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95th Congress }
1st Session }

JOINT COMMITTEE PRINT

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TOWARD A NATIONAL GROWTH POLICY:
FEDERAL AND STATE DEVELOPMENTS
IN 1975

A REPORT

PREPARED FOR THE USE OF THE
SUBCOMMITTEE ON ECONOMIC GROWTH AND
STABILIZATION

OF THE

JOINT ECONOMIC COMMITTEE
CONGRESS OF THE UNITED STATES

BY THE

CONGRESSIONAL RESEARCH SERVICE
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MAY 19, 1977

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LETTERS OF TRANSMITTAL

MAY 19, 1977.

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 1975." This report is the latest in a series of reports prepared by the Congressional Research Service of the Library of Congress; the earlier reports cover the years 1970-71, 1972, 1973, and 1974. The report is designed to provide a service to Members of Congress and other policymakers at all levels of government by documenting significant actions taken in 1975 that have an effect on national growth and development. By relating these actions to one another, and to the various elements of a national growth policy, the report is intended to provide an information base that should be helpful in developing coherent and comprehensive policies governing the future growth and development of our great Nation.

RICHARD BOLLING,
Chairman, Joint Economic Committee.

MAY 13, 1977.

HON. RICHARD BOLLING,
*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 1975." This is the Fifth such report to be prepared by the Congressional Research Service of the Library of Congress. Like the previous reports (which cover 1970-71, 1972, 1973, and 1974) the current volume summarizes and analyzes major 1975 Federal legislative and executive actions. State legislation, and significant court decisions that have an impact on the various elements of a national growth policy.

In addition to the six chapters covering Federal, State, and court activities, this volume includes bibliographies of research in progress and research published during 1975 which pertain to the elements of a national growth policy. A summary and critique of the President's 1976 report on national growth is included as an appendix.

The report was prepared in the Congressional Research Service, with Sandra Osbourn of the Government Division and Norman Beckman, Acting Director of the Service serving as editors. The Introduction and Conclusion were written by Norman Beckman. Chapter I, Effective Area-wide Planning and Delivery of Services, was written by Michael Agelasto of the Government Division. Philip Winters, of the

Economic Division, wrote Chapter II, Rural Development and Economic Growth. Chapter II, Renewing Old Communities and Creating New Communities was written by Clay Wellborn of the Government Division. Mr. Wellborn also prepared Appendix E, 1976 Report on National Growth and Development. Chapter IV, Toward a Decent Home, was written by Susan Dovell of the Economics Division. Chapter V, Improving the Environment, was written by Susan Abbasi of the Environment and Natural Resources Policy Division. Chapter VI, Improving Government Capability, was written by Sandra Osbourn. 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, were selected and arranged by Sandra Osbourn.

HUBERT H. HUMPHREY,
*Cochairman, Subcommittee on Economic
Growth and Stabilization.*

FOREWORD

Two years ago, when Senator Humphrey introduced the Balanced National Growth and Development Act of 1974 he described the challenges that face us as we enter our third century as a Nation:

Our challenge, then, is to reach out for the "balance" in human relationships that many of us believe to be attainable between conflict and cooperation, between growth and stability, between individual free choice and common good, between technology and social responsibility, between economic needs and environmental protection, between urban and rural, between the old and new, between national and local goals.

In order to provide a yardstick by which we can measure our progress toward meeting these challenges, we have asked the Congressional Research Service of the Library of Congress to prepare the enclosed report, "Toward a National Growth Policy: Federal and State Developments in 1975." This report is similar to reports released by Senator Humphrey 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), "Toward a National Growth Policy: Federal and State Developments in 1973," (Senate Document 93-123), and "Toward a National Growth Policy: Federal and State Developments in 1974," which was prepared at our request and published as a Joint Committee print by the Joint Economic Committee.

The purpose of this publication, as was the case with these earlier volumes, is to report major Federal and State governmental actions, including court actions, that occurred in 1975 and that have an impact on national growth and development. By providing 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 land use regulations the report is designed to provide a status report on where we are with respect to national growth and development, information that should contribute to our legislative deliberations during this and future sessions of the Congress. The report uses the interrelated national, rural, and urban objectives set forth by the Congress in the Housing and Urban Development Act of 1970 (Public Law 91-609) and the Agricultural Act of 1970 (Public Law 91-524) as the framework within which all of these individual actions can be related to one another and to national objectives.

This document also includes a selected annotated list of research projects underway in 1975, relating to the identified elements of national growth policy and a selected annotated bibliography of

literature published in 1975, relating to national growth policy and its elements.

There were few final legislative or executive solutions to the growth-related issues which are becoming increasingly clear to the nation: conservation versus development, energy versus the environment, economic growth versus stabilization of communities, clean air versus industrial development to name but a few. However, the issues were debated at length in the Congress, in public policy forums across the nation, held under the sponsorship of the Domestic Council, and in the media. Increasingly, the conflicts arising out of growth-related issues are being debated in the courts, which handed down a number of significant decisions in 1975. The Balanced National Growth and Development Act (S. 3050), which we introduced in 1974 was the focus of national debate over the role of the Federal Government in formulating systematically comprehensive, long range national economic goals and developing policies for matching those goals with resources. By the end of the year, the Federal Advisory Committee on National Growth Policy Processes had been appointed and its search for viable new growth policy planning mechanisms was under way.

The fundamental issue in growth policy today is that the Federal Government, in both its legislative and executive branches, is not structured in such a way that it can systematically assess long-range policy and program questions or estimate long-range impacts of current decisions. Moreover, the Federal Government is not structured to facilitate analysis of the cross impacts of individual policy decisions. Indeed, systematically assessing and carrying out policies that cut across congressional committee and executive agency lines present us with major difficulties. The policymaking process is complicated even further by the intergovernmental structure of our Federal system of government. Decisions made by the Federal Government affect decisions and activities at the State and local levels, and decisions at the State and local level often have implications for national policy. But we have not yet learned how to handle such complex policy matters in a coordinated and supportive way. In many respects, we resemble the knight who responded to a sudden crisis by donning his armor, mounting his steed, and riding off in all directions at once.

We can no longer afford the luxury of such a response. There is growing public concern about the performance of Government, in part because of Government promising more than it can deliver. We believe that this public concern is the result of an awareness on the part of the public that the Federal Government has failed to develop the capacity to make public policy decisions in a rational, informed, future-oriented, and coherent way. We must no longer refuse to recognize this weakness in our policy planning and decisionmaking structure. We must confront it squarely, and decide on action to make the necessary improvements that are essential if we are to have a pattern of national growth and development that will continue to provide us with the quality of life that we all seek.

HUBERT H. HUMPHREY,
Vice Chairman,
Joint Economic Committee.

JACOB K. JAVITS,
Ranking Minority Senator,
Joint Economic Committee.

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INTRODUCTION

What is our national growth and community development policy, and why are many of our domestic programs counterproductive? The answer is that we have no structure of integrated policy, long-term, or short-term, to relate the reality of urban, rural, and regional growth (or nongrowth) dynamics with either overall goals for the Nation or the specific governmental policies and programs that impact on our communities. The result, as Patrick Moynihan pointed out almost a decade ago is that no policy becomes a *de facto* national policy.

The conservation of the resources in our existing cities is one element of a national growth policy. The results of a *de facto* national policy (that is, nondirected Federal involvement) as it affects the conservation of our cities, has been identified by the National League of Cities:¹

Our national urban policy encourages decay and pollution and discourages rehabilitation and re-use.

Our national urban policy encourages sprawl and outward dispersion of public and private investment.

Our national urban policy encourages the overuse and waste of natural resources.

Our national urban policy encourages the permanent dependence and unproductiveness of a large segment of our population.

Our national urban policy causes public service systems to be overused by those who have the least need (and the most money).

Our national urban policy encourages ever-greater regulation of our lives in order to attempt to "solve" some of the above problems.²

The League also provides specific examples of secondary costs of existing Federal programs.

Housing policies, especially those connected with FHA, have encouraged new residential development without a balancing encouragement for the maintenance of existing housing.

Transportation policies, especially those associated with the development of the nation's highway system, have as an unintended and uncontrolled side-effect, stimulated low-density spread development on city fringes and the depopulation of urban centers.

Procurement and location policies have unintentionally caused growth in some places and decline in others.

The national welfare system has not solved the poverty problem, but it has locked millions of poor into urban ghettos where they must remain to secure benefits.

Tax policies, through deductions, allowances, credits and other forms of indirect subsidies have assisted both deterioration and sprawl and accelerated the consumption of valuable resources.³

Nevertheless, despite the costs of non-directed policies, the conceptualization much less the implementation of a national urban policy is a most elusive one. Previous efforts at defying national growth policy in specific operational terms have suffered from concern with one particular aspect of the subject or another. Thus, the American

¹ Editorial: Toward a National Urban Policy. *Nation's Cities*, v. 13, January 1975: 5.

² *Ibid.*

Institute of Architects has developed an urban growth strategy based on enhancing the quality of neighborhood development while, as we have seen above, the National League of Cities has focused on preserving existing fully developed communities. While the Department of Housing and Urban Development allocates 80 percent of its community development grant resources to the Standard Metropolitan Statistical Areas of the country, the Department of Agriculture directs its resources to the development of rural areas and smaller communities.

One of the most recent articulations of a national growth policy definition was offered by George Wright of the Department of Housing and Urban Development, who identified a number of basic factors that must be taken into account in developing a viable growth policy. These included recognition of:

The fact of national population growth and of the need to accommodate this national increment to population somewhere;

The quality of life;

Resources as absolute or relative limitational factors;

Comparative costs, both in the location economics or agglomeration phenomena of the private sector and in the infrastructure and public service costs of the public sector;

The primacy of private sector decisions in our society;

All three levels of government—Federal, State, and sub-State—each with a role in the broad array of decisions that underlie and channel growth; and

The reality that in the public sector there are three branches of government—legislative, executive, and judicial—each with a significant role.³

The National government, through the initiatives taken by the Congress in 1970, has defined the elements of a national growth and development policy in a reasonably comprehensive manner. Such national growth policy objectives were formally recognized by Congress with the passage of two landmark bills—the Housing and Urban Development Act of 1970 (Public Law 91-609) and the Agriculture Act of 1970 (Public Law 91-524).

The basic purpose of this report is to relate Federal and State actions that took place in 1975 to these national urban and rural development objectives set forth by Congress. It is hoped that this report, and those preceding it, assist in providing a conceptual framework for the hundreds of public sector programs and policies affecting growth and development, thereby contributing to national and State growth policy deliberations.

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 Agriculture 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 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, recom-

³ George W. Wright. *Balanced Growth and Community Development Strategies in Federal and State Perspective: Presentation before the National States' Conference on Balanced Growth and Economic Development, Grantville, Penn., September 19-21, 1975.* pp. 3-5 (unpublished).

mending programs and policies for such basic national goals as prosperity, equity and environmental quality. The texts of these two acts are printed herein Appendixes A and B.

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 1975 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 developments 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 1976 and in subsequent years.

As it has in the past, this report also includes bibliographies on federally funded research in progress that related to growth problems, and on research published during 1975. Appendix C is a selected annotated list of growth-related research underway during fiscal 1975, as reported to the Smithsonian Institution's Science Information Exchange. This material is included to serve as a guide to persons and institutions currently active in researching subjects relating to a national growth policy. Appendix D is a selected annotated bibliography of literature published in 1975, drawn from the data base maintained by the Library Services Division of the Congressional Research Service. The bibliography includes Congressional and Executive branch publications as well as academic and popular writings on growth-related issues. Appendix E relates to the third biennial report on national growth and development, which was submitted to the Congress in February 1976. A summary of the report is included, as well as summaries of critiques of the 1976 growth report.

In order to provide continuity with four previous reports on the development of a national growth policy,⁴ the following six components of national growth policy, as identified in the Housing and Urban Development Act of 1970, have been used to define and organize reporting on 1975 actions. Each component is treated as a separate chapter as follows:

Chapter I

Effective areawide planning and delivery of services.—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 places which have a potential for accelerated growth;

⁴ U.S. Congress. Joint Economic Committee. *Toward a National Growth Policy: Federal and State Developments in 1974.* (Joint Committee Print) Washington, U.S. Govt. Print. Off. 1975. 350 p.

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 pp.; 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 pp.

Chapter II

Rural development and economic growth.—Foster the continued economic strength of all parts of the United States, including central cities, suburbs, smaller communities, local neighborhoods, rural areas, and help reverse trends of migration and physical growth which reinforce disparities among States, regions, and cities;

Chapter III

Renewing old communities and creating new communities.—Treat comprehensively the problems of poverty and unemployment (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 refine the role of the Federal government in revitalizing existing communities and encouraging planned, large-scale urban and new community development;

Chapter IV

Toward a decent home.—Develop means to encourage choice and the opportunity for good housing for all Americans without regard to race or creed;

Chapter V

Improving the environment.—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 ; and

Chapter VI

Expanding government capability.—Strengthen the capacity of general government institutions to contribute to balanced urban growth and stabilization.

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 1976, 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 encouragement of the orderly development of the States is a national objective defined in the 1970 Housing and Urban Development Act. The States play a key role in economic development, resources conservation, protection of the urban environment and in the delegation of governmental powers to correct levels of government. The State role in the administration of Federal grants has been strengthened in recent years through Federal policies and through the initiative of the States themselves.

The courts are also increasingly playing a pivotal role in urban growth policy. While this report does not trace the evolution and background of the courts' role or the appropriateness or effectiveness of judicial actions, the court decisions included in each chapter have been selected to document 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 chapters. The courts played a significant role in growth-related events during 1975. No growth or slow growth plans designed to preserve the quality of life for the citizens of certain communities led to conflicts with those who aspired to achieve that quality of life by moving into the communities. These conflicts, as well as conflicts over access to quality housing and education were the subjects of important court decisions in 1975.

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 plays a significant, though intermittent, role in encouraging many of the goals of areawide decision-making. 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 1975 report is the enactment of legislation which promote areawide approaches in health planning and resources through the Health Services and Nurse Training Act of 1975 (P.L. 94-63). Overriding a Presidential veto, the Act, among other provisions, seeks to correct the geographic maldistribution of health professionals by extending through fiscal year 1976 the National Health Services Corps program of providing incentives to health professionals to locate in medically underserved areas. Likewise, the Act addresses the geographic maldistribution in the provision of health services by authorizing grants for the planning and operating of community health centers located in medically underserved rural or inner city areas.

Congress also enacted the Older Americans Act amendments of 1975 (Public Law 94-135). A number of provisions address the service needs of the elderly and the delivery and coordination of programs. State and area agencies on the aging are encouraged to enter "pooling agreements" with other authorities in order to provide services to meet common transportation needs.

The Regional Development Act of 1975 (Public Law 94-188) adds provisions to the Appalachian State Development Planning Process, which in part direct the existing local development districts to assist the States in the coordination of areawide programs and projects. The act specifically directs the Commission to encourage the preparation and execution of areawide action programs which specify interrelated projects and schedules of actions.

During 1975, the Congress considered several pieces of legislation affecting the Nation's railroads, which could be an important factor in determining settlement patterns. While the automobile and truck have spurred suburban growth during the past few decades, a revitalized rail system could have the effect of bringing people and industry back to urban centers. The Amtrak Improvement Act of 1975 (Public Law 94-25) requires the board of directors of the National Railroad Passenger Corporation (Amtrak) to develop a set of criteria and procedures under which Amtrak would be authorized to add or discontinue rail passenger routes and services. Related bills include the Federal Railroad Safety Authorization Act of 1975 (Public Law 94-56), and the Railroad Revitalization and Regulatory Reform Act of 1976 (Public Law 94-210), which was in conference when the first session of the 94th Congress adjourned.

In 1975 the Department of Housing and Urban Development signed a number of interagency agreements to help rationalize Federal planning assistance and requirements programs. An agreement was signed with the Environmental Protection Agency to coordinate the land use aspects of HUD's "701" comprehensive planning assistance program and EPA's Section 208 areawide waste treatment management planning assistance program. A similar agreement was reached in February between HUD and the Office of Coastal Zone Management, National Oceanic and Atmospheric Administration, Department of Commerce. Also in 1975, the Office of Management and Budget (OMB) published revisions of regulations for the A-95 review process for review of applications for Federal assistance by State and regional clearinghouse agencies to include those listed in the *Catalog of Federal Domestic Assistance*. In addition, Federal Regional Councils are given the responsibility for coordinating and implementing the circular at the Federal regional level.

One of the most controversial issues in metropolitan areas in recent years has been the provision of equal education to all residents of the area. Busing plans to achieve racial balance in the schools, either within a city or between the city and neighboring suburbs, are a continuing source of controversy. In its first session, the 94th Congress enacted two laws—the Second Supplemental Appropriations Act (Public Law 94-32) and the Education Division and Related Agencies Appropriations Act (Public Law 94-94) that included provisions dealing with busing. Each contains language to prohibit the use of funds for busing or to force a school system, considered desegregated under the Civil rights Act of 1964, to bus students to achieve racial balance. The Supreme Court affirmed a lower court decision (*Evans v. Buchanan*) which ordered the governmental authorities to submit an interdistrict desegregation plan encompassing both the predominantly black Wilmington, Delaware schools and other mostly white schools in New Castle County.

Areawide growth policies are made more complicated by 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. The courts have been very active in trying to resolve the conflicts caused by these two goals.

In a major decision, the Court of Appeals for the Ninth Circuit reversed a lower court's decision and held that the City of Petaluma, California, has the right to limit its expansion to preserve its "small town" character, open space, and low population density (*Construction Industry Association of Sonoma County v. City of Petaluma*). The court distinguished the Petaluma plan from other ordinances that have been struck down by courts as being impermissibly exclusionary: "The Petaluma Plan does not have the undesirable effect of walling out any particular income class nor any racial minority group."

The Supreme Court of New Jersey made a significant decision in *Southern Burlington County NAACP v. Township of Mount Laurel*, where the question was whether a developing municipality like Mount Laurel has any obligation to make possible a variety of types of housing within its boundaries, including low and moderate income housing, to reflect the needs of citizens in the region as a whole. The court found that local land use regulations must promote the "general welfare"

to be valid, and that municipalities must consider the general welfare of persons living outside the boundaries of the municipality. Thus, the court imposed upon the township of Mount Laurel an affirmative legal obligation to provide for its "fair share" of housing needs of the region around it, especially in the low and moderate cost categories. In a similar ruling in Pennsylvania, (*Township of Williston v. Ches-terdale Farms, Inc.*) the Pennsylvania Supreme Court held that "Sub-urban municipalities within the area of urban outpour must meet the problems of population expansion into its [sic] borders by increasing municipal services, and not by the practice of exclusionary zoning." In *Berenson v. Town of New Castle*, the New York Court of Appeals ruled that the town of New Castle, whose zoning ordinance excluded multi-family residential housing must defend the reasonableness of its ordinance in terms of its impact on regional housing needs: "there must be a balancing of the local desire to maintain the status quo within the community and the greater public interest that regional needs be met."

