tax journal, v. 27, June 1974: 221-229.

"A comparison is made of the amounts states spend on primary and secondary highway construction with the minimum amounts they would have had to spend to fully utilize their Federal grant money. Most states spend more than the necessary minimum, suggesting that the ABC highway program had not served to increase total highway spending."

Minnesota. State Planning Agency. Federal assistance in Minnesota. St. Paul, 1974. 43 p.

"This report on federal assistance in Minnesota is designed to survey our state's usage of federal assistance monies and programs. The purpose is to summarize not only the current nature of federal financial assistance to states and localities, but also to project major changes in federal assistance programs which could alter the form or level that this assistance may take in future years."

Novak, Terry L. The new federalism: the faltering revolution. Minnesota municipalities, Feb. 1974: 4-6.

"The Nixon administration approach toward local government reform may well be 'the faltering revolution' because of legislative and political failures, the resurgence of Congress and the impact of the programs themselves."

Rutledge, Philip J. Federal-local relations and the mission of the city. In Intergovernmental relations in America today. Philadelphia, American Academy of Political and Social Science, 1974. (Annals, v. 416, Nov. 1974) p. 77-90.

Argues that in resolving the current intergovernmental imbalance, "cities must be accepted as an integral part of the federal system. Local governments should have a clear voice in decisions in such policy areas as growth management, taxation, transfer payments and quality of life enhancement."

Schultze, Charles L. The great society versus the new federalism: sorting out the social grant programs: an economist's criteria. American economic review, v. 64, May 1974: 181-189.

Paper presented to the American Economic Association's 86th annual meeting held in New York, Dec. 28-30, 1973.

Strouse, James C. Jones, Philippe. Federal aid: the forgotten variable in state policy research. Journal of politics, v. 36, Feb. 1974: 200-207.

Finds support for the hypothesis that Federal aid levels affect state expenditure policies independently of a state's political and socio-economic development. The areas, highways, education, and welfare, are discussed for the years 1940, 1950, 1960, 1968.

U.S. Advisory Commission on Intergovernmental Relations. American Federalism: into the third century; its agenda. Washington [For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1974. 39 p.

Partial contents.—Revitalizing local government.—Building stronger states.—Achieving balanced growth and housing opportunity.—Streamlining and humanizing the administration of justice.—Restoring fiscal balance in the Federal system.

—Federal-state-local finances: significant features of fiscal federalism. Washington, For sale by the Supt of Docs., U.S. Govt. Print. Off., 1974. 326 p. (U.S. Advisory Commission on Intergovernmental Relations. M-79)

U.S. Congress. House. Committee on Government Operations. Joint Funding Simplification Act of 1974; report to accompany H.R. 16225. [Washington, U.S. Govt. Print. Off.] 1974. 6 p. (93d Cong., 2d sess. House. Report no. 93-1371)

"... [an act] intended to permit the use of more simplified and uniform administrative rules and procedures in instances where a State or local government, or a private, nonprofit organization, wishes to develop a project for which assistance is available from two or more programs administered by one or more Federal agencies."

House. Committee on Government Operations. Intergovernmental Relations Subcommittee. New federalism (organizational and procedural arrangements for Federal grant administration). Hearings, 93d Cong., 2d sess. Washington, U.S. Govt. Print. Off., 1974. 332 p.

Hearings held Jan. 29-31, 1974 and Feb. 5-6.

House. Committee on Post Office and Civil Service. Subcommittee on Census and Statistics. Effect of census statistics on Federal aid programs and Federal reporting requirements. Hearings, 93d Cong., 2d sess. Washington, U.S. Govt. Print. Off., 1974. 78 p.

Hearings held in Miami, May 31 and June 1, 1974.

"Serial no. 93-49"

Joint Economic Committee. Subcommittee on Priorities and Economy in Government. The economics of Federal subsidy programs; a compendium of papers. Washington, U.S. Govt. Print. Off., 1974. 977-1112 p. At head of title: 93d Cong., 2d sess. Joint committee print.

Part 8—Selected subsidies.

Contents.—Tax subsidies of private health insurance: distribution, revenue loss and effects, by M. Feldstein and E. Allison.—The mandatory oil import quota program: a consideration of economic efficiency and equity, by C. Cicchetti and W. Gillen.—An evaluation of subsidies for water pollution abatement, by H. Macaulay.—Subsidization through regulation: the case of commercial television broadcasting, by J. McGowan, R. Noll, and M. Peck.—An economic analysis of Federal food subsidies, by M. Gillim.