The U.S. Supreme Court agreed to review two cases (*Mitchell v. Gaultreaux* and *Metropolitan Housing Development Corp. v. Village of Arlington Heights*), in which decisions should help to clarify the extent to which suburbs have an affirmative legal obligation to help alleviate discriminatory housing patterns in adjacent cities. The Supreme Court appeared to limit access to the courts for persons interested in challenging the effects of local zoning practices by ruling in *Warth v. Seldin* that such persons must show direct or personal damage to themselves.

Chapter II covers actions to foster rural development and economic growth and to reverse trends of migration that reinforce the disparities among regions. No major rural development legislation was enacted in 1975, but the Congress gave considerable attention to the implementation of the Rural Development Act of 1972.

Restoring the Nation's economic health was a major concern of the Congress in 1975. Actions highlighted in this chapter include the Public Service Jobs and Job Opportunity Program Act (Public Law 94-41) which provided \$375 million through Title X of the Public Works and Economic Development Act for short term public works projects and was expected to provide about 50,000 jobs. The second was the Emergency Compensation and Special Unemployment Assistance Extension Act (Public Law 94-45) which extended unemployment benefits for up to 65 weeks in States with unemployment rates of six percent or higher, depending on the severity of unemployment.

In addition Congress passed the Regional Development Act Amendments of 1975 (Public Law 94-188) which extended the Appalachian Regional Commission authority for four more years (the highway program of the ARC was extended for three more years) and extended the authority of the Title V Regional Action Planning Commissions, under the Public Works and Economic Development Act of 1965 (Public Law 89-136), as amended for two more years. The Act also expanded the scope of the projects that the Appalachian Regional Commission and the Title V Commissions can conduct.

Chapter III of the report discusses efforts to revitalize existing central cities and encourage 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. On the last day of the year, the President approved Public Law 94-200, the Home Mortgage Disclosure Act, which is aimed at preventing the denial of access to credit to residents of entire neighborhoods. To discourage "redlining" the Act requires each depository institution that has a home office or branch office within a Standard Metropolitan Statistical Area (SMSA) to compile and make available to the public for inspection and copying the number and total dollar amount of mortgage loans which were originated and purchased by that institution during each fiscal year. Also in 1975, Illinois became the first State to enact legislation designed to outlaw the practice of "redlining," which is thought to be a contributing factor in the continuing decline of certain older neighborhoods. The two new laws require financial institutions to disclose the location of areas in which they make loans for the purpose or rehabilitation of houses, and to prohibit these institutions from discriminating in their lending practices on the basis of the geographic location of a property.

The fiscal plight of New York City led to the enactment of Public Law 94-143, the "New York City Seasonal Financing Act," which gives the Secretary of the Treasury three-year authority to make loans to that city or to a financial agency authorized by the State to administer the city's financial affairs. No more than \$2.3 billion in loans may be outstanding at any one time.

The President approved Public Law 94-13, the "National Insurance Development Act of 1975," which continues the Federal Riot Reinsurance and Federal Crime Insurance Programs until April 30, 1977. These extensions were determined by Congress to be essential to the operation of State FAIR plans that provide access to basic property insurance that would not otherwise be available in some urban areas.

Among the provisions of Public Law 94-50, was an extension of the effective date of the 1973 Flood Insurance Act from July 1, 1975, to January 1, 1976. The Act bars lenders from taking mortgages on housing located in areas that have not adopted Federal land use standards for flood-prone areas. The President also approved Public Law 94-173 which extended the national flood insurance program until December 31, 1976.

By administrative action, the Department of Housing and Urban Development at the very beginning of 1975 suspended the Federal New Communities Programs by stopping the acceptance of any additional applications for new community project assistance. The suspension was to allow staff concentration on finding ways to resolve the serious financial problems that were confronting most if not all existing new community developers.

Chapter IV reviews a range of proposals and actions to provide decent housing throughout the nation. Housing policy is a multi-faceted 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. While basic reforms were deferred, legislation enacted in 1975 provided emergency and

temporary measures attempting to aid new home sales, lower the housing inventory, and provide relief to unemployed homeowners.

The President signed the Emergency Housing Act of 1975 (Public Law 94-50) after Congress failed to override the veto of a more extensive housing aid measure. Mortgagors who are threatened with foreclosure because of unemployment or underemployment may benefit direct payment of carrying costs to mortgage holders. HUD will also offer insurance of loans or advances made to delinquent mortgagors, thus encouraging mortgagees to show forbearance towards homeowners delinquent in the mortgage payments.

Toward the end of the year, the Congress enacted Public Law 94-173, which made minor changes in various housing laws. The major provision increases the ceilings on federally insured loans for the purchase of mobile homes to \$12,500 for regular homes and to \$20,000 for double-width units.

While the Housing and Community Development Act of 1974 renewed the Section 202 housing program for the elderly and handicapped, it was not until the end of 1975 that final regulations for the program were issued. Once the revised program got underway, there was an overwhelming response from nonprofit sponsors.

Initial experience with the Real Estate Procedures Act (Public Law 93-533) enacted by the Congress in 1974 and put into effect in June 1975, indicated that some of its provisions were causing a good deal of confusion and inconvenience to both the industry and the consumer. On January 2, 1976 the Real Estate Settlement Procedures Act Amendments of 1975, was enacted as Public Law 94-205. Key provisions of the Act replace the RESPA requirement that lenders disclose the costs of each settlement service at least 12 days prior to closing with a requirement that lenders print estimated settlement costs in the information booklet they give loan applicants. The amendments also repeal the requirement of disclosure of the previous selling price and the Truth-in-Lending disclosures of settlement cost under Section 121(c) of the Truth-in-Lending Act.

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. A landmark comprehensive energy bill was enacted into law in December of 1975, the Energy Policy and Conservation Act (Public Law 94-163), which brought together many of the actions designed to effect the essential elements of a national energy policy.

It included provisions for a national strategic petroleum reserve, general stand-by emergency authorities, a petroleum entitlement and allocation program, automotive fuel economy standards, energy conservation programs, pricing regulation measures for oil, and expanded energy data collection programs. The Tax Reduction Act of 1975 (Public Law 94-12) repealed the 22-percent oil depletion allowance.

Energy impacts on growth and development were recognized in the Regional Development Act of 1975 (Public Law 94-188). A legislative mandate was given to the Appalachian Region and to the Multistate Regional Action Planning Commissions to coordinate intergovernmental efforts to meet energy needs, with special emphasis with respect to coal development. The new legislative mandate was

strengthened by a new authorization for the expenditure of up to \$3 million per year for energy-related enterprise development demonstrations in Appalachia.

The National Environmental Policy Act of 1969 requires that all major Federal actions affecting the environment be evaluated in an environmental impact statement prepared by the responsible Federal agency. Public Law 94-83 amended NEPA to permit State agencies to prepare the impact statements for their participation under Federal grant programs, if they have the required capability. This amendment was brought about in part because of the 1974 Housing and Community Development Act delegation of authority to develop such statements to applicants for community development block grants.

The States continued to act in 1975 to respond to the economic and environmental consequences of energy development and the rising cost of energy. According to the National Conference of State Legislatures, a total of 323 bills relating to energy were enacted in 1975. Seventeen States enacted legislation relating to the location of energy development facilities. In Connecticut, the construction of oil refineries is now subject to a local referendum to approve or disapprove such development. The Wyoming Industrial Development Information and Siting Act prohibits the construction of industrial facilities (specifically energy generating and conversion plants) without a permit from a newly created Industrial Siting Council. In Montana, the legislature sought to reduce the consumption of fossil fuels by providing tax incentives to encourage investment in nonfossil forms of energy generation and in energy conservation in buildings. Twelve State legislatures enacted legislation to provide tax breaks for people who install solar equipment in their homes. The hardships created by rising energy costs were recognized by the California Legislature, which enacted legislation to develop a "lifeline rate" for meeting the minimum energy needs of the average residential user.

Despite the 1975 setback to comprehensive Federal land use legislation, the States moved ahead in this area. Wyoming established a State land use commission with rulemaking authority, and required the development of land use plans at the State and local levels. Florida, Idaho, Nebraska, and Virginia required all or specified local governments to prepare and adopt land use plans and regulations. The Florida legislation specifies that local plans must be economically feasible, and must include fiscal plans for all proposed capital improvement expenditures. Each local plan must include a specific policy statement relating local development plans to adjacent local development plans and to the State comprehensive plan.

The Montana legislature required local governments to classify land in certain broad categories, such as residential, commercial and industrial. Property tax rates will be based on this classification, and to gain the best tax rate property must be used according to the classification.

In addition to these general land use actions, various States responded to specific land use problems in 1975. These new laws include coastal, shoreline, or estuaries protection, surface mining controls, and protection for natural areas, agricultural areas, and scenic rivers.

Challenges to State or local land use regulations have often, in recent years, involved the argument that the particular regulation overly restricts the use of land and thus constitutes a "taking" by the government for which just compensation must be paid to the landowner. The "taking" issue was the subject of several court decisions in 1975.

The Supreme Courts of New Hampshire and Connecticut held that denial of permits to fill sections of privately owned marshlands were justified because of the importance of wetlands as a valuable ecological resource (*Sibson v. State*; *Brecciaroli v. Conn. Commissioner of Environmental Protection*). Since not every use of the land is prohibited, there is no practical taking of property by the government, and so no compensation is due the landowner. The California Supreme Court ruled that municipalities are not bound to compensate landowners for any diminution in market value of land due to a change in zoning (*HFH, Inc. v. Superior Court*). The U.S. District Court for the District of Maryland held that various sewer hookup moratoria in effect in the river basins of two Maryland counties did not constitute a taking of private property requiring just compensation (*Smoke Rise v. Washington Suburban Sanitary Commission*). Furthermore, the court rejected the argument that health department regulations prohibiting certain private septic tank systems constitute a "taking." The court held that such regulations were "designed as a tool to guide growth to the end that neither environmental quality nor economic efficiency would be compromised as water and sewer services expanded throughout the county," and thus constituted a proper exercise of the State's police power to plan comprehensively for orderly growth.

The courts were also active in other matters relating to the environment in 1975. In *Natural Resources Defense Council, Inc. v. Train*, the U.S. District Court for the District of Columbia held that each State must act as a planning agency under Sec. 208 of the Federal Water Pollution Control Act for all areas not already designated as causing substantial water quality problems. The court's ruling ensures that rural, agricultural, mining and forest areas are not eliminated from waste treatment management planning even though a preference is given under the Act to urban-industrial areas.

The U.S. Supreme Court has agreed to hear a case, *Union Electric Co. v. Environmental Protection Agency*, involving the extent to which courts can review the technological and economic feasibility of air pollution control requirements in Clean Air Act implementation plans. There presently exists a split in the circuit courts on the issue of whether economic or technological infeasibility can be considered in complying with emission standards.

In a decision which may have a far reaching effect on the U.S. Forest Service's management of our nation's timber resources, the Fourth Circuit Court of Appeals upheld a lower court ruling which barred the cutting of trees other than those which are large, physiologically mature or dead, and individually marked, in the Monongahela National Forest. The court acknowledged that the provisions of the Organic Act of 1897, on which its decision was based, "may be anachronistic and no longer in the public interest," but it held that "the appropriate forum to resolve this complex and controversial

issue is not the courts but the Congress" (*West Virginia Division of the Izaak Walton League v. Butz*).

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. Despite the relatively bi-partisan "new Federalism" approach to improve modernization, consolidation and decentralization of Federal activities, little in the way of specific legislation could be reported in 1975. Within the national government itself the Senate established a Commission on the Operation of the Senate to examine its internal working procedures. A presidential memorandum issued in February 1975 reemphasized the role of the Domestic Council in identifying major policy problems and coordinating new domestic policy initiatives. Increased emphasis was placed on achieving the potential of the Federal Regional Councils for improving intergovernmental relations and the membership of the Councils was expanded by Executive Order 11892 of December 31, 1975, which added the Department of Commerce and the Federal Energy Administration.

The Department of Housing and Urban Development's "701" comprehensive planning assistance program is one of only two sources of direct Federal assistance to State and local government executive direction and management (along with the Intergovernmental Personnel Act). Towards the end of 1974, the President proposed deferring one-half of a \$100 million appropriation request for the "701" program but in March, 1975 the Senate overturned this deferral, the first time that the power to deny deferral proposals had been used by Congress. Finally, new HUD "701" regulations issued in 1975 required planning grant recipients to develop short and long term policies to determine where growth should occur: plans for the type, intensity, and timing of growth; criteria for guiding and controlling growth; and procedures and mechanisms for coordinating land use planning among various levels of government.

The States continued to play an active role in growth-related matters in 1975, including measures designed to improve the capacities of local governments. The Massachusetts General Court enacted the Massachusetts Growth Policy Act, which encourages the creation of local growth policy committees in each of the State's municipalities. These local committees, along with regional planning agencies and the Office of State Planning, will work to develop recommendations for the formulation of State growth and development policies. These recommendations will be presented to the Legislative Commission on Growth Patterns, which will draft legislation to implement the recommendations.

The Montana legislature furthered that State's unique local government "Voter Review Process" by setting out detailed procedures for the local government study commissions established by the legislature in 1974. State commissions to review the operations of local government were established in Hawaii and Wisconsin.

Before turning to the detailed descriptions in each chapter, it may be worthwhile to comment briefly on the reports on national growth submitted by the President, since these were expected to be the most

explicit vehicles for evaluating policies regarding national growth policy.

The national growth report required by the 1970 Housing and Urban Development Act was the first attempt by Congress to have the Executive Branch pull together the many decisions and policies that affect national growth and development. Three reports have been submitted to the Congress since the statute was enacted.

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 intergovernmental growth strategy, rather than a predominantly Federal policy, was fundamental and appropriate.

The President’s 1974 report on national growth was 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 1974 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 recommendations in the 1974 report were:

For the national level

Both the domestic Council and the Congress were enjoined to continue their efforts toward developing a more coordinated approach to public policy in view of the interrelationships of programs and potential impact on growth patterns. Work should be initiated towards simplification and improvement of Federal planning assistance programs. Increased attention should be given to supporting the basic capacity of local governments to develop and implement community programs.

For the multistate level

The role of the Federal Regional Councils in intergovernmental relations should be expanded;

For the state and local levels

Work should be taken to strengthen multi-jurisdictional “umbrella” agencies, giving them the ability to bring under control a proliferation of specialized planning and services districts.

The President’s 1976 growth report covering developments and trends taking place in 1974–975 contained much more substantive information than earlier reports and does make general recommendations for improving the public policy process by which growth policy and the report is prepared. (Appendix E summarizes the 1976 report.) Despite the 1970 Act injunction that recommendations for dealing with national growth problems be included, the 1976 report states that the Administration’s principal recommendations for addressing these is-

sues can be found in the Budget Message, the State of the Union Message and legislative proposals now before the Congress. The much more delimited purpose of the report as stated, is to provide a means by which citizens and public officials can analyze the growth issues before them.

The first part of the volume reports on the shifting patterns of growth, by urban and rural areas, and the various regions of the country. Information is given on family needs and resources and the financial problems of State and local governments. The second part of the report describes trends and choices in a number of areas of national growth, including: accommodation to energy imperatives, the growth consequences of environmental regulations, choices in natural resources management, transportation policy, the impact of expanded telecommunications capabilities, guiding and controlling land developments, and strengthening the fiscal and management capacity of local governments. The final part makes a series of procedural recommendations. First, it proposes that the interagency task force which developed the 1976 report allocate responsibilities to all of the agencies involved so that a more in depth product can be prepared in 1978. Second, under the general supervision of the Domestic Council, an organized Federal research program should assess the effects of Federal actions. Third, a series of public seminars should be held in the coming months, with a view towards the formulation of the research program for the 1978 report. Fourth, a uniform Public Participation Act is suggested to standardize the various legislative requirements for citizen involvement under Federal programs. Finally, the report recommends, as it did in 1974, that a designated element of the executive branch under the auspices of the Domestic Council should accomplish the rationalization of Federal planning assistance programs and requirements across department and agency lines.

To provide background and context to the developments described in the ensuing chapters, it may also be useful to cite certain overall demographic, economic, and governmental trends. Special tabulations by the U.S. Bureau of the Census became available in 1975 which revealed a reversal of trends that go back to the turn of the century.

There has been a substantial decrease in the rate of growth of metropolitan areas (Standard Metropolitan Statistical Areas, or SMSAs) areas grew faster than metropolitan areas, representing a sharp contrast between 1970 and 1974. For the same time period, non-metropolitan areas grew faster than metropolitan areas, representing a sharp contrast to the trends existing for several decades prior to 1970. The reason has been the greater magnitude of out-migration compared to in-migration: the decline in the birth rate means natural population increases can no longer offset negative migration. Metropolitan areas across the United States no longer appear to be gaining net in-migration from non-metropolitan areas. The largest SMSAs, those of more than 3 million population, largely accounted for the decline.⁵

In 1960, metropolitan area populations were about equally divided between central city and suburban residence. By 1970, the majority, 54 percent, lived in suburban areas, a percentage which increased to 57 percent by 1974.

⁵ Sternlieb, George and James W. Hughes. *Post-Industrial America: Decline of the Metropolis*. *Nation's Cities*, v. 13, September 1975.

Since 1970, the Northeast has lost population through substantial out-migration. Between 1940 and 1970, it had a net out-migration of whites totaling over 900,000; however, this was offset by a net in-migration of 1.6 million blacks. In the four-year period since 1970, the net out-migration of whites was 869,000, practically equal to the previous 30-year period, and blacks also experienced a net out-migration from the region. Projections by the Bureau of Economic Analysis (of the Department of Commerce) to 1990 indicate a continued pronounced shift of income away from the Northeast and North Central parts of the country to the Southern and Western regions.

The Advisory Commission on Intergovernmental Relations in a report on federalism in 1975⁹ found that economic conditions, rather than governmental initiatives dominated the growth policies adopted in 1975:

The gap between those states with budget surpluses and those facing serious revenue shortfalls became much greater during 1975.

Persistent inflation exacerbated the fiscal imbalance among the three levels of government at a previously unknown pace.

There was an increased tendency toward Federal involvement in state and local fiscal affairs.

Heavy emphasis was placed on evaluation of existing programs rather than initiation of new and different areas.

A heightened awareness of intergovernmental issues and an increased concern about the assignment of financing responsibilities and operating responsibilities of governments also characterized the year.

⁹ U.S. Advisory Commission on Intergovernmental Relations. In Respect to Realities: A Report on Federalism in 1975. Washington, U.S. Govt. Print. Off., 1976. pp. 1-2.

CHAPTER I. EFFECTIVE AREAWIDE PLANNING AND DELIVERY OF SERVICES

INTRODUCTION

During 1975 a number of actions at the Federal, State and local levels of government indicated the realization of the importance of areawide planning. The maldistribution of public services, both within metropolitan areas and between urban and rural areas, also received legislative and judicial attention in 1975. This chapter focuses on these developments, by examining areawide activities in the areas of social services, transportation, environmental protection, areawide equity and growth policies and A-95 review.

On the one hand, the activities discussed in this section constitute some of the integral parts of a national growth policy. These activities, on the other hand, are not coordinated and do not form a policy per se. At best one can discern a trend, especially in the areas of health policy and environmental protection. At worst, one can conclude that these actions are merely coincidental—that in a Federal government the size of the United States, some services are bound to be delivered on an areawide basis.¹

The courts continued to play an important role in reconciling the conflicts arising from the desire to maintain certain qualities of life in existing communities with the desire of previously excluded groups to obtain access to that quality of life. In several instances, the courts noted that they were forced to act in situations where action might better be taken by legislatures or regional planners but that in the absence of such action the courts had no choice but to fill this vacuum in public policy.

Three enactments of legislation by Congress during 1975 promote areawide approaches in health planning, providing services to the elderly and regional development. The Health Revenue Sharing, Health Services and Nurse Training Act of 1975 attempts to correct the geographic maldistribution of health professionals by extending through fiscal 1976 the National Health Service Corps program. The law also addresses the geographic maldistribution in the provision of health services by authorizing grants for the planning and operating of community health centers located in medically underserved rural or inner city areas. The Older Americans Act Amendments of 1975 contains provisions relating to the service needs of the elderly and the delivery and coordination of programs. The Regional Development Act of 1975 directs local development districts, multicounty organizations for economic development which serve as linkage

¹ To determine which municipal functions can be handled more effectively on an areawide basis, HUD selected Denver and Portland, Oregon for a demonstration of the "two-tier" concept. Each city received \$100,000 in direct support for local costs and will have 18 months to conduct an analysis and prepare a report of findings and recommendations for government modernization.

between State and substate planning, to assist the States in the coordination of areawide programs and projects.

In addition to these enactments, a number of other legislative topics with areawide provisions were considered by Congressional committees. These include health maintenance organizations, the future of the Federal aid highway program, mass transportation assistance, railroad revitalization, and clean air and solid waste planning. Congress also reviewed the implementation of recent legislation relating to areawide coordination of manpower and health planning and solid waste treatment management.

SOCIAL SERVICES

Health Revenue Sharing, Health Services and Nurse Training

Overriding a Presidential veto, Congress enacted the Health Revenue Sharing, Health Services and Nurse Training Act of 1975 (Public Law 94-83), which provides funding authorizations for family planning and nurse training programs, for community, migrant and mental health centers, and for the delivery of home health services.

Title VII attempts to correct the geographic maldistribution of health professionals by extending through fiscal 1976 the National Health Service Corps program. The Corps recruits and places health teams consisting of physicians, dentists, nurses and allied health professionals in 180 medically underserved areas. And additional bill, the Health Manpower Act of 1975,² which passed the House and was in Senate Committee at the close of the session, also addresses the geographic maldistribution problem. It authorizes annual scholarships to health professions students who agree to repay each year of support with on year of public service or private practice in a medically underserved area. It also offers bonuses to doctors and dentists who continue public service beyond the one-year requirement and annual payments of \$12,500 for up to two years to health professionals who have completed their required service but continue to practice in medically underserved areas.

Title V of Public Law 94-63 addresses the geographic maldistribution in the provision of health services by authorizing grants for the planning and operating of community health centers (CHC) located in medically underserved rural or inner city areas. It repeals Section 134(e) of the Public Health Service Act which over the last decade had created public and nonprofit private neighborhood health centers to meet the health needs of particular populations or geographic regions. These centers attempt to coordinate Federal, State and local resources in a single organization capable of delivering both health care and related social services to a defined population. In reporting out the legislation, the House Committee on Interstate and Foreign Commerce stated:³

² U.S. Congress. House. Committee on Interstate and Foreign Commerce. Health Manpower Act of 1975; Report to accompany H.R. 5546. Washington, U.S. Govt. Print. Off., 1975. (94th Congress, 1st session. House. Report No. 94-266).

³ U.S. Congress. House. Committee on Interstate and Foreign Commerce. Health Revenue Sharing and Health Services Act of 1975; Report to accompany H.R. 4925. Washington, U.S. Govt. Print. Off., 1975. (94th Congress, 1st Session. House. Report No. 94-192), p. 81.

Based on its study of the authority provided by section 314(e) the Committee has come to several conclusions. First, it is clear that the 314(e) authority has been used well, although somewhat inappropriately, to develop a substantial program of comprehensive health services for medically underserved populations. The Committee feels that this program deserves continued Federal support and in the proposed legislation has authorized this support through the inclusion of a new specific authority for the support of community health centers (CHC) as described below. Second, the Committee feels that in recent years the 314(e) authority has been inappropriately used for a variety of other unidentifiable special, short-term initiatives on the part of the Department of Health, Education, and Welfare. In addition, on some occasions the Department has used the general authority available under 314(e) rather than specific authorities provided by the Committee for specific purposes. Since such a use of this general authority for a wide variety of short-term, special or non-recurrent purposes makes the authority difficult to oversee and makes its use unaccountable, the Committee has concluded that it is appropriate at this time to repeal it and replace it with specific new authorities for activities which the Committee feels need support.

The CHC provisions were contained in a similar bill (H.R. 14214) passed in 1974 by the previous Congress but pocket vetoed by the President after adjournment. The vetoes not only raise questions concerning the President's willingness forthrightly to implement the 1975 Act, but also illustrate fundamental differences between the Executive and Congress concerning health legislation. In responding to Presidential criticism that the Act (S. 66) authorized a program which duplicated services already available under Medicare and Medicaid, incurred excessive costs and was inconsistent with his budget, the Senate Committee on Labor and Public Welfare stated:⁴

S. 66, in fact, is designed to carefully avoid paying for any service that is reimbursable under public or private insurance programs, and would automatically reduce the grant to a center if Medicare or Medicaid coverages were to become available for services and patients that the center offers. The Committee, therefore, sees no merit whatsoever in the Administration contention that these S. 66 programs are duplicative. . . .

The bill is aimed at assisting communities which otherwise could not obtain the kinds of health services described in the bill. The real inequity in health is the fact that while some communities are rich in health services—others can not even obtain basic care because services are not available. The Community Health Center and Migrant Health Centers programs, in fact are aimed at Americans who might otherwise be unable to secure decent health care at all. Unfortunately in recent years shortages of funds have prevented the start-up of enough migrant and community health centers to serve all of the populations in our nation who urgently need such services.

However, the Committee believes it makes no sense whatever to eliminate the centers we have, or cut them back substantially, just because the Administration budget is not at this point ready to assist everyone who needs it. That, however, seems precisely the substance of the Administration's argument.

S. 66 proposes instead to perfect and maintain existing centers and to move steadily ahead with the establishment of new services in areas of highest need.

Differences between the Executive and Congress concerning health legislation are further illustrated in the treatment of community mental health centers (CMHC). The CMHC Amendments of 1975 were enacted into law as Title III of Public Law 94-63. The President, in vetoing the legislation, opposed the CHMC program for the same reasons he opposed the CHCs. Congress, by overriding the veto, supported the Committees' views that the Federal government should

⁴ U.S. Congress. Senate. Committee on Labor and Public Welfare. Nurse Training and Health Revenue Sharing and Health Services Act of 1975; Report to accompany S. 66. Washington, U.S. Govt. Print. Off., 1975. (94th Congress, 1st session. Senate. Report No. 94-29). p. 7.

still provide initial staffing grants to the centers and that the program should be nationwide, not a demonstration as the Department of Health, Education, and Welfare (HEW) viewed it.

Although the Administration did not request funding for fiscal 1976 to implement the provisions of Public Law 94-63, Congress in the Supplemental Appropriations Act, 1976 (Public Law 94-157) provided \$53.5 million for CMHS grants, \$196.6 million for CHCs, and \$17.1 million for the National Health Service Corps.

Again, in the 94th Congress, an array of national health insurance proposals was introduced. Although none of the bills was reported from Committee, many reflect a concern that the current health delivery system has created an uneven allocation and distribution of health resources in the United States.

Health Planning and Resources Development: Implementation

During 1974 Congress enacted the National Health Planning and Resources Development Act (Public Law 93-641),⁵ which established a new three year, nationwide Federal, State and areawide system of health planning and resource development programs.

An initial step toward implementation of the 1974 Act was the designation by the Secretary of Health, Education, and Welfare, upon recommendations by the Governors, of 211 health service areas in as many regions in every State, the District of Columbia, and the trust territories. HEW current funds 218 comprehensive health planning agencies but this network will be replaced by 211 health systems agencies (HSA) in the newly designated service areas.

In promulgating regulations setting the guidelines for HSA eligibility, the Department permitted extensive involvement in the program by States and counties. The law empowers HEW to designate in each area one of the three kinds of HSAs—private nonprofit corporations, public regional planning bodies or single units of general purpose government. The regulations⁶ offer counties and regional planning bodies the opportunity to dominate those HSAs that are designated as public agencies.⁷

This recent interest by States and counties in health planning reflects their desire to get involved in health planning before the anticipated adoption of national health insurance. It is too early to tell the effects of the regulations on the nature of future health service delivery. It is likely, however, that regional councils and existing health planning agencies may in the future be playing a minor role to that of counties and States who will likely be the prime sponsors in the planning and delivery of health care.

HMO Oversight

The health maintenance organization (HMO) is becoming increasingly important as an instrumentality for areawide health planning. The Health Maintenance Organization Act of 1973 (Public Law

⁵ See, U.S. Congress, Joint Economic Committee, *Toward a National Growth Policy: Federal and State Developments in 1974*, Washington, U.S. Govt. Print. Off., 1975. (94th Congress, 1st session, Joint Committee Print), pp. 8-9.

⁶ 40 Federal Register 48802, October 17, 1975.

⁷ Iglehart, John K. State, County Governments Win Key Roles in New Program. *National Journal Reports*, v. 7, November 8, 1975: 1533-1539.

93-222) authorizes a five year program of Federal assistance for the development of HMOs by both public and private entities. Through pre-paid plans, HMOs provide members with a range of medical services within a single organization.

In reporting out the Health Maintenance Organization Act of 1975, the House Committee on Interstate and Foreign Commerce expressed disappointment with HEW's progress in administering the program. The committee's proposed legislation (H.R. 9019), as approved by the House and referred to the Senate, extends the Federal assistance to HMOs for two years through 1980 and is "intended to correct identified deficiencies in the original law, improve the administration of the program, and generally make HMO's meeting the law's requirements more competitive with traditional insurance programs and health delivery systems".⁸ Specifically citing an inefficient administrative structure within the Department, the committee proposes the establishment of a single unit within HEW to assist HMOs.

In November 1975, the General Accounting Office (GAO) published an evaluation of 38 HMO projects in 14 States which received demonstration funding from HEW and the Office of Economic Opportunity (OEO) through a variety of statutory authorities that existed prior to the passage of Public Law 93-222.⁹

The report concluded that HEW's HMO development program had made some positive impact and identified areas that needed improvement. By October 1974 about one-third of the 84 projects had reached the operational stage and were providing services to 177,000 enrollees. Although access to the Medicaid enrollment market is an important factor for success, especially for HMOs operating in low-income areas, the report noted that overreliance on Medicaid has caused problems. In addition, successful marketing, large enrollment, and quality administration are all crucial factors if an HMO is to become self-sustaining.

The GAO examined six community health networks (CHN), pre-paid group practices developed by OEO in low-income areas serving populations of 100,000 to 200,000. It concluded that the CHN program had only minimal accomplishments, stating that of the 14 original projects, three had been dropped or redirected by HEW as of October 1974 and of the remaining 11 projects, only four were providing services on a prepaid basis to a total of 12,500 enrollees. GAO's findings suggest that providing health care in poverty areas through HMOs is extremely difficult and that special attention must be given if the program is to be successful.

Services to Older Americans

During 1975, Congress enacted the Older Americans Act Amendments of 1975, which the President signed into law on November 28, 1975 (Public Law 94-135). Although the most controversial element of the law (Title III) prohibits age discrimination in activities receiving

⁸ U.S. Congress. House. Committee on Interstate and Foreign Commerce. Health Maintenance Organization Amendments of 1975; Report to Accompany H.R. 9019. Washington, U.S. Govt. Print. Off., 1975. (94th Congress, 1st session. House. Report No. 94-518). p. 3.

⁹ U.S. General Accounting Office. Effectiveness of Grant Programs Aimed at Developing Health Maintenance Organizations and Community Health Networks: Report to the Congress by the Comptroller General of the United States. [Washington], 1975. (B-164031(4), November 21, 1975).

Federal money, a number of other provisions address the service needs of the elderly and the delivery and coordination of programs.

Beginning in fiscal year 1977, States must commit at least 20 percent of the Federal funds allocated to them under Title III of the Older Americans Act of 1965, as amended, to four priority elderly service categories—transportation, home care, legal services and residential renovation and repair. State and area agencies on aging are not required to deliver these services directly, but use funds to stimulate and coordinate service provision in these priority groupings. Title III programs are authorized at \$180 million in fiscal year 1976, \$231 million in fiscal year 1977 and \$287 million in fiscal year 1978.

In noting the importance placed on these service categories, the Conference reported:¹⁰

Finally, the conferees note that the conference substitute is based in part upon a survey taken by the Congressional Research Service at the direction of the House Committee on Education and Labor. The survey inquired of State agencies on aging as to how their funds are being used. With 49 of 56 States and jurisdictions responding, it was found that 10 States are currently spending less than 20 percent of their funds in the four priority areas designated in the House bill. Eight States are spending more than 20 percent but less than 33½ percent. Thirty-one of the States are already spending more than 33½ percent of their State plan allotment to provide the four priority services and thus presumably will not be affected by the conference substitute language. Many of the States that are spending heavily in these four areas are concentrating their resources primarily on transportation for the elderly. While the conferees are in agreement that transportation is a vitally important service to older people, it is hoped that all States will also expand their activities to cover the other three priority services, as well, to the extent that funds permit.¹¹

Also, according to the law, State and area agencies on the aging may enter "pooling agreements" with other authorities in order to provide services to meet common transportation needs.

Although no specific provisions in the Act address the needs of rural areas, the Conferees expressed their belief that States have a responsibility to give special attention to the problems and needs of the rural elderly when developing State priorities.

Community Action

For a decade, Community Action Agencies (CAA) have served as umbrella anti-poverty organizations providing services to the poor on an areawide basis. From 1964 through 1974, the Office of Economic Opportunity administered the CAAs under the authorization of the Economic Opportunity Act of 1964, as amended. Effective January 4, 1975, the CAAs began to be administered by the Community Services Administration, the successor agency to OEO, under the authorization of the "Headstart, Economic Opportunity, and Community Partnership Act of 1974" (Public Law 93-644). CAAs are eligible to receive grants from legislative programs administered by numerous agencies, including the Department of Agriculture, the Department of Commerce, the Department of Health, Education, and Welfare, the Department of Housing and Urban Development, the Department of

¹⁰ U.S. Congress. House. Committee on Conference. Older Americans Amendments of 1975; Conference report to accompany H.R. 3922. Washington, U.S. Govt. Print. Off., 1975. (94th Congress, 1st session, House Report No. 94-670). p. 28.

¹¹ Id., p. 91.

Transportation, ACTION, Appalachian Regional Commission, Legal Services Corporation, and the Small Business Administration.¹²

Today, approximately 865 community action agencies exist throughout the country, including three (North Dakota, Montana and Utah) which are also State Economic Opportunity Offices;¹³ 770 CAAs are established as private nonprofit corporations and 95 are public nonprofit corporations. They are evenly split between rural and urban areas and serve 75 percent of the 3,141 counties in the United States. They cover a total area in which approximately 81 percent of the nation's poor reside.

In enacting Public Law 93-644 in 1974, Congress provided that the Federal share of financial assistance in CAAs would be lowered, with a corresponding increase in the local share requirement. The existing 80 percent Federal to 20 percent local matching requirement would, by fiscal 1977, be reduced to a 70-30 ratio. As a result of 1975 hearings, the House Committee on Education and Labor reported that "with the combined impact of inflation and shrinking revenue brought about by present economic conditions throughout the country, State and local governments are not in a position to increase their contribution to community action programs."¹⁴ In November, the House voted to restore the 80 percent-20 percent match and sent the measure to the Senate.¹⁵

Public Law 93-644 permits the President to submit to Congress a reorganization plan to transfer CSA to the Department of Health, Education and Welfare, effective unless rejected by Congress through a joint resolution. Although the President did not submit a reorganization plan during 1975, uncertainty as to whether or when the agency will be transferred has been a major obstacle hindering its effectiveness.¹⁶ In addition, critics have charged alleged personnel abuses exist within CSA and have questioned whether the Administration takes the program seriously.¹⁷

Manpower Programs

Through the Comprehensive Employment and Training Act of 1973 (CETA) the bulk of the responsibility for operating manpower programs nationwide has been shifted to the State and localities. Consequently, Federal activities have been directed toward developing administrative procedures, providing technical assistance and guidance, assuring proper adherence to regulations, and conducting general oversight and evaluation functions.

¹² A listing of Federal programs for which CAAs are eligible appears in National Center for Community Action. *Where the Money Is: Federal Funding Guide for Community Action Agencies and Non-Profit Organizations*. Washington, National Center for Community Action, 1975.

¹³ See, U.S. Community Services Administration. *Directory; Community Action Agencies and State Economic Opportunity Offices*. Washington, U.S. Govt. Print. Off., 1975.

¹⁴ U.S. Congress. House. Committee on Education and Labor. *Restoration of Federal Matching Share for Community Action Programs; Report to accompany H.R. 8578*. Washington, U.S. Govt. Print. Off., 1975. (94th Congress, 1st session. House. Report No. 94-620). p. 1.

¹⁵ Congressional Record, v. 121, November 19, 1975: H11437-11445.

¹⁶ National Advisory Council on Economic Opportunity. *Eighth Annual Report*. Washington, National Advisory Council on Economic Opportunity, June 30, 1975. p. 23.

¹⁷ *Id.*, p. 9, and U.S. Congress. House. Committee on Government Operations. *Manpower and Housing Subcommittee. Alleged Personnel Abuses in the Community Service Administration*. Hearings, 94th Congress, 1st Session. July 9, 10, and September 8, 1975. Washington, U.S. Govt. Print. Off., 1975. *passim*.