Joint Economic Committee. Subcommittee on Priorities and Economy in Government. Federal subsidy programs; a staff study. Washington, U.S. Govt. Print. Off., 1974. 127 p. At head of title: 93d Cong., 2d sess. Joint Committee print.

Reports that Federal subsidies of all sorts cost \$95 billion a year, the equivalent of a third of the Federal budget. Says most subsidies are a bad bargain—the cost to the taxpayers "far exceed their benefits to society as a whole."

Senate. Committee on Government Operations. Federal Grant and Cooperative Agreement Act of 1974: report on S. 3514. Washington, U.S. Govt. Print. Off., 1974. 49 p. (93d Cong., 2d sess. Senate. Report no. 93-1239)

Senate. Committee on Government Operations. Ad Hoc Subcommittee on Federal Procurement. Federal Grant and Cooperative Agreement Act of 1974. Hearings, 93d Cong., 2d sess., on S. 3514. June 25, 27; July 10, 18, 1974. Washington, U.S. Govt. Print. Off., 1974. 265 p.

"To distinguish Federal grant and cooperative agreement relationships from Federal procurement relationships and for other purposes."

Walker, David B. How fares federalism in the mid-seventies? In *Intergovernmental relations in America today*. Philadelphia, American Academy of Political and Social Science, 1974. (Annals, v. 416, Nov. 1974) p. 17-31.

"American federalism and the intergovernmental relations that sustain it are in a major transitional period . . . A clearer understanding of the sources of conceptual confusion, a greater awareness of the new features of fiscal federalism, and a better appreciation of current administrative and jurisdictional conditions are vital for policy makers at all levels"

White, Anthony G. The urban observatory program: a selected bibliography. Monticello, Ill., 1974. 10 p. (Council of Planning Librarians. Exchange bibliography 711)

"In 1968 the Department of Housing and Urban Development (HUD) and the Department of Health, Education and Welfare (HEW) joined with the National League of Cities (NLC) to establish the Urban Observatory program. . . . The purpose of the observatory program is to: (a) fulfill cities' research needs; (b) conduct cross-community studies for comparative purposes; and (c) increase the applicability of academic research to urban needs."

Property Tax Circuit Breakers

Bendick, Marc, Jr. Designing circuit breaker property tax relief. *National tax journal*, v. 27, Mar. 1974: 19-28.

"Wisconsin's circuit breaker property tax relief for the elderly has been extended to all low-income adults. It is both a means of property tax relief and a negative income tax. When properly designed, circuit breakers provide considerable antipoverty effectiveness. Provisions of programs for the elderly require revision to operate equitably in an all-ages system. Circuit breakers can also usefully be extended to other taxes."

Eady, Edsell M., Jr. Real property tax relief for the elderly. *University of Michigan journal of law reform*, v. 7, winter 1974: 388-404.

Comment examines governmental efforts to solve the elderly person's problem of coping with real property taxation, arguing that the elderly should be insulated from crippling real property taxation and that government action is desirable to accomplish this goal. The various options before the Federal government for providing relief are discussed against the background of recent state action in Michigan.

Miller, Bill R. White, Fred C. The circuit-breaker as a form of property tax relief for homeowners. *Georgia business*, v. 34, Aug. 1974: 1-5.

Proposes a property tax relief program of the circuit-breaker type for Georgia, illustrating the regressiveness of the present property tax on homeowners and describing in simple terms how the mechanics of a circuit-breaker plan would work. Includes an introduction by John B. Legler.

Musgrave, Richard A. Is a property tax on housing regressive? *American economic review*, v. 64, May 1974: 222-229.

Concludes that along with property tax reform given relief to low-income families and combined with substitution of a Federal credit for deduction, the property tax on housing is progressive.

U.S. Advisory Commission on Intergovernmental Relations. Super circuit-breakers: new advances with a flexible concept. Washington, 1974. 6, 13 p. (U.S. Advisory Commission on Intergovernmental Relations. Bulletin no. 74-1)

"Several States now are using the flexible 'circuit-breaker' concept to help low- and moderate-income homeowners, renters and farmers regardless of age. Meanwhile, 'classic' circuit-breaker legislation for State-financed property tax relief for the elderly poor is spreading across the country. Nine States adopted circuit-breakers in 1973—bringing the total to 22—while eight additional States financed another program and every State now provides some form of property tax relief."