Manpower program activities by the States and localities are conducted under three titles. Title I authorizes prime sponsors to provide comprehensive manpower services—e.g., training, employment, counseling, testing, and placement—in their communities. In fiscal year 1976 about \$1.3 billion has been allocated to 430 prime sponsors for this purpose. An additional \$37.6 million in fiscal year 1976 has been allocated under Title I among 115 eligible units in the form of incentive payments for the formation of consortia to encourage multi-jurisdiction coordination. Titles II and VI provide funds for the conduct of transitional or temporary public service employment programs, with funds distributed among areas of high unemployment. Fiscal year 1976 allocations amount to \$479 million under Title II (415 jurisdictions) and \$1,623 million under Title VI (430 jurisdictions). The distribution of fiscal year 1976 funds under CETA is shown in the following table:

ALLOCATION OF CETA FUNDS,¹³ FISCAL YEAR 1976

[In millions]

Type of prime sponsor	Total	Title I	Title II	Title VI
Cities.....	\$705.0	\$281.0	\$106.1	\$317.9
Counties.....	637.8	229.3	85.5	323.0
Consortia.....	924.1	356.0	125.5	432.6
Balance of State.....	1,001.1	391.8	136.4	472.9
Statewide.....	122.2	46.2	18.1	57.9
CEP's and others.....	32.9	7.2	7.0	18.7
Total.....	3,423.1	1,321.5	478.6	1,623.0

¹³ Source: U.S. Department of Labor, Employment and Training Administration.

NUMBER OF PRIME SPONSORS

Type of prime sponsor	Title I	Title II	Title VI
Cities.....	63	62	63
Counties.....	173	165	173
Consortia.....	135	130	135
Balance of State.....	50	49	50
Statewide.....	5	5	5
CEP's and others.....	4	5	5
Total.....	430	415	430

Organizationally, CETA contains a number of provisions designed to promote area or Statewide planning and coordination. Local planning councils, for example, are required and consist of community representatives (such as clients groups, business, labor and education) to assure broad participation in the planning and decision-making process. At the State level, State Manpower Services Councils (SMSC) have been established for the purpose of reviewing local plans and linking them with State services in order to improve the effectiveness and coordination of State and local program activities.

Actions were underway in 1975 in a number of States toward achieving greater harmonization of efforts on a multi-jurisdictional basis, a few examples of which follow. In Virginia, the State is using a portion of its funds to develop a management information system

that can be used by all prime sponsors in assessing program management and efficiency. Virginia has also used State funds to expand the job bank system so that prime sponsors, as well as the State Employment Security Agency, have access to this data, thus eliminating costly duplication. In Pennsylvania, the State has provided funds to enable the stationing of Veterans Employment Representatives in local employment service offices, so that veterans throughout the State are assured priority service in placement efforts. And in Michigan, Wayne County and the city of Detroit have signed an agreement in order to sponsor a pre-trial intervention program.

Allied Services Act

At the request of the Administration the Allied Services Act of 1975 was introduced in the House and Senate.¹⁹ Earlier versions of the bill have been proposed since 1966.

The stated purpose of the Act is to "encourage and assist States and localities to develop, demonstrate, and evaluate means of improving the utilization and effectiveness of human services through integrated planning, management, and delivery of those services in order to achieve the objectives of personal independence and individual and family economic self-sufficiency."²⁰

The proposed Act authorizes grants to State and local governments for a maximum of two years to develop plans for programs to demonstrate the coordination of the delivery of services. States and local governments with approved allied services plans are allowed to transfer a portion of their funds from one HEW program to another, under specified conditions. Since the bill proposed a limited demonstration program, a requirement in earlier bills that the Governor divide the entire State into distinct service areas has been deleted.

According to HEW, the Act constitutes an important part of the Department's efforts to assist State and local governments in building their capacity to plan and manage their human service programs in a more coordinated, effective and efficient manner. Congress will likely take up the bill during the second session.

Regional Development Act of 1975

The Regional Development Act of 1975 (Public Law 94-188) adds a new section 225 on the Appalachian State Development Planning Process, which in part directs the existing local development districts (LDDs) to assist the States in the coordination of areawide programs and projects. LDDs, which are certified under Section 301 of the Act, are multicounty organizations for economic development which serve as linkage between State and substate planning.

The areawide action program is a relatively new refinement in the development planning process which receives special attention in the 1975 Amendments. Section 225 specifically directs the Commission to "encourage the preparation and execution of areawide action programs

¹⁹ S. 2489 introduced October 7, 1975. H.R. 9981 introduced October 2, 1975.

²⁰ Javits, Jacob. Remarks in the Senate. Congressional Record, v. 121, October 7, 1975: 17603.

which specify interrelated projects and schedules of actions together with the necessary agency funding and other commitments to implement such programs.”²¹ According to the Senate Report on the bill:²²

The new provision emphasizes overall regional goals and the strengthened participation of political subdivisions and the general public in the preparation of State Development Plans. It is intended to enhance the role of local development districts, along with increased consideration of the goals and objectives of local units, of governments and citizen groups. Amendments to section 302 provide assistance to prepare State development plans as part of this process, as well as specifying that grants for administrative expenses of local development districts may include costs for development of areawide plans or action programs and technical assistance activities.

TRANSPORTATION

National Transportation Policy

In 1975, Congress delayed enacting major new comprehensive legislation that would define more clearly a Federal transportation policy. Instead it debated and passed separate measures pertaining to highways, mass transit, and railroads, as discussed below.

In a major policy statement, the Administration indicated three areas of high priority in transportation policy; making automobiles more energy-efficient, ensuring that the railroads and the airlines survive economically and improving urban mass transportation.²³ The policy recognizes that the automobile is going to remain the chief means of passenger travel, that Federal subsidies should be primarily short-term efforts to make specific transportation systems self-supporting, that the railroads and airlines need to be consolidated through mergers and that the regulatory framework needs to be altered in an effort to restore more competition.

The Statement addresses the effective use of public resources on a multi-jurisdictional basis in two ways. First, the Statement indicates that there is a need for a more rational assessment and evaluation of transportation alternatives, coupled with reform of those regulatory and administrative barriers which divert public (and private) funds from their most effective uses. Secondly, it indicates that “the planning and operation of public transit must be conducted on a coordinated, metropolitan-wide basis” and that Federal funding give preference to “localities that demonstrate effective processes for revolving jurisdictional conflicts”. The intent of this thrust is to place transportation planning and programming on a plane which maximizes the efficiencies and benefits which accrue through the analysis and application of transportation at a scale consistent with the areawide impact of transportation systems.

During the next two years, Congress can be expected to reexamine current transportation policy. This reexamination began in 1975 when the Senate Transportation Subcommittee held hearings on the

²¹ Public Law 188, 94th Congress, Section 118, 40 U.S.C., app. 301; 89 Stat. 1084.

²² U.S. Congress, Senate, Committee on Public Works, Regional Development Act of 1975. Report together with Additional Views to Accompany S. 1513. Washington, U.S. Govt. Print. Off., 1975. (94th Congress, 1st session, Senate, Report No. 94-278), pp. 9-10.

²³ William T. Coleman, Jr., Secretary of Transportation, “Statement of National Transportation Policy,” September 17, 1975. Washington, U.S. Govt. Print. Off., 1975. 53 pp.

future of the highway program.²⁴ Although the subcommittee did not report out comprehensive legislation, it is likely to pick up the debate on the highway program prior to the September 30, 1977 expiration date of the Highway Trust Fund.

The Administration's proposals for revising the highway aspect of existing policy were contained in a legislative package submitted to Congress in the summer. Its provisions include amending the Federal Aid to Highways Act by:²⁵

Extending the Highway Trust Fund indefinitely but reducing its income to that which is raised by one cent of the Federal gasoline tax and limiting its use to the interstate highway system;

Sending revenues from two cents of the Federal gasoline tax to the general fund, to be used for any purpose (not necessarily transportation) depending upon annual Congressional appropriations;

Repealing the remaining one cent of the current four cents per-gallon tax in those States which increase their own gasoline tax by one cent or more after September 30, 1976.

Consolidating the more than 30 Federal-aid highway programs into four (interstate, urban, rural, and safety) with some flexibility for transit uses in the urban and rural programs.

Paying for all transportation programs except the interstate from the general fund.

As required by the Department of Transportation Act of 1966, HUD and DOT submitted their joint annual report on urban transportation policies and activities. This year, the report, one page in length, recited areas of coordinated activities and did not focus on policy.²⁶

Federal Aid to Highways Act

In December, the House and the Senate passed separate bills that, among other provisions, extended for two years the Federal aid highway programs. By the year's end, a conference committee was scheduled to settle the differences between the bills. The House bill (H.R. 8235) retains the existing highway programs and increases flexibility for transferring funds between categories, while the Senate bill (S. 2711) consolidates the existing highway programs into four more general categories.

Both bills are interim in nature, and do not address many of the major emerging issues in developing a national transportation policy. By extending the highway trust fund for two years, for example, the bills do not attempt to evaluate the merits of the major element of existing Federal policy.

Both bills contain provisions allowing money previously earmarked for interstate routes to be withdrawn and transferred to other projects. This type of transfer was previously limited to mass transit projects only. Under the new bills, localities will be able to use the funds for whatever alternative transportation project will best suit the area's need. Additionally, the House bill attempts to promote more efficiency transportation planning by allowing urban areas that

²⁴ U.S. Congress, Senate, Committee on Public Works, Subcommittee on Transportation, Future of the Highway Program, Hearings, 94th Congress, 1st session, Part I, May 24, June 16, July 14, and 17, 1975; Part II, July 18, 21, 24, 28, 29, 30, and 31, 1975. Washington, U.S. Govt. Print. Off., 1975.

²⁵ S. 2078, introduced by Senator Baker, by request, July 10, 1975.

²⁶ U.S. Congress, House, Urban Transportation Policies and Activities, Message from the President of the United States. (House Document No. 94-260). Washington, U.S. Govt. Print. Off., 1975.

reject an interstate segment to transfer funds to alternative transportation modes.

During debate both in the House committee and on the floor, the role of metropolitan planning organizations (MPO) was discussed. The House voted down an amendment to H.R. 8237 which would have expanded the role of MPOs and permitted direct application of urban governments for highway money if the State failed to act.²⁷ The bill instructs the Secretary of the Department of Transportation to undertake a study of the transportation planning process at the local level.

Mass Transportation Assistance

In September, the Senate approved legislation to provide public transit operating assistance to non-metropolitan areas (S. 662).²⁸ Five hundred million dollars is authorized to non-metropolitan areas through the National Mass Transportation Act to be used for both capital assistance and operating subsidies. At present, funds are limited to capital assistance. The bill contains language further to strengthen the Federal policy commitment to providing accessible transportation for the elderly and the handicapped. At year's end an identical bill was pending in the House Public Works Committee.

The Urban Mass Transportation Administration (UMTA) within the Department of Transportation issued in August a notice of proposed policy on "major urban mass transportation investments".²⁹ Stating that Federal funds should be effectively and efficiently utilized, the statement details the criteria UMTA will use to determine eligibility for Federal assistance. They include an analysis of transportation alternatives, long range planning that examines transportation demands at different geographic levels (neighborhood, community, regional, etc.) and integrates different transit services, incremental development plans within a long-range plan, improved management for existing transportation system, systems evaluation and public involvement.

UMTA also issued regulations on elderly and handicapped transportation services³⁰ and on a policy of multi-year funding.³¹

Planning Assistance and Standards: Regulations

In September, the Federal Highway Administration (FHWA) and the Urban Mass Transportation Administration (UMTA) jointly issued the final regulations on urban transportation planning and on transportation improvement programs.³² The regulations attempt to unify the certification and planning requirements of both agencies and eliminate duplications of financial and technical assistance.

The functions and duties of Metropolitan Planning Organizations (MPO) are detailed in the regulations, which also specify the elements

²⁷ Congressional Record, v. 121, December 18, 1975: 12961.

²⁸ See Harrison A. Williams, Remarks in the Senate, Congressional Record, v. 121, February 11, 1975: 1786; U.S. Congress, Senate, Committee on Banking, Housing and Urban Affairs, The National Mass Transportation Assistance Act Amendments of 1975, Report to accompany S. 662, Washington, U.S. Govt. Print. Off., 1975. (94th Congress, 1st session, Senate Report No. 94-365).

²⁹ 40 Federal Register 32545, August 1, 1975.

³⁰ 40 Federal Register 8314, February 26, 1975.

³¹ 40 Federal Register 2533, January 13, 1975.

³² 40 Federal Register 42975, September 17, 1975.

that should be included in the urban transportation process. The regulations state that emphasis should be given to the need carefully to analyze existing conditions.

The transportation improvement program is to serve as a tool for implementing a transportation plan. It requires the cooperation of the planning and implementing agencies involved and includes preparation of lists of the multimodal projects which are to be implemented during the next year as part of a positive program to bring the plan to life.

The regulations make a transportation system management (TSM) plan a mandatory inclusion for the UMTA program approval. Under the TSM an area should include operational, pricing or regulatory actions as methods to improve the overall transportation system in the short-run.

Railroad Revitalization

During 1975, the Congress enacted or considered several pieces of legislation aimed at improving the nation's railroads.³³ Today, rail services operate with outdated equipment and are plagued by high servicing costs and increased competition from trucks. In addition a shift in the national economy to sectors that tend not to produce much new traffic of a type usually suited to conventional rail transport has hurt the railroads.³⁴

The development of a viable rail system in the U.S. could be expected to have an influence on the nation's settlement patterns. While the automobile and truck have spurred suburban growth during the past few decades, a revitalized rail system could have the effect of bringing people and industry back to urban centers. But given the problems facing the railroads today, this development is not likely to occur.

The Regional Rail Reorganization Act of 1973 established an organization structure and interim financial assistance designed to acquire and reorganize properties owned by the bankrupt railroads in the Northeast and Midwest and to operate them as an efficient, profit-making entity or entities. The Regional Rail Reorganization Act Amendments of 1975 (Pub. L. 94-5) increased to \$282 million the level of Federal funds to insure the continuation of essential rail services in the Northeast and Midwest, pending the implementation of a final reorganization system plan.

Under the 1973 Act, seven bankrupt railroads are subject to reorganization.³⁵ They report combined losses at an average rate exceeding \$1.2 million per day. As required by the 1973 Act, a plan and recommendations for the reorganization were submitted to Congress by the United States Railroad Association (USRA), a new agency

³³ Other Congressional actions in 1975 include H.R. 10631, a bill to amend the Urban Mass Transportation Act of 1964 to authorize financial assistance for emergency rail passenger service operating assistance, reported to the House, by the Committee on Public Works and Transportation, December 15, 1975; the Federal Railroad Safety Authorization Act of 1975, (P.L. 94-56), signed by the President July 19, 1975; and the Railroad Revitalization and Regulatory Reform Act of 1976 (P.L. 94-210), which was in conference when the first session of the 94th Congress adjourned.

³⁴ Overviews of prospects and problems facing the rail industry are: Boorstin, David. *Railroad Reorganization*. Washington, Editorial Research Reports, v. 1, March 7, 1975; Hilton, George W. *The Northeast Railroad Problem*. Washington, American Enterprise Institute for Public Policy Research, 1975; U.S. Congress. House. Committee on Interstate and Foreign Commerce. *Northeast Rail Problem*. (Committee print). Washington, U.S. Govt. Print. Off., 1975.

³⁵ Penn Central, Reading, Lehigh Valley, Central of New Jersey, Ann Arbor, Lehigh & Hudson River, and Erie Lackawana.

created by the 1973 Act.³⁶ The final system plan (FSP), prepared by USRA, delineates a preferred system structure, projects future capital and operating costs and revenues, and details a capital structure and financing plan for the Consolidated Rail Corporation (ConRail), a for-profit corporation authorized by the 1973 Act.

On November 10, 1975, the FSP as submitted to Congress by the USRA became effective. It recommends that the Federal Government invest \$1.85 billion in ConRail through the purchase of debentures and preferred stock. ConRail would use these funds to supplement its own internal cash flow to improve services and modernize and rehabilitate the properties acquired from the bankrupt railroads. The FSP proposes that the \$1.85 billion Federal funding for ConRail be met by issuing \$1 billion of debentures and \$850 million of Series A Preferred Stock, both to pay annual interest or dividends at 7.5 percent.

The Amtrak Improvement Act of 1975 (Pub. L. 94-25) requires the board of directors of the National Railroad Passenger Corporation (Amtrak) to develop a set of criteria and procedures under which Amtrak would be authorized to add or discontinue rail passenger routes and services and requires that such criteria must include methods of evaluating the economic and environmental impact of any addition or discontinuance of inter-city rail passenger service. The statute authorizes fiscal year 1975 appropriations for operating and capital expenditures of \$597 million, a \$63 million increase over the current level. Five hundred and ninety million dollars is authorized for fiscal year 1976 and the transition period, and \$465 million for fiscal year 1977.

The Council of State Governments has identified a number of the factors leading to the decline of the railroads:³⁷ Problems of resource depletion; increasing labor costs and labor rules; general failure of the railroads to maintain lines and tracks; poor investment decisions; increasing competition from truck transport; changes in the location of markets; initial overconstruction and capitalization; government subsidies to other transport modes; inflation; the economic burden of passenger operations; less than carload shipments; poor service; and burdens of regulation and the lack of flexibility in existing regulatory controls.

It is too early to tell whether ConRail can remedy these problems. Much will depend on ConRail's ability to reorganize the nation's railroads and the level of subsidy given it to accomplish its task.

ACIR Report on Balanced Transportation

In January 1975, the Advisory Commission on Intergovernmental Relations issued *Toward More Balanced Transportation: New Intergovernmental Proposals*, a 300 page report focusing on coordinated transportation planning at the regional level.³⁸ In explaining why the study chose a regional focus, the report states:

Perhaps the most difficult transportation problems appear at the regional level—in both metropolitan and non-metropolitan areas. Here, there usually is

³⁶ United States Railway Association. Final System Plan. Washington, Govt. Print. Off., July 26, 1975; and United States Railway Association. Final System Plan: Supplemental Report. Washington, Govt. Print. Off., September 1975.

³⁷ Council of State Governments. The States and Rural Rail Preservation. Lexington, Kentucky, Council of State Governments, 1975, p. 1.

³⁸ Advisory Commission on Intergovernmental Relations: *Toward More Balanced Transportation: New Intergovernmental Proposals*. Washington, U.S. Govt. Print. Off., 1975.

no authoritative governmental mechanism which can integrate the various transportation modes to assure the efficient movement of people and goods within the whole region, and to coordinate these transportation systems with the overall community development objectives.³⁹

The ACIR study recommends the following nine point program:⁴⁰

1. The Federal urban system, secondary highway system, and mass transportation programs should be merged into a single block grant to be distributed among metropolitan and non-metropolitan regions largely according to a formula based primarily on population.

2. This new unified grant program could be used for any mode and for either capital or operating purposes, and it would be supported by a combination of earmarked monies from the national Highway Trust Fund and by Congressional appropriations from the general fund.

3. The funds would be channeled through the states for regions wholly within a single state if the state has—as the Commission believes every state should—a strong intermodal DOT responsive to overall policy control by the governor, and a substantial intermodal program of financial assistance for regional systems; funds would go directly to the regional planning bodies in those states not meeting these criteria and in all interstate regions.

4. Ultimately the funds would be passed on to the appropriate construction, maintenance, and operating units, and perhaps even to the individual transportation users, by designated regional planning bodies in accordance with their own plans and policies.

5. All of the regional bodies designated for these important Federal aid roles would be required to have well defined authoritative decision making powers, but their form could vary: a strengthened regional council similar to the one in Minneapolis-St. Paul, a city-county consolidated metropolitan government like that in Jacksonville, Nashville, and Indianapolis, or even a state agency, in some cases working closely with the locally controlled regional body having responsibilities under the state's substate districting system and OMB Circular A-95.

6. These regional bodies would have expanded powers to plan and program regional transportation systems and to initiate and/or approve or disapprove transportation projects in accordance with their comprehensive regional plans and policies; they also would be empowered to monitor and participate in the regulatory proceedings of bodies which set transportation fares and prices, community development controls, environmental controls and other related rules, so that regulatory decisions will be more likely to be coordinated with comprehensive planning policies.

7. The states would authorize an areawide intermodal transportation authority which would have the power to raise funds, coordinate and assist the activities of existing transportation provider organizations, subsidize certain classes of transportation users—like the elderly or the poor—and directly provide such needed transportation facilities or services as may otherwise be unavailable. These authorities could exercise their powers only in accordance with decisions of the regional policy bodies.

8. State and local transportation financing policies should be made more flexible, so that impediments removed from the Federal aid programs would not be perpetuated by outdated state and local limitations.

9. Finally, the Congress and state legislatures should consider consolidating the various transportation regulatory bodies they have established, creating single intermodal ones charged with considering—in addition to economic criteria—modal productivity and efficiency, energy conservation, desired community development, environmental protection, enhanced mobility, and improved access.

ENVIRONMENTAL PROTECTION

Environmental matters lend themselves to areawide solutions, since many of the problems affecting air, water, land use and other environmental concerns are clearly interjurisdictional in nature. A number of Federal environmental programs utilize areawide agencies at the

³⁹ Id. p. 2.

⁴⁰ Id. p. 2.

local level to plan and impelement projects. It became clear in 1975 that in order to be effective, these various efforts needed to be coordinated and, if possible, conducted by the same agency.

Regional institutions, existing or newly created, can also play a significant role in State-mandated land use planning and regulation. For example, in Massachusetts:⁴¹

Interest in new land use control systems has converged with the movement toward new institutions at the regional level. The state's Regional Planning Agencies have gained significant functions in recent years, and some of these agencies are likely to evolve into general purpose regional governments. Enactments of new land use legislation can hasten the development of regional institutions, if such legislation assigns significant responsibilities to the regional level of government. At the same time, the potential ability of regional institutions to play a major role in a non-localized land use system is a factor in deciding whether to set up such a system.

Areawide Waste Treatment Management

During 1975, the Environmental Protection Agency (EPA) began implementing Section 208 of the Federal Water Pollution Control Act Amendments of 1972, which created a major planning program for areawide waste treatment management planning.⁴² By the end of June the agency had designated about 145 regional agencies as planning agencies under the 208 program. Agreements between EPA and HUD and the Army Corps of Engineers were attempts to coordinate Section 208 with related planning activities.⁴³

On June 5, 1975, the U.S. District Court for the District of Columbia held that each State must act as a planning agency under Section 208(a) (6) of the Federal Water Pollution Control Act⁴⁴ for all areas not already designated as causing substantial water quality problems.⁴⁵ In effect, the States are required to do exactly what planning organizations designated under other subsections of the Act are required to do, i.e., develop and implement areawide pollution control management plans.

The court's ruling ensures that rural, agricultural, mining and forest areas are not eliminated from waste treatment management planning even though a preference is given under the Act to urban-industrial problem areas.⁴⁶ The court further held that it is a national goal under the Federal Water Pollution Control Act to restore and maintain the nation's waters so that by 1983 they will be fit for human recreation and wildlife propagation.

The program's regulations, promulgated in late November, discuss how Section 208 agencies will be designated, how grants will be provided to State and areawide planning agencies, and how actual plans will be developed.⁴⁷ Within 60 days from the date of publication of the regulations, governors must notify chief elected officials of local

⁴¹ Brown, George D. State Land Use Laws and Regional Institutions. *Environmental Affairs*, v. 4, Summer 1975: 393.

⁴² For discussion of the Section 208 program, see U.S. Congress, Joint Economic Committee, *Toward a National Growth Policy: Federal and State Developments in 1974*, pp. 19-20.

⁴³ See, Environmental Protection Agency, *Waste Treatment, Areawide Management Planning: Agreement between EPA and HUD*, 40 Federal Register 22302, May 22, 1975; Environmental Protection Agency, *Interagency Agreement, Final, on Water Quality Programs and Implementation Plans*, 40 Federal Register 2967, January 16, 1975.

⁴⁴ 33 U.S.C. § 1218(a) (6).

⁴⁵ *Natural Resources Defense Council, Inc. v. Train*, 396 F. Supp. 1386 (D. D.C., 1975).

⁴⁶ See 33 U.S.C. § 1255(a) (1); 40 C.F.R. §§ 126.10(a)-(b).

⁴⁷ 40 Federal Register 55321, November 28, 1975.

or regional general purpose governments if he intends to designate their areas. His decision must follow consultation with those local officials. Chief elected officials can petition the governor to reconsider his determination. Within 150 days, each governor must hold public hearings in the areas he intends or does not intend to designate and submit his decision to the EPA regional administrator.

The governor may allow the chief elected officials to request self designation directly from the regional administrator. Governors also may decide to designate States as the planning agencies. States then would have to provide a mechanism for genuine participation by local officials. At the minimum, a policy advisory committee would be created including a majority membership of representatives of chief elected officials of local units of government. The regulations require that areawide planning involving Section 208 must be completed for all non-designated areas by November 1, 1978.

Public Law 94-116, which the President signed October 17, 1975, appropriates \$53 million for the Section 208 program. These funds, which are to be used as the 75 percent Federal share of a project, will not be available for obligation until Congress passes an authorization bill. By year's end, the Senate had passed a bill to extend authorizations under the Federal Water Pollution Control Act and a similar bill was in House committee.⁴⁸

In addition, the National Association of Regional Councils has filed suit against EPA seeking release of approximately \$137 million in previous approved contract authority for Section 208 not spent during fiscal years 1973 and 1974.

Interagency Agreements

In March, the Department of Housing and Urban Development and the Environmental Protection Agency signed an interagency agreement to coordinate the land use aspects of HUD's 701 planning program and EPA's Section 208 areawide waste treatment management planning assistance program. A similar agreement was reached in February between HUD and the Office of Central Zone Management, National Oceanic and Atmospheric Administration, Department of Commerce.⁴⁹

Another agreement involves the Corps of Engineers, Department of the Army and EPA. It defines the relationship between areawide waste treatment management planning conducted by the Army Corps of Engineers under its Urban Studies Program and the 208 program of EPA.⁵⁰ The Urban Studies Program was instituted in 1972 when it was found that water resources and waste water management planning studies funded by the Corps were often duplicating or very closely related to planning and information generated by other Federally funded programs. Regulations issued in November 1975 specify that the national objectives of the program are to enhance national economic development and to enhance the quality of the environment.⁵¹ The Corps has no authority to provide planning grants, but it may con-

⁴⁸ S. 2710 passed Senate December 1, 1975. H.R. 9560 was introduced September 11, 1975, and referred to the Committee on Public Works and Transportation.

⁴⁹ See Chapter 6 for further discussion of these agreements.

⁵⁰ 40 Federal Register 2967, January 16, 1975.

⁵¹ 40 Federal Register 51147, November 3, 1975.

tract with State agencies, Corps offices, universities, and private consultants to provide the necessary assistance to State, local and regional planning agencies.

Clean Air and Solid Waste Bills—Proposed Areawide Agencies

During 1975 committees in both the House and Senate considered amendments to the 1970 Clean Air Act that would give more decision-making authority to local and regional governments, and that could involve the Section 208 agencies in air pollution control. By the close of the 1975 session, neither the House Commerce Subcommittee on Health and the Environment nor the Senate Public Works Subcommittee on Environmental Pollution had completed work on the proposed legislation.

Full implementation of the 1970 Act has been delayed because the Act has failed to require appropriate intergovernmental cooperation and consultation.⁵² Provisions in the pending bills would authorize regional groups to devise and implement air pollution control plans. The Senate bill uses as a model Section 208 of the 1972 Federal Water Pollution Control Act. Currently, the Clean Air Act does not require the approval of Environmental Protection Agency (EPA) proposed plans by the affected local or regional governments.

The House bill (H.R. 10498) stresses consultation with local officials. Section 305 requires States to set up a consultation process to provide local governments and regional agencies adequate opportunity for input into State-developed air quality plans. Each State would develop its own process. Section 306 provides that if the State fails to adopt and implement an approved air quality plan the EPA Administrator must do so. The Administrator could delegate enforcement authority for an EPA-promulgated plan to local governments within the State.

The Senate draft (S. 558) requires air quality management agencies for those areas in need of stringent transportation control strategies to combat air quality deterioration. EPA would designate these areas and governors would select areawide agencies to conduct the necessary planning. If the governor did not designate agencies, local elected officials could initiate the process and designate appropriate public regional agencies. If neither the State nor local officials initiate designation, the EPA Administrator could authorize the area's Section 208 water quality agency to undertake necessary air quality planning.

In April, the House Subcommittee on Transportation and Commerce held hearings on H.R. 5487, the Waste Control Act of 1975.⁵³ Among its other provisions, the proposed act encourages States to issue permits for waste facilities and to coordinate regional solid waste management efforts. States qualify for Federal assistance only if they establish a State solid waste management agency to implement a State strategy for waste control. Planning would be required at all levels of government, and especially by regional councils designated by Governors or self-designated by local elected officials.

During 1975, neither House adopted new solid waste management proposals, but final action is likely in 1976.

⁵² Magida, Arthur J. *New Clean Air Provisions Respond to Local Complaints*. National Journal Reports, v. 7, November 22, 1975: 1589-1594.

⁵³ U.S. Congress. House. Committee on Interstate and Foreign Commerce. Subcommittee on Transportation and Commerce. *Waste Control Act of 1975*. Hearings, 94th Congress, 1st Session, on H.R. 5487 (and all identical or similar bills) and H.R. 406 (and all identical or similar bills). Washington, U.S. Govt. Print. Off., 1975. 842 p.

AREAWIDE EQUITY AND GROWTH POLICIES

During 1975, the conflicts involved in providing equitable access to quality education and housing continued to plague the Nation, and the courts frequently were the setting for attempted resolution of these conflicts. As it became clear that housing patterns and educational quality were closely linked, the disparities between the elder central cities and their surrounding suburbs were the focus of proposed busing plans that would link suburban and central city school systems. No growth or slow growth plans designed to preserve the quality of life in certain communities were attacked in the courts as a violation of the constitutional right to travel. Final resolution of these conflicting aspirations will be difficult to achieve, and the struggle to reconcile them will probably face the political institutions of the country in the years ahead.

Access to Equal Education

In several cities across the Nation, 1975 saw continued controversy over the busing of school children to achieve equal educational opportunity. Many of the new busing plans involved suburban school systems as well as central city systems, on the grounds that there has been a direct relationship between governmental action and urban-suburban segregation in the Nation's major metropolitan areas.

In its first session, the 94th Congress enacted two laws that included provisions dealing with busing. Each contains language to prohibit the use of funds for busing or to force a school system, considered desegregated under the Civil Rights Act of 1964, to bus students to achieve racial balance. The Second Supplemental Appropriations Act (Public Law 94-32) makes appropriations for fiscal year 1975 for various agencies, departments, and other entities of the Federal Government. The Education Division and Related Agencies Appropriation Act (Public Law 94-94) appropriates specified sums for the Education Division and related activities.

Two amendments intended to limit the ability of the Department of Health, Education and Welfare to order pupil busing for desegregation purposes were added during Senate floor consideration on H.R. 8069, the Labor-HEW Appropriations bill for fiscal year 1976. One amendment prohibits HEW from requiring transportation for reasons of race ". . . unless such transportation is specifically required by a final decree of a court of law". The amendment also states that funds under the Labor-HEW Appropriations bill shall be used in a manner consistent with the Fifth and Fourteenth Amendments to the United States Constitution and Title VI of the Civil Rights Act of 1964. The Conference Committee eliminated this amendment, but retained one which prohibited HEW from requiring transportation of any student to a school other than the one closest to his home in order to comply with Title IV of the Civil Rights Act of 1964. By the end of the session, the bill had been vetoed by the President.⁵⁴

⁵⁴ Both Houses of Congress overrode the veto, enacting the bill as Public Law 94-206 in the following session, on January 28, 1976.

Court Action on School Desegregation

No written opinions were issued by the U.S. Supreme Court in 1975 on the many-faceted issues surrounding school desegregation and busing. However, on November 17, 1975, the High Court summarily affirmed, three Justices dissenting, a three-judge district court ruling in an action to desegregate the Wilmington, Delaware schools.⁵⁵ The district court ordered the governmental authorities to submit an interdistrict desegregation plan encompassing both the predominantly black Wilmington schools and other mostly white schools in New Castle County.

The district court pointed to two factors contributing to its finding of an "inter-district violation" under the U.S. Supreme Court's 1974 decision in *Miliken v. Bradley*.⁵⁶ First, the court found significant the pattern of historical interdependence between the city and county school systems. That is, school authorities had transferred students over the years between the city and suburbs, for various purposes, and maintained optional attendance policies resulting in segregation in city and suburban schools. This segregation of black and white students persisted despite the adoption by the Wilmington School Board of racially neutral geographical attendance zones.

Also significant, in the court's view, was the enactment by the State legislature of the Educational Advancement Act of 1968, 14 Del. C. § 1001 *et seq.* That law suspended for a limited time the ordinary procedures required for consolidation of school districts on the basis of certain criteria unrelated to race. The Wilmington School District, however, was expressly exempted from coverage. Although the court found no racially discriminatory purpose behind this exclusion, it did find that the statute "precluded the State Board from considering the 'integrative opportunities' of redistricting in New Castle County in any meaningful way".⁵⁷ Since the effect of the statute was to maintain the racial identifiability of the Wilmington and suburban New Castle County school districts it constituted an "inter-district violation" under *Miliken, supra*.

The U.S. Supreme Court granted certiorari in the case of *Pasadena City Board of Education v. Spangler* on November 11, 1975.⁵⁸ The Pasadena School Board had filed a motion seeking relief from a 1970 district court order which required that no school in the area enroll "a majority of any minority students." That order was based on a determination that the school system had been *de jure* segregated for sixteen years. In its motion seeking relief from the 1970 order, the school board contended that the quality of education in Pasadena had deteriorated under the plan; that the plan had brought about accelerated "white flight" from the district's schools; and, that a constitutionally unitary school system had been achieved in Pasadena. The district court denied the board's motion in its entirety and the Ninth Circuit Court of Appeals affirmed the lower court's ruling.

⁵⁵ *Evans v. Buchanan*, 423 U.S. 963 (1975); lower court decision at 393 F. Supp. 428 (D. Del. 1975).

⁵⁶ 418 U.S. 717 (1974); discussed in detail in U.S. Congress. Joint Economic Committee. *Toward a National Growth Policy: Federal and State Developments in 1974*, pp. 23-24.

⁵⁷ 393 F. Supp. at 442.

⁵⁸ No. 75-164; lower court decision at 519 F. 2d 430 (9th Cir., 1975).

In other judicial action, the U.S. Supreme Court refused to review lower court desegregation decisions involving the school systems of Louisville, Kentucky,⁵⁹ Indianapolis, Indiana,⁶⁰ Boston, Massachusetts,⁶¹ Dallas, Texas,⁶² and Dayton, Ohio.⁶³

Social scientists and other observers remain divided on whether busing really raises the level of educational attainment for ghetto children.⁶⁴ There is also considerable debate on the effect of busing on encouraging white families to move from the city to the suburbs.⁶⁵ Further empirical studies will be needed before conclusive statements can be made.

Access to Housing in Metropolitan Areas

The U.S. Civil Rights Commission reported in 1975 that racial discrimination in metropolitan housing markets has affected the development of these areas in a number of ways.⁶⁶

[It] has distorted patterns of urban growth, cut off minorities from access to growing suburban employment markets, subverted efforts to desegregate public schools and equalize the quality of public school education, and caused inequitable distribution of the burden of providing essential services to lower-income urban population.

No major legislation was enacted in this area in 1975, but considerable attention was given to the implementation of the Housing and Community Development Act of 1974 (Public Law 93-383). Although the block grant program created by the Act has completed only one full funding year, there is some indication that implementation of the law is not encouraging areawide dispersion of low- and moderate-income housing. Each community which receives block grant funds must submit a housing Assistance Plan to inform the Department of Housing and Urban Development of the locality's housing needs and to state how it plans to use the Section 8 leased housing funds it will receive. In November 1975, the Potomac Institute Metropolitan Housing Program released an evaluation of the housing assistance plan. Its basic findings were:⁶⁷

HUD appears to have adopted a policy of approving local housing assistance plans (HAPs) submitted during the first year of the community development program routinely and almost without exception, despite negative comments on the plans from regional or statewide agencies and negative reviews from within HUD itself.

With a few special exceptions, the monitors could not discern that a lower income metropolitan housing dispersal plan, or regional perspectives of housing

⁵⁹ *Newburg Area Council, Inc. v. Board of Education of Jefferson County*, No. 74-112 certiorari denied on April 21, 1975; lower court decision at 510 F. 2d 1358 (6th Cir., 1974).

⁶⁰ *United States v. Board of School Commissioners of the City of Indianapolis*, No. 74-587, certiorari denied on April 21, 1975; lower court decision at 503 F. 2d 68 (7th Cir., 1974).

⁶¹ *Morgan v. Kerrigan*, No. 74-1188, certiorari denied on May 12, 1975; lower court decision at 509 F. 2d 580 (1st Cir., 1975).

⁶² *Tasby v. Estes*, No. 75-265, certiorari denied on November 3, 1975; lower court decision at 517 F. 2d (5th Cir., 1975).

⁶³ *Dayton Board of Education v. Brinkman*, No. 75-403, certiorari denied on December 1, 1975; lower court decision at 518 F. 2d 853 (6th Cir., 1975).

⁶⁴ See Mosteller, Frederick and Daniel P. Moynihan (eds.). *On Equality of Education Opportunity*. New York, 1972. St. John, Nancy Hoyt. *School Desegregation Outcomes for Children*. New York, 1975.

⁶⁵ *White Flight and Desegregation of the Schools*; Symposium Papers Delivered at the Brookings Institution, Washington, National Center for Policy Review, 1975.

⁶⁶ U.S. Commission on Civil Rights. *Twenty Years After Brown: Equal Opportunity in Housing*. Washington, 1975. p. 167.

⁶⁷ Potomac Institute. *The Housing Assistance Plan; A Non-Working Program for Community Development*. Washington, 1975. pp. i-iii.

needs, had any significant impact on HUD's approval of local housing assistance plans.

HUD is emphasizing meeting the needs of lower income people through existing rather than new housing, but its regulations would frustrate the mobility of assisted families to move into existing housing from one community to another in the metropolitan area.

The HUD record in stimulating subsidized housing production under the Section 8 program, and indeed since 1973 under the predecessor revised Section 23 leased housing program, calls into question the entire statutory structure of tying eligibility for 100 percent Federal community development funds to housing assistance plans that may never be carried out.

The Potomac Institute study, which is qualitative in nature, is based on the reports of monitors in several metropolitan areas. During the second program year, more reports should become available, giving a broader basis on which to evaluate the housing assistance plan as a mechanism for providing housing on an areawide basis.

In August 1975, the city of Hartford, Connecticut filed suit against HUD to enjoin the Department from granting community development block grant funds to Hartford's suburbs.⁶⁸ The suit is an outgrowth of efforts by the City to use the A-95 review process to challenge the right of suburban communities to receive Federal funds under the Housing and Community Development Act of 1974 unless the communities have complied with the Act's purposes requiring acceptance of lower income housing and "giving maximum feasible priority to activities which will benefit low and moderate income families or aid in the prevention of slums and blight."

This suit is particularly important because the 1974 Act provides that any funds allocated to a metropolitan area that are not approved by HUD for allocation to an entitlement or discretionary community in that area may be reallocated to other localities in the same metropolitan area. Thus, a violation of the Act's provisions by a suburb could lead to an increased allocation to a central city.

The past record of the Federal government in promoting areawide access to housing in metropolitan areas was criticized by the U.S. Civil Rights Commission report mentioned earlier in this section:⁶⁹

On the one hand, the Federal Government, in attempting to cope with the problem of poor housing, has operated largely within the system of housing discrimination established long before the Government entered the housing market. The Federal Government has been timid in its approach to stimulating lower-income housing production in areas in which whites, and particularly middle- and upper-income whites, reside. . . . On the other hand, the efforts of the Federal Government over the past decade and a half to legislate discrimination out of the housing market has been piecemeal. . . . At this juncture in our Nation's history, therefore, the Commission finds that the forces promoting discrimination in housing hold powerful, if less than universal, sway.

Although there was no legislative activity affecting access to housing in 1975, the courts at both the Federal and the State level were active, and handed down a number of major decisions. The Court of Appeals for the Ninth Circuit reversed a lower court's decision and held that the City of Petaluma, California, has the right to limit its expansion to preserve its "small town" character, open space and low population density.⁷⁰ Specifically, the Petaluma plan provides for a 200-foot wide "greenbelt" around the city to serve as a boundary

⁶⁸ *City of Hartford v. Hills*, Civ. Action H-75-258 (D. Conn., filed August 14, 1975).

⁶⁹ U.S. Civil Rights Commission, op. cit., pp. 167-168.

⁷⁰ *Construction Industry Association of Sonoma County v. City of Petaluma*, 8 E.R.C. 1001 (9th Cir., 1975). Petition for certiorari to the United States Supreme Court was filed on December 30, 1975.

for urban expansion at least through 1977. The plan also sets up a residential development control system to govern the issuance of 500 development permits annually. The 500-unit limits applicable only to projects involving five or more units and so does not affect the construction of single family dwellings. The purpose of the plan according to the city is to ensure that the development in the five years through 1977 will take place in a reasonably orderly, planned manner, without exceeding the capacity of the city's sewage treatment facilities.

The lower court found the Petaluma plan unconstitutionally to infringe upon the right to travel by "excluding substantial numbers of people who would otherwise have elected to immigrate into the city".⁷¹ However, the appeals court reversed, and, in an opinion written by Judge Hubert Y. C. Choy, held that the Petaluma plan "is rationally related to the social and environmental welfare of the community".⁷² The fact that some persons who desire to live in Petaluma will be excluded does not render the plan arbitrary or unreasonable. Practically all zoning restrictions exclude some kind of activity or structure, and such restrictions must be held valid so long as they further some legitimate State interest.⁷³ The court went on to distinguish the Petaluma plan from other ordinances which have been struck down by courts as being impermissibly exclusionary: "The Petaluma Plan does not have the undesirable effect of walling out any particular income class nor any racial minority group."⁷⁴

The appeals court emphasized that its review was limited to the question of whether the plan was arbitrary or unreasonable, not whether it was wise. The courts are not "super zoning boards" which can determine the point at which legitimate local interests are outweighed by regional needs. Said the court "(T)he complex economic, political, and social factors involved in this case are compelling evidence that resolution of the important housing and environmental issues raised here is exclusively the domain of the legislature."⁷⁵

The United States Supreme Court has agreed to review two significant lower court decisions involving the obligation of suburban communities to help alleviate discriminatory housing patterns in near-by cities. On May 12, 1975 the Court granted certiorari in the case of *Mitchell v. Gantreaux*⁷⁶ which deals with the scope of remedial action necessary to remove the effects of racial discrimination in a city's public housing system. The Seventh Circuit Court of Appeals opinion, written by retired U.S. Supreme Court Justice Tom C. Clarke, held that a comprehensive metropolitan area plan must be drawn up and implemented to undo the effects of discrimination in public housing in the city of Chicago. Specifically, the Chicago Housing Authority was found to have maintained existing patterns of racial

⁷¹ *Construction Industry Association of Sonoma County v. City of Petaluma*, 375 F. Supp. 574 (N.D. Cal., 1974).

⁷² *Construction Industry Association of Sonoma County v. City of Petaluma*, 8 E.R.C. at 1009.

⁷³ The court noted that Petaluma's desire to preserve its small town character and low population density by avoiding rapid, uncontrolled growth is a legitimate State interest falling within the broad concept of "public welfare" as enunciated by the United States Supreme Court in *Village of Belle Terre v. Boraas*, 416 U.S. 1 (1974). In fact, the court held the Petaluma plan to be less restrictive than the ordinance upheld in the *Belle Terre* case, because it does not freeze the population at present or near present levels.

⁷⁴ 8 E.R.C. at 1008.

⁷⁵ *Id.* at 1009.

⁷⁶ 503 F. 2d 930 (7th Cir., 1974). This case and another companion case have been winding their way through the Federal courts since 1966.

segregation in public housing by locating new subsidized housing sites almost exclusively in black city neighborhoods. The Supreme Court, in its review of the case, will focus on the appropriateness of the court-ordered plan, i.e., whether the plan can properly require both desegregation of the Chicago public housing system and construction of public housing in the nearby suburbs.⁷⁷

The Supreme Court, on December 15, 1975, agreed to review another seventh circuit court decision involving public housing. In this case⁷⁸ a suburb of Chicago refused to rezone church owned land from single family to multi-family so that a public housing project could be built. The circuit court held that the refusal to rezone had the effect of perpetuating both racial and residential segregation in violation of the Fourteenth Amendment to the U.S. Constitution. The Supreme Court's decision in this case and in the *Gantrevaux* case, above, will help to clarify the extent to which suburbs have an affirmative legal obligation to help alleviate discriminatory housing patterns in adjacent cities.

In a 5-4 decision the United States Supreme Court held that persons or groups wishing to challenge exclusionary land use regulations must show direct or personal damage to themselves. The case, *Warth v. Seldin*,⁷⁹ involved a number of individuals and groups seeking to challenge the zoning regulations of Penfield, New York, on the basis of the exclusionary effects on housing and job opportunities. The Court found that the non-resident plaintiffs did not have sufficient "standing" to bring their action against the town. In the majority opinion, Justice Lewis F. Powell, Jr., stated the standing requirement as follows:⁸⁰

(A) plaintiff who seeks to challenge exclusionary zoning practices must allege specific, concrete facts demonstrating that the challenged practices harm him, and that he personally would benefit in a tangible way from the court's intervention.

Thus, the non-resident low-income plaintiffs must be able to show lack of success in obtaining housing in Penfield as a result of the zoning regulations, the Rochester residents must show that their taxes were raised as a direct consequence, and the homebuilders must show direct financial harm. Although the Supreme Court did not close the door to exclusionary land use challenges in Federal courts, the dissenting justices pointed out that the majority's requirements with respect to standing may make it more difficult in the future for non-residents to bring such suits.

The Supreme Court has applied its holding in the *Warth* decision to another case involving a challenge by non-residents to exclusionary land use practices. The Court granted certiorari in *City of Parma v. Cornelius*⁸¹ and at the same time vacated the judgment and remanded the case to the lower court for further consideration in light of its holding in the *Warth* decision.

Much judicial action affecting access to housing has occurred on the State level. Of particular significance is the decision of the New Jersey

⁷⁷ On April 20, 1976, the U.S. Supreme Court unanimously affirmed the decision of the court of appeals, holding that the metropolitanwide remedy was proper.

⁷⁸ *Metropolitan Housing Development Corporation v. Village of Arlington Heights*, 517 F. 2d 409 (7th Cir., 1975).

⁷⁹ 422 U.S. 490 (1975).

⁸⁰ *Id.* at 508.

⁸¹ No. 74-970. Certiorari was granted on June 30, 1975.

Supreme Court in *Southern Burlington County NAACP v. Township of Mount Laurel*, handed down on March 24, 1975.⁸² There the court faced the question of whether a developing municipality like Mount Laurel has any obligation to make possible a variety of types of housing within its boundaries, including low and moderate income housing, to reflect the needs of the citizens in the region as a whole.

The land use regulations of a locality, being forms of police power enactments, must promote the public health, safety, morals or general welfare. The term "general welfare" has often been interpreted as the welfare of only the inhabitants of the enacting locality. Where land use regulations have little, or no, outside impact they may be allowed to stand. But where a local regulation substantially affects persons outside the borders of a municipality, the courts have increasingly held that the welfare of those persons cannot validly be ignored.

The New Jersey Supreme Court examined the development of the area in and around the township of Mount Laurel and found that a rapid transformation from rural and semi-rural areas to be urbanized areas had occurred, resulting in new inter-relationships of economic and demographic factors cutting across municipal boundaries. Thus, the zoning decisions of Mount Laurel, designed to preserve the favorable local tax rate by excluding most low and moderate income housing, were of a purely local nature and not in the interest of the "general welfare". The court held that especially in the area of housing, one of the most basic human needs, a municipality can no longer zone for solely parochial interests excluding from its considerations the regional needs of people in securing adequate housing. Thus, the court imposed upon the township of Mount Laurel an affirmative legal obligation in its regulation of land use to provide for its "fair share" of the housing needs of the region around it, especially in the low income and moderate cost categories. The court summarized its conclusions as follows: ⁸³

We conclude that every such municipality must, by its land use regulations, presumptively make realistically possible an appropriate variety and choice of housing. More specifically, presumptively it cannot foreclose the opportunity of the classes of people mentioned for low and moderate income housing and in its regulations must affirmatively afford that opportunity, at least to the extent of the municipality's fair share of the present and prospective regional need therefor. These obligations must be met unless the particular municipality can sustain the heavy burden of demonstrating peculiar circumstances which dictate that it should not be required to do so.

The New Jersey Supreme Court's broader interpretation of the term general welfare and the obligation it imposed upon developing municipalities to afford the opportunity for a variety and choice of housing for all will have a far reaching impact on the zoning decisions of municipalities as well as upon the land use decisions of State legislatures.

The concept of distributing low and moderate income housing on a "fair share" basis over a region is not a new idea.⁸⁴ That a court has favored this method, however, is an innovation, and a controversial issue.

⁸² *Southern Burlington County NAACP v. Township of Mount Laurel*, 336 A. 2d 713 (1975). Certiorari to the United States Supreme Court was denied in this case on October 6, 1975.

⁸³ 336 A. 2d at 724.

⁸⁴ Franklin, Herbert M., et al. *In-Zoning: A Guide for Policy Makers on Inclusionary Land Programs*. Washington, Potomac Institute, 1974. pp. 145-175. Marando, Vincent L. *A Metropolitan Lower Income Housing Allocation Policy*. *American Behavioral Scientist*, v. 19, 1975 : 75-103.

Critics of the decision note that the Court leaves open to interpretation and statistical measurement the definitions of "fair share", "region", "future housing need", and "presumptively realistic efforts to make possible an appropriate variety and choice of housing".⁸⁵ Defining these terms may take years of litigation, with a possible net result of delaying the provision of low- and moderate-income housing.

The Supreme Court of Pennsylvania quoted with approval the holding of the New Jersey Supreme Court in the *Mount Laurel* case in its own decision involving a township's land use practices.⁸⁶ The Pennsylvania Supreme Court held that the zoning ordinance of Williston Township which provided for apartment construction in only 80 out of 11,589 acres "continues to be 'exclusionary' in that it does not provide for a fair share of the township acreage for apartment construction".⁸⁷

In addition, the court was not convinced by the township's argument that the construction of apartments would overburden its municipal services. "Suburban municipalities within the area of urban outpour must meet the problems of population expansion into its [sic] borders by increasing municipal services, and not by the practice of exclusionary zoning."⁸⁸

In other State action involving local land use controls and regional housing considerations, the New York Court of Appeals ruled that the town of New Castle, whose zoning ordinance excluded multi-family residential housing, must defend the reasonableness of its ordinance in terms of its impact on regional housing needs.⁸⁹

The New York court set forth two basic tests to be applied in determining the reasonableness of exclusionary land use controls such as passed in New Castle. The first part of the test is to determine the present and future housing needs of the locality and to determine what land use developments would be necessary to fulfill such needs. The second part of the test involves consideration of the needs of the region as a whole, as distinguished from the town itself.

In the New Castle situation, even if that town were found to have a sufficient number of multi-family units to satisfy its present and future needs, "residents of Westchester County, as well as a larger New York City metropolitan area, may be searching for multiple-family housing in the area to be near their employment or for a variety of other social and economic reasons".⁹⁰

Thus, the court held that "there must be a balancing of the local desire to maintain the status quo within the community and the greater public interest that regional needs be met".⁹¹

While the New York court cited with implied approval the New Jersey Supreme Court's decision in the *Mount Laurel* case, it did observe that the courts should not be required to perform the tasks of a regional planner. Instead, legislation should be enacted to foster the development of programs to achieve sound regional planning.

⁸⁵ Rose, Jerome G. *The Mount Laurel Decision: Is It Based on Wishful Thinking?* *Real Estate Law Journal*, v. 4, 1975: 61-70. A more favorable analysis is Scott, Randall. *A View from the Mount: Laurels and Criticisms for a Major Judicial Advance*. *Environmental Comment*, No. 23, July 1975: 2-13.

⁸⁶ *Township of Williston v. Chesterdale Farms, Inc.*, 341 A. 2d 466 (1975).

⁸⁷ *Id.* at 468.

⁸⁸ *Id.*

⁸⁹ *Berenson v. Town of New Castle*, 341 N.E. 2d 236 (1975).

⁹⁰ *Id.* at 242.

⁹¹ *Id.*

However, until the legislature acts in a way to foster regional rather than local planning decisions, "the courts must assess the reasonableness of what the locality has done".⁹²

Several months before the New York Court of Appeals decision in the *New Castle* case the same court upheld the power of the town of Huntington to adopt an inclusionary policy with regard to non-profit housing for the elderly.⁹³ The town had rezoned a 20-acre parcel of land for multiple dwellings for the elderly in an area previously zoned for two-acre single-family homes. A suit to enjoin the rezoning was brought by several individual homeowners living in the two-acre single-family area adjacent to the proposed retirement community. The plaintiffs contended the town's zoning classification was arbitrary and hence invalid.

The court held that age considerations are appropriate when rationally related to a proper governmental purpose, such as meeting the community shortage of suitable housing accommodations for the elderly, an important segment of the population. Thus, the town's "good faith effort to meet the special needs of its elderly, who otherwise would be likely to be excluded from enjoyment of adequate dwellings within the community, is inclusionary . . . Certainly, when a community is impelled . . . to move to correct social and historical patterns of housing deprivation, it is acting well within its general welfare".⁹⁴

Significantly, the court recognized that "users" as well as "uses" can be the object of an inclusionary policy:⁹⁵

That the "users" of the retirement community district have been considered in creating the zoning classification does not necessarily render the amendment suspect, nor does it clash with traditional "use" concepts of zoning . . . The line between legitimate and illegitimate exercise of the zoning power cannot be drawn by resort to formula, but as in other areas of law, will vary with surrounding circumstances and conditions. Therefore it cannot be said that the board acted unreasonably in this case in making special provision for housing designed for the elderly one of the major groupings in our population. (Footnotes and citations omitted.)

A Federal district court order requiring the city of Toledo to submit a comprehensive plan for desegregation of all housing in Toledo was invalidated by the U.S. Court of Appeals for the Sixth Circuit.⁹⁶ The district court had ruled that the city of Toledo and the Toledo Planning Commission, in refusing to approve three proposed scattered site turnkey public housing developments, had denied housing opportunities to a racial minority. The district court found evidence of purposeful and intentional discrimination against black people on the part of the city and the Planning Commission.

However, the court of appeals held that the district court's order substantially deviated from its published opinion by adding "in effect" discrimination to the previous ground of purposeful and intentional discrimination. The appeals court also held that the district judge had erred in ordering the rezoning of one of the sites because he was exercising legislative powers which he did not possess. The court remanded the case back to the district court for further consideration in light of its opinion.

⁹² *Id.* at 243.

⁹³ *Maldini v. Ambro*, 36 N.Y. 2d 481 (1975).

⁹⁴⁻⁹⁵ *Id.* at 487-8.

⁹⁶ *Joseph Skillken and Company v. City of Toledo*, December 10, 1975, reversing the lower court decision at 380 F. Supp. 228 (N.D. Ohio, 1974).

In another U.S. court of appeals decision, the seventh circuit affirmed a district court decision which refused to order the Department of Housing and Urban Development (HUD) to study the environmental impact of prospective public housing tenants.⁹⁷ The plaintiffs, several Chicago community organizations, had brought suit to enjoin construction of low-income public housing units in various parts of Chicago. The plaintiffs contended that the low-income housing tenants "as a group statistically exhibit a high incidence of violence, law violation, and destruction of property and that HUD failed to consider the adverse impact of these social characteristics on the neighborhoods".⁹⁸

However, in an opinion by Judge Thomas E. Fairchild, the court of appeals said: "To the extent that this claim can be construed to mean that HUD must consider the fears of the neighbors of prospective public housing tenants, we seriously question whether such an impact is cognizable under NEPA."⁹⁹ The court of appeals did not directly decide this point since it ruled that HUD had satisfied NEPA with its "negative" statement finding that no adverse environmental impact would occur and that no impact statement was required.

A-95 REVISION

In October 1975, the Office of Management and Budget (OMB) published revisions of regulations for the A-95 review process to include most Federal domestic financial assistance programs impacting on area or community development.¹⁰⁰ The list of programs requiring A-95 review is expanded to include those listed in the *Catalog of Federal Domestic Assistance*¹⁰¹ as well as some specific programs of the Departments of Commerce, HEW, HUD, Interior, Justice and ACTION.

The A-95 review process was initiated in the late 1960's in an attempt to improve coordination and efficiency in the administration of Federally funded plans and programs, especially in view of the areawide impact of many of these activities. A system of areawide and State clearinghouses serve as the coordinators of the review and comment process and repositories of information.

Key revisions include:

Newly-created Health Systems Agencies (HSA) have authority to review proposed health facility projects or plans for new medical services for consistency both with the HSA's functional plans and the area's comprehensive plans. Clearinghouses may also comment, but the HSA's views are specifically required.

For federal programs requiring state plans, governors are given opportunity to comment on the relationship of the state plan to other state, areawide or local plans and programs. Governors are urged but not required to involve areawide clearinghouses in review of these state plans.

Appropriate state agencies must review projects in coastal zone areas for consistency with state coastal zone plans.

Relevant federal agencies must consult and resolve differences when a clearinghouse opposes a federal agency's approval of an application which duplicates or conflicts with another federally-funded project.

Applications not filed or acted upon within one year after initial clearinghouse review must be submitted for re-review to the A-95 clearinghouse.

⁹⁷ *Nucleus of Chicago Homeowners v. Lynn*, 5 E.R.C. 1388 (7th Cir., 1975).

⁹⁸ 5 E.R.C. at 1391.

⁹⁹ *Id.* at 1391-92.

¹⁰⁰ 40 Federal Register 47959, October 10, 1975.

¹⁰¹ U.S. Executive Office of the President, Office of Management and Budget, *Catalog of Federal Domestic Assistance*. Washington, U.S. Govt. Print. Off., 1975.

In addition, Federal Regional Councils are given the responsibility for coordinating and implementing the circular at the Federal regional level. Each Federal agency must issue interim procedures and requirements to implement A-95 by February 27, 1976 when the revised circular takes effect. Final implementing regulations must be published by April 29, 1976.

The revised draft encourages State and areawide clearinghouses to develop arrangements enabling applicants to submit applications to only one clearinghouse. Another provision states that the chief executive, or his designee agency, of a general local government is to be sent notifications by the areawide clearinghouse, if requested. Federal agencies are instructed to return applications to applicants which do not carry evidence of both the areawide and State reviews, with instructions to fulfill review requirements.

The definition of who is subject to an A-95 review is expanded to include agencies responsible for granting licenses and permits for developments or activities significantly affecting area and community development or the physical environment.

Private developers are encouraged to consult with appropriate clearinghouses prior to submitting applications for housing assistance. Military construction projects requiring submission to OMB will give the clearinghouses a reasonable period for review and comments. State and areawide clearinghouses will provide evaluations of Federal development projects based on the same criteria applied to all projects reviewed and Federal development projects will follow the same procedures as all other projects.

The proposed revisions are the first since 1973. Many of the changes follow recommendations in a 1974 study by the General Accounting Office, although the specific recommendations that A-95 be expanded to cover all domestic assistance programs was not included.¹⁰²

In response to the requirement that Federal agencies promulgate regulations to implement the revised A-95 circular, the Federal Highway Administration (FHWA) proposed rules that constitute a more explicit statement of prior regulations or of previously uncodified policies and procedures.¹⁰³

The intent of the concepts in the FHWA/UMTA planning and programing regulations parallels part of the aim of the A-95 review procedures in metropolitan areas, such as: providing for review participation by local chief executives; inclusion of nonfederal projects in the review process for information only; establishing a metropolitan forum for cooperative transportation decisions. By incorporating some of the key requirements of the FHWA/UMTA planning and programing regulations into these interim rules, the transportation planning and A-95 review process will be merged and simplified. For example in urbanized areas, a single planning document, called an annual element, which contains a list of proposed projects taken from a 3 to 5 year transportation plan, will satisfy both FHWA/UMTA planning and A-95 review requirements. The FHWA/UMTA planning regulations require State Governors to designate Metropolitan Planning Organizations (MPO) to cooperatively develop metropolitan project priorities. FHWA and UMTA have encouraged Governors to designate existing A-95 metropolitan areawide clearinghouses as the MPO. In the past, before the requirements, MPO's and annual elements, urbanized transportation proposals tended to be planned on a unimodal, project-by-project basis without

¹⁰² 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-14685, February 11, 1975). 102 pp.

¹⁰³ 40 Federal Register 53726, November 19, 1975.

full consideration for Federal program overlaps, multijurisdictional-State agreements, regional development, systems management, environment, energy, equal opportunity, etc. With these interim rules, those elements will be required to be considered in the FHWA/UMTA A-95 review process. In rural areas, where the State usually has primary planning and programing responsibility, applicable parts of FHWA's statewide program of projects will be reviewed by state-wide clearinghouses.

PENDING ISSUES IN IMPROVED AREAWIDE PLANNING AND GOVERNANCE

With the passage of additional laws requiring the delivery of services on an areawide basis, the need for coordinating these service agencies increasingly becomes an important issue. Whether a proliferation of single purpose areawide agencies or the creation of a single, comprehensive regional agency is likely to occur remains to be seen.

At present, although metropolitan regions are centers of economic and intellectual resources, they are disorganized, so these resources cannot easily be mobilized for the solution of regional problems.¹⁰⁴ As one report concludes:¹⁰⁵

It is time, however, to begin, time to move, fundamentally, from the old municipal to the new metropolitan definition of the "city," time to emphasize the crucial role of private philanthropies in achieving broad regional citizens organizations, time to look to the states, with federal incentives, to provide responsive policy bodies which can coordinate the basic regional systems.

This is the most essential and effective strategy if the nation is to improve, in the broadest sense, the productivity of the major urban regions. It is also a strategy that will find support among citizens concerned about the future of our system of government which has traditionally involved a dispersed system of power. With this strategy, the "new city" citizens can make informed, enforceable choices on the futures of their communities and the means by which these futures are attained.

In cases where the existing council of government (COG) assumes more responsibility, power struggles among member governments within the agency may well surface. The withdrawal of two counties from the Puget Sound COG in 1975 may have ominous significance for 1976.¹⁰⁶

Slowly, the nation is moving toward developing comprehensive, national policies in the areas of health and transportation. The continuing growth and importance of health systems agencies and health maintenance organizations is likely. Favorable Congressional action on the Allied Services Act would likely further promote coordination of human services.

Currently, the nation's transportation policy remains merely a sum of uncoordinated parts. Attempts to save the nation's railroads from extinction have not yet produced results and are too recent to be evaluated. ConRail's progress at correcting the problems facing the railroads is likely to come under careful oversight by Congress.

Courts in other States may adopt New Jersey's Mount Laurel doctrine of regional fair share allocation of housing for low- and moderate-income families. Yet this and the importance of fair share in HUD's implementation of the 1974 House and Community Development Act remain to be seen.

¹⁰⁴ See, *Regional Productivity; A Report by the Metropolitan Affairs Nonprofit Corporations*. National Civic Review, v. 64, November 1975: 505-525.

¹⁰⁵ *Ibid.*, p. 524.

¹⁰⁶ Hartman, Richard C. County Withdrawals from Puget Sound COG Raise Fundamental Issues for Other Councils. *Regional Perspective* October-November 1975: 1.

Despite the recent directions toward regional delivery of public services, the philosophical approach of the Federal role to this subject generally remains undefined. Whether the Federal Government, on the one hand, will provide incentives for areawide planning or, on the other hand, mandate it through certain requirements put on the acceptance of Federal funds, is unclear. At present, no provisions ensure that the actions by the seven areawide planning mechanisms discussed in this chapter will be coordinated with one another. These agencies' boundaries may not correspond. In addition, the continued absence of an over-all coordinative areawide agency might well mean that the service delivery disjointedness that has characterized local governments will also be the case at the areawide level. A final pending issue that needs to be resolved is whether these agencies should receive Federal funds directly, or whether these funds should be channeled through State or local jurisdictions.

CHAPTER II. RURAL DEVELOPMENT AND ECONOMIC GROWTH

INTRODUCTION

National rural development efforts are directed at providing rural residents with the facilities and services that are available in urban regions, while preserving the special qualities of rural and small town life. The provision of quality public services in sparsely settled areas is difficult at best, and it has become more difficult because of national economic conditions over the past few years. Many rural areas are experiencing growth in population, as the long trend of movement away from the countryside into rural areas has been reversed in recent years. Other rural areas are experiencing rapid growth as a result of national energy policies which encourage the development of energy resources such as Western coal. This new growth in rural areas may create a demand for public services which is beyond the capacity of local governments to fulfill.

No new legislation affecting rural development was enacted in 1975, but the Congress demonstrated its concern over the implementation of the Rural Development Act of 1972 through oversight hearings. In addition, a number of amendments to the Act were introduced, but no final action was taken. Congressional concern focused primarily on the ability of the Farmers Home Administration to carry out the new responsibilities placed on it by the Act, and on the level and type (i.e., grants vs. loans) of funding for the various provisions of the Act.

A new element was injected into the related problems of rural development and urban decay by new population statistics which show that since 1970 nonmetropolitan counties have been growing at a faster rate than metropolitan counties, and at the national level the population has shifted away from the northeast and north central regions into what is increasingly being called the "Sunbelt." This shift in population patterns provides further justification for a national policy on growth that will enable policy makers to understand the implications of program design, procurement policies, and Federal installation location on settlement patterns.

In 1975, the major concern in Congress was overcoming the devastating effects of the recession on the national economy. Conflicts between the Administration and the Congress over the best way to restore a healthy economy continued throughout the year. Debate centered primarily around the issue of the role of the Federal government in areas such as tax and monetary policy, public service jobs, and public works programs. Two bills designed to restore economic growth by providing jobs for the unemployed or by easing their distress through extended unemployment benefits were enacted into law. The first was the Public Service Jobs and Job Opportunity Program Act (P.L.

94-41) which provided \$375 million through Title X of the Public Works and Economic Development Act, and which was expected to provide about 50,000 jobs. The second was the Emergency Compensation and Special Unemployment Assistance higher, with the exact time of extension depending on the rate of unemployment within a State.

In addition, Congress passed the Regional Development Act Amendments of 1975 (P.L. 94-188) which extended the Appalachian Regional Commission's authority for four more years (the highway program was extended for three more years) and extended the authority of the Title V Regional Action Planning Commissions for two more years. The Act also expanded the scope of the projects that the Appalachian Regional Commissions and the Title V Commissions can conduct.

RURAL DEVELOPMENT

If a balance is to be achieved in the growth pattern of the Nation, it is necessary that rural areas remain strong and healthy so as to provide an alternative place of settlement for those who do not wish to move to urban areas. In recent years, the long-term migration from the countryside to the cities appears to have reversed, and there has been a net flow to nonmetropolitan areas. Rural areas, therefore, may have to cope with the problems associated with rapid growth rather than with the problems of declining growth as has been the situation in the past. The task of assuring a high quality of life in growing rural areas will require new initiatives and determination if these areas are not to repeat the mistakes of the Nation's older cities.

The Rural Development Act of 1972: Amendments and Implementation

The Rural Development Act of 1972 is one of the most important vehicles for providing Federal assistance to help alleviate the problems of rural America. In 1975, as in past years, the amendment and implementation of this Act received much attention in the Congress.

One proposed amendment to the Act would have extended and made permanent the Concerted Services in Training and Education Program, which was established in the early 1960's under the authority of Executive Orders 10846 and 11122 to deal with the problems of low levels of education and vocational training in rural areas. The primary instrument of the CSTE program is a local coordinator, provided with appropriate training, who assists local governmental leaders in identifying needs, and then develops proposals for obtaining the resources required to meet those needs. Over the life of the program, CSTE projects have been conducted in 26 demonstration areas in 16 States. As the program expanded over the years, its original focus on vocational education and job placement in the community also expanded to include coordination of a number of related community development activities determined by the needs and priorities of a particular locale.

The CSTE coordinators became catalysts for and initiators of numerous other programs to help local areas to begin to develop their economic, natural and human resources.¹

The proposed legislation (S. 1807, H.R. 7159) would make the CSTE Task Force permanent, locate it within the Department of Agriculture, and authorize the appropriation of \$45,000,000 to fund the program. The Administration opposes this legislation on two grounds: that CSTE has worked successfully under the Executive Order authority, so legislation is not necessary, and that new funding sources are not necessary since the States can, if they wish, fund CSTE projects with CETA funds. Others support the idea of giving greater permanence to the CSTE approach through legislation, but oppose the idea of placing the Task Force in the Department of Agriculture since that might weaken one of the greatest strengths of CSTE: its relative independence, which gives it flexibility. Hearings were held on this legislation in both houses in 1975, but no further action was taken.

Another proposed amendment to the Rural Development Act of 1972 (S. 1724) would establish a National Rural Development Bank, whose purpose would be to "serve as basic source of financial assistance to institutions that have purchased, refinanced, discounted, or rediscounted nonfarm rural development loans made by local rural banks and other financial institutions, or to these institutions themselves, when the need arises."² Supporters of this concept argue that rural credit institutions are unable to supply the amount of capital needed to encourage development in rural areas, because of the generally small size of these institutions. The principle involved is similar to other proposals for a National Development Bank to provide capital for needed projects that are unable to obtain traditional financing. Opponents of these measures argue that development banks are an unwarranted intrusion into the private capital markets and will lead to political control of the allocation of capital. No action had been taken on this bill by the end of the session.

Other proposed amendments to the Rural Development Act would redefine the definitions of "rural area" to broaden the coverage of the Act (S. 1353, H.R. 251), establish a new program designed to alleviate unemployment in rural areas through conservation employment projects (S. 1916, H.R. 7860), and provide for a permanent authorization and revised formula for distribution of funds for Title V programs related to rural development research and education (H.R. 6346). An amended version of the last bill passed the House on November 7, 1975 and is pending in the Senate. The Administration opposed the bill as unnecessary, on the grounds that "funds to carry out work pro-

¹ U.S. Congress. House. Committee on Agriculture. Subcommittee on Family Farms and Rural Development (CSTE. Area Definition, Employment). Hearings, 94th Congress, 1st session. October 28, 1975. Washington, U.S. Govt. Print. Off., 1975. 95 pp. U.S. Congress. Senate. Committee on Agricultural and Forestry. Subcommittee on Rural Development. Medical Facilities, Concerted Services, and Employment Projects in Rural Areas. Hearings, 94th Congress, 1st session. July 21, 1975. Washington, U.S. Government Print. Off., 1975. 163 pp.

² Humphrey, Hubert H. National Rural Development Bank Essential for Revival of Rural America. Remarks in the Senate. Congressional Record (daily ed.), v. 121, May 13, 1975: S. 7941-7942.

vide for under Title V beyond fiscal year 1976 could be provided under other existing authorizations . . ."³ Widespread support within Congress for the concept indicated the likelihood of future action on the bill.⁴

Conflict between the Congress and the Administration over the level of funding for rural development programs and the pace of implementation of the Rural Development Act continued throughout 1975. According to the Assistant Secretary of Agriculture for Rural Development, twenty-five percent of the provisions of the Rural Development Act had not been implemented by March 1975.⁵ The ability of the Farmers Home Administration, one of the key agencies in implementing the programs authorized by the Rural Development Act, to handle the new responsibilities placed upon it was also a subject of concern to the Congress.⁶ FmHA's lack of experience in commercial lending was seen as one factor in the delays and ineffectiveness in the implementation of the Business and Industrial loan program of the Act. Bankers were discouraged from participating in this program due to the amount of red tape involved, and the delays in processing applications.⁷

Two reports prepared by the General Accounting Office on the Farmers Home Administration were released in 1975. The first one, *Personnel Management Improvements Initiated or Needed to Help Farmers Home Administration Meet its Expanded Missions*, looked into the question of whether "the agency has enough employees with adequately diverse backgrounds and abilities to carry out its missions and (whether) its services are being delivered to the public in a cost-effective way."⁸ The GAO found that the FmHA needs to have more employees with backgrounds in fields other than agriculture to "effectively implement the newer rural development programs."⁹ In addition the GAO suggested that by changing its method of providing loan funds the FmHA could save both borrowers and itself money. The GAO also suggested that commercial lenders become more involved in the loan programs of the agency.

The second report, a staff paper, was prepared for the Subcommittee on Rural Development of the Committee on Agriculture and Forestry of the United States and was an analysis of a public opinion survey that the subcommittee conducted.¹⁰ The survey, which received re-

³ U.S. Congress, House, Committee on Agricultural Development Act Amendments, Report, Washington, U.S. Govt. Print. Off., 1975 (94th Congress, 1st session, House Report No. 94-441) p. 7.

⁴ U.S. Congress, House, Committee on Agriculture, Amend. Consolidated Farm and Rural Development Act, Hearings, 94th Congress, 1st session on H.R. 2551, 6280, 6332, 6346, and 6678, June 9, 10, 11, 1975, Washington, U.S. Govt. Print. Off., 1975.

⁵ U.S. Congress, Senate, Committee on Agriculture and Forestry, Subcommittee on Rural Development, Implementation of the Rural Development Act Part 4, Hearings, 94th Congress, 1st session, January 22 and March 6, 1975, Washington, U.S. Govt. Print. Off., 1975, p. 18.

⁶ Clark, Dick, The Future of the Farmers Home Administration, Remarks in the Senate, Congressional Record (daily ed.), v. 121, September 23, 1975: S. 16498-16505.

⁷ U.S. Congress, House, Committee on Agriculture, Subcommittee on Family Farms and Rural Development, Rural Development Act of 1972 (Administration and Expenditures), Hearings, 94th Congress, 1st session, June 16 and 17 and July 25, 1975, Washington, U.S. Govt. Print. Off., 1975, p. 311-315.

⁸ U.S. General Accounting Office, Personnel Management Improvements Initiated or Needed to Help Farmers Home Administration Meet Its Expanded Missions: Report to the Congress by the Comptroller General of the United States, [Washington] 1975. (b. 114872, Sept. 10, 1975) p. 1.

⁹ *Ibid.*, p. iii

¹⁰ U.S. General Accounting Office, An Analysis of the Subcommittee's Public Opinion Survey of the Farmers Home Administration, U.S. Department of Agriculture; Staff paper prepared for the Subcommittee on Rural Development of the Committee on Agriculture and Forestry, United States Senate by the Office of Program Analysis of the U.S. General Accounting Office, [Washington] 1975.

sponses from 1,335 of the 3,720 mailed questionnaires (36 percent), found that in general the respondents looked favorably upon the Farmers Home Administration programs and personnel. The biggest problem mentioned was the eligibility requirements, which were seen as hindering improvement in rural development. The survey also found that the site preparation program for business and industry was the least known of the FmHA programs covered by the survey; (the other programs were: water, sewer and solid waste; rural housing; essential community facilities; business, industrial and job development; and farm ownership and operating).

The conflict over funding levels for rural development programs was illustrated by the Administration's proposals, in November 1975 for new rescissions and deferrals of budget authority totaling over \$1 billion for various Federal agencies, including over \$230 million in funds for several programs of the Farmers Home Administration. These cutbacks included a \$200 million cutback in funding for FmHA's rural water and waste disposal grant program: \$150 million would be rescinded, and \$50 million would be deferred for one full year. Another proposal would have rescinded \$9 million in appropriations for rural development grants on the grounds that the elimination would have "a minimum effect on the rural economy since funds are available for the community facilities loan program and from other sources . . ." ¹¹

The Congress viewed these proposed cutbacks as a devastating setback for rural development, and action to modify or override the rescissions and deferrals seemed likely as the session ended.

In part, the cutbacks in rural development grants reflect overall Administration philosophy with regard to the future funding of rural grant programs: the reduction or elimination of grant programs in favor of loan programs. At hearings on proposed rescissions, the Secretary of Agriculture, in response to a question on the future of grants for rural development, stated that ". . . we are going to make loan funds available to meet the needs. We hope they will meet the needs, and we want to move away from grants." ¹²

Fiscal year 1975 and 1976 appropriations for rural development grant programs were generally higher than or at the same level as fiscal year 1974 appropriations. ¹³ The President had requested the discontinuance of future funding of these grant programs in his fiscal year 1976 budget requests.

The Rural Development Act of 1972 (sec. 603(b)) requires the Secretary of Agriculture to establish rural development goals in connection with employment, income, population, housing, and quality of community services and facilities, and to report to Congress each year on progress in attaining such goals. The second annual report, submitted in 1975, was generally disappointing to the Congress. ¹⁴ The

¹¹ U.S. Congress. Summary of Proposed Rescissions and Deferrals: Message from the President of the United States. Senate Doc. No. 94137. Washington, U.S. Govt. Print. Off., 1975, p. 7.

¹² U.S. Congress. House. Committee on Appropriations. Deferrals and Rescissions of Appropriations, 1975-1976. Hearings before a Subcommittee, 94th Congress, 1st session. Washington, U.S. Govt. Print. Off., 1975, part 1.

¹³ U.S. Executive Office of the President. The Budget of the United States Government: Fiscal Year 1977. Appendix. Washington, U.S. Govt. Print. Off., 1976, p. 146, 148.

¹⁴ U.S. Secretary of Agriculture. Rural Development Goals: Second Annual Report of the Secretary of Agriculture to the Congress. Washington, 1975. 59 pp.

Chairman of the House Subcommittee on Family Farms and Rural Development stated that:¹⁵

I must confess that this report is disappointing . . . It offers no concrete guidelines for solving rural problems. It is working with crude figures and goals for fiscal year 1975 when we are now concerned with 1976 problems . . . They [the Administration] admit that the report does not meet the full Congressional intent of the Rural Development Act. . .

The report reflected the basic reluctance of the Administration to set national goals for rural development, on the grounds that "To arbitrarily set specific goals at the Federal level implies a centralization of Federal control and depth of Federal wisdom and capability that is at variance with this Administration's philosophy of fostering a more decentralized government."¹⁶

Earlier in the year, the General Accounting Office reported on the results of an assessment of the impact of national rural development efforts on a 12-county rural area in South Dakota.¹⁷

The report concluded that "The statutory commitment to rural development is impressive but it has not been fully supported by Government actions.¹⁸ GAO recommended that in order to make the Nation's rural development effort more effective, the Secretary of Agriculture should:¹⁹

Establish quantified rural development goals for matters specified in the 1972 act, using available information, on both a national and a regional basis;

Develop a national rural development plan describing how and when established goals would be met and resources needed to meet them; and

Ascertain the desirability of having key Federal departments and agencies establish rural development offices.

Rural Housing

The provision of a decent home for rural Americans continued to be a problem in 1975. According to the Farmers Home Administration: "With one-third of the national population, rural America had half of the Nation's substandard housing. This meant that the ratio of bad housing to numbers of families was twice as great in rural communities as in the cities."²⁰ No new legislation was enacted in this area in 1975, but the Congress continued to monitor the implementation of previously enacted legislation designed to help alleviate poor housing conditions in rural America. The Farmers Home Administration has been charged with the responsibility of administering many of the provisions of these laws, such as supplying credit to rural areas and towns with populations up to twenty thousand (although as of the end of 1975, two years after the passage of the Act²¹ increasing the limits, the old population limit on town size, ten thousand, was still in effect).

The dollar outlays for 1975 showed a significant increase over the previous year, but as in other recent years most of the increase went

¹⁵ U.S. Congress. House. Committee on Agriculture. Subcommittee on Family Farms and Rural Development. Rural Development Act of 1972. . . , pp. 221-222.

¹⁶ U.S. Secretary of Agriculture. op. cit., p. 1.

¹⁷ U.S. General Accounting Office. National Rural Development Efforts and the Impact of Federal Program on a 12-County Rural Area in South Dakota; Report to the Congress by the Comptroller General of the United States. [Washington] 1975. (RED-75-288, Jan. 8, 1975) 138 pp.

¹⁸ Ibid., p. 1.

¹⁹ Ibid., p. iv.

²⁰ U.S. Department of Agriculture. Farmers Home Administration. Brief history of the Farmers Home Administration. Washington, February 1976. p. 12.

²¹ Housing and Community Development Act of 1974 (P.L. 93-383).

for higher construction costs rather than for a significantly higher number of units constructed. One assessment of rural housing programs reported that "the increased appropriations (over the past several years) have been required to maintain program levels reached 5 years ago and have not resulted in the recent expansion of the program."²²

The total housing loans and grants under the Farmers Administration programs from fiscal year 1974 to fiscal year 1975 increased 22 percent, from \$1.8 billion in fiscal year 1974 to \$2.2 billion in 1975. The Farmers Home Administration spent a total of \$5.4 billion in fiscal year 1975; 41.5 percent of the total represented obligations for the housing programs, while the farming programs received 36.5 percent of the total obligations. This illustrates a continuing trend in which housing programs received an increasing share of the total obligations of the Farmers Home Administration, as compared to the farm program's share.

A major change in administration of the rural housing programs in 1975 over fiscal year 1974 was the almost complete obligation of available funds. In fiscal year 1974 \$375.0 million went unused, but in fiscal year 1975 only \$19.2 million was unobligated and most of that, \$15.2 million, was in the Home Repair program. The only other program with a significant amount of unused funds was the Farm Labor Housing Loans which had \$1.9 million unused at the end of the fiscal year 1975. The other major programs, Homeownership Loans, Rental Housing Loans, and Farm Labor Housing Loans, had their total appropriations obligated in fiscal year 1975.

The President's fiscal year 1976 budget, "provides for several major changes in direction and intent of rural housing programs. (R)ural housing assistance is being redirected to provide more rehabilitation loans (and) almost one-half of the rural home ownership assistance funds will be used to aid the purchase of existing units, rather than new construction with its higher costs. An experimental program of loan guarantees will be undertaken to test the effectiveness of attracting private capital into the rural housing market."²³ The budget request for the rural housing programs totaled \$2.7 billion, but by the end of 1975 Congress had appropriated \$3.2 billion, half a billion dollars more than the President's request. This money is expected to produce 137,600 new or refurbished housing units. The fiscal year 1976 funding level is 45.5 percent higher than the fiscal year 1975 funding level. However, the number of housing units to be constructed or rehabilitated will increase by only 16.0 percent, an indication of the degree to which higher construction costs are cutting into the larger appropriations passed by the Congress.²⁴

In the Housing and Urban Development Act of 1974, the Congress required that the Department of Housing and Urban Development provide 25 percent of its subsidized housing program funds to non-metropolitan areas. In 1974, HUD achieved 35 percent of its goal in nonmetropolitan America, but in 1975 it achieved only 31 percent of its goal (approximately 16,000 and 14,000 housing units respectively).

²² Housing Assistance Council. Rural Housing Goals and Gaps. Washington, 1976. p. 20.

²³ U.S. Executive Office of the President. The Budget of the United States Government, Fiscal year 1976. 94th Congress, 1st session. (House Document No. 94-21). Washington, U.S. Govt. Print. Off., 1975. p. 110.

²⁴ Housing Assistance Council, Inc. The Fiscal 1977 Budget : An Analysis of Its Impact on Rural Housing Development. Washington, February 1976. p. 2.

The housing target established by the Housing and Urban Development Act of 1968 for the ten years period 1969-1978 was 26 million units. Six million units were to be Federally subsidized with 1.86 million of the subsidized units to be located in non-metropolitan areas. Through fiscal year 1975, 888 thousand subsidized units had been produced in non-metropolitan areas, which represented only 76 percent of the target through that year. HUD has produced 79 percent of its target share and Farmers Home Administration had produced only 55 percent of its target share through fiscal year 1975. It has been estimated that at its current rate of production it will take the FmHA 37 years to replace all the currently existing substandard housing in FmHA service area.²⁵ The sheer size of the problem and the ever increasing costs and demands on limited government resources indicate that provision of decent housing for rural Americans will continue to be a struggle.

Rural Health Services

No new rural health legislation was enacted in 1975, but the Congress continued to express its concern over the lack of adequate health services in rural America through the introduction of several bills (H.R. 233, H.R. 2841, and H.R. 5236) to establish an Office of Rural Health Care, in HEW, to administer all Federal laws relating to health care programs in rural America and by hearings held by the Senate Subcommittee on Health of the Committee on Labor and Public Welfare.²⁶

The problem of rural health care is readily apparent from examining some data on the subject. The number of individuals per doctor in the country as a whole is 665; for rural areas it is 2,400 persons per doctor. There are 135 counties in the country without a single doctor; in 1963 there were 98. The number of families with health insurance is significantly less in rural areas than in urban areas (60-65 percent to 90 percent).²⁷ How best to meet the needs of the people living in rural areas is a continuing problem. Suggestions for solutions have ranged from providing national health insurance to requiring doctors to practice for some period of time in areas deemed deficient in health care services.

A sampling of various agency's obligations for health care programs in nonmetro areas in fiscal year 1975, shows that the Appalachian Development Commission obligated almost \$35 million for the maintenance and improvement of health facilities in fiscal year 1975; 13.5 million went to nonmetro regions (only 10 percent of the total went exclusively to metro counties, the remainder of the funds were obligated to multicounty areas that included both metro and nonmetro counties). The Department of Health, Education, and Welfare through its Community Health Center program, obligated over \$49 million to nonmetro areas, approximately 25 percent of the total of \$197 million. Because of the difficulty in organizing health maintenance organizations in rural areas, the Health Maintenance Program of HEW obligated only 12 percent of the available money in

²⁵ Housing Assistance Council, Rural Housing Goals.

²⁶ U.S. Congress, Senate, Committee on Labor and Public Welfare, Subcommittee on Health, Health Manpower, 1974 : Part 1-5, 93rd Congress, 2d session, April 30, June 24, 25, 26, 1974. Washington, U.S. Govt. Print. Off., 1974.

²⁷ Rural America Inc., and Rural Housing Alliance, Toward a Platform for Rural America : Report of the First National Conference on Rural America. Washington, 1975. p. 19.

rural areas in fiscal year 1975, although the goal in the enabling legislation is 20 percent. The unused allocation is to be available for non-metro areas in the next fiscal year.²⁸

Rural Community Development

The Federal programs designed to contribute to the development of rural communities have as a major foundation the idea that by helping supply communities with an improved infrastructure (community facilities, industrial parks, etc.) the community will become attractive enough to business so that development will become self sustaining. To this end the Federal government provides community development block grants through HUD, business, industrial and community facility grants and loans through the Rural Development Act, and similar programs through the Economic Development Administration.

The Housing and Community Development Act of 1974, in title I, provided for, "a modified form of special revenue sharing. The community development block grant program replaces a series of categorical programs . . . including: water and sewer and neighborhood facilities, urban renewal and neighborhood development program grants, public facility loans, open space, urban beautification and historical preservation grants. Model Cities grants and rehabilitation loans . . . 20 percent to 25 percent of the funds are earmarked for nonmetropolitan areas."²⁹ In fiscal year 1975 the community development block grant program made available almost \$470 million in funds for non-metro areas. Title I authorized almost \$41.7 billion for nonmetro areas for the period fiscal year 1975-77. The enacted appropriation for fiscal year 1976 amounted to a little over \$2.8 billion, of which \$560 million should go to nonmetro areas.

The impact of the new form of community development is being closely monitored by rural interests and by the Congress. Criticism of some aspects of the program has surfaced, focused primarily on what is considered to be inadequate funding and a maldistribution of funds between rural and urban areas. Supporters of rural development argue that the present 80-20 split of funds for urban-rural funding is wrong and inequitable since the entitlement formulas under the program would produce a 60-40 urban split and not the current division. In addition, they contend that the funding levels are well below the levels necessary to meet rural community development need.³⁰

The community development activities authorized by the Rural Development Act includes both loan and grant programs. There are grants available for water and waste disposal, rural development (to facilitate development of private business by local government), and fire protection among others. Loans are available for water and waste disposal, community facilities, and industrial development, among others. The obligations incurred for the grant program in fiscal year 1975 were \$174.2 million and are expected to be \$226.2 million in fiscal year 1976. For the loan programs the obligations were \$1019.7 million

²⁸ U.S. Dept. of Agriculture, *Rural Development Goals: Third Annual Report of the Secretary of Agriculture to the Congress* (Washington, 1976) pp. 78-87.

²⁹ Housing Assistance Council, Inc. *The Housing and Community Development Act of 1974: Implications for Rural America*, Washington, 1974, p. 27.

³⁰ Rural America, Inc. and Rural Housing Alliance, *Toward a Platform for Rural America*, p. 33.

in fiscal year 1975 and are expected to be \$1020.0 million in fiscal year 1976, no real increase in the level of grants.

Support for the loan programs was expressed in hearings by E. Clinton Stokes of the Chamber of Commerce of the United States of America when he said, "These provisions have . . . done the most good; i.e., insured loans for community facilities, for water and waste disposal and for financing business and industry with emphasis on job development."³¹ He also expressed his support of the Secretary of Agriculture's stated reluctance to use the grant portions of the Rural Development Act, claiming, "There are thousands of rural communities that could absorb billions of dollars in Federal grants for community facilities and services. Those which have the most potential for economic growth should, to a large extent, be able to secure long term loans for well-covered and planned community facilities and services,"³² and won't need the grants. Supporters of the grant program contend that it is the poorest communities that are in most need of the facilities and services and that they can only obtain them through grants. Since these communities are unable to secure loans for needed projects the supporters feel the grant programs should be fully funded and implemented.

This debate is part of a larger debate going on between the Congress and the Executive over the use of loan or grant programs to provide aid. It is apparent in many areas other than rural development. The Administration tends to support loan and block grant type programs while Congressional policies tend to favor continued use of categorical grant programs in addition to direct and guaranteed loan programs.

Titles I and II are the original community development programs of the Economic Development Act of 1965 (Public Law 89-136 as amended). Title I provides grants for public works and development facilities, and Title II allows loans to be made for the same purpose in addition to making and guaranteeing loans for industrial and commercial projects. Titles IX and X, both added in 1974, provide money for special economic development and adjustment assistance and for a job opportunities program. The special economic development and adjustment assistance is to be used when an area is threatened or is experiencing severe unemployment arising from economic dislocation, either caused by private or governmental action or regulation. The job opportunities program allows the Secretary of Commerce to make grants, "to stimulate, maintain or expand job creating activities in areas. . . suffering from unusually high levels of unemployment."³³ Both urban and rural areas are eligible for participation in these programs. Because of their special nature, Titles IX and X will be dealt with later.

Obligations under the public works and business development programs (Titles I and II) amounted to \$173.1 million in fiscal year 1975 and are estimated to reach \$224.5 million in fiscal year 1976. Since the programs inception, the Economic Development Administration has approved over 4000 public works and business development proj-

³¹ U.S. Congress. House. Committee on Agriculture. Subcommittee on Family Farms and Rural Development. Rural Development Act of 1972 (Administration and Expenditures) p. 333.

³² *Ibid.*, p. 333.

³³ Public Law 136, as amended, 89th Congress, Title X.

ects, funded by over \$2 billion in direct outlays and another \$103.6 million in loan guarantees. In fiscal year 1975, 276 public works projects and 10 direct business loan projects were approved.

The major interest in Congress during 1975 was in finding some way of combatting the effects of the recession. Bills introduced in both the House and the Senate, used the Public Works and Economic Development Act of 1965 as a vehicle for providing public service jobs to the unemployed or for using the Economic Development Administration as the agency to administer countercyclical programs. These bills included provisions that could have had an important impact on rural community development, by providing jobs and public works to many communities throughout the country, including rural communities. The countercyclical provisions would provide needed funds for many rural communities that are having trouble maintaining services during the recession. None of the bills had been enacted by the end of 1975. Because of the many faceted nature of these bills, some of them will be discussed later.

In September, hearings were held by House Subcommittee on Economic Development on the Administration's proposal (H.R. 9398) to extend the Public Works and Economic Development Act of 1965 for three more years. Authorizations for this act will expire June 30, 1976. This is the first year since 1971 that the Administration has not opposed renewal of this legislation. The Assistant Secretary for Economic Development, Department of Commerce, stated that the Administration's proposal represents the administration's commitment to continue EDA as an important agency in the administration's program to provide relief to areas of economic unemployment in the Nation. . . . In the Public Works and Economic Development Act, Congress has created a flexible program with tools that aid States and local communities to develop a variety of solutions to overcome problems . . .³⁴ No further action was taken on the administration proposal before the end of 1975.

Rural Transportation

The Congress, concerned over the lack of public transit in rural areas, considered several bills dealing with the problems during 1975. One bill, S. 662, passed the Senate in September; it would provide \$500 million for nonmetropolitan areas to be used for capital assistance and operating subsidies. This bill would be an amendment to the National Mass Transportation Act.

Another act which was passed in late 1974 but not signed by the President until early 1975 (Public Law 93-643) provides for \$60 million to be used in a rural highway public transportation demonstration program. The funds could be used mostly for the purchases of highway traffic control devices, construction of loading areas and facilities, fringe parking and the purchase of passenger motor vehicles. This law was an amendment to the Federal-Aid Highway Act of 1973.

Of great concern to Congress in 1975 was the possible disruption in rail service to rural areas from rail line abandonment and the proposed railroad reorganization in the Northeast. Fear was expressed

³⁴ U.S. Congress. House. Committee on Public Works and Transportation. Subcommittee on Economic Development. To Amend the Public Works and Economic Development Act of 1965 to extend the Authorization for a Three-year Period. Hearings, 94th Congress, 1st session. Sept. 18 and 23, 1975. Washington, U.S. Govt. Print. Off. 1975. p. 4.

that the planned rail reorganization would adversely affect the economic viability of many small communities. Hearings were held in July on the impact of deteriorating rail service in rural areas and the Economic Research Service of the Department of Agriculture published an analysis of the effects of the rail reorganization.³⁵ The report found that the aggregate effects would be small from the proposed rail reorganization although the effects on some communities and individuals may be significant and adverse.

Other Issues in Rural Areas

Among other issues confronting Congress in 1975 were questions on the continued operation of thousands of rural post offices, the existence of the family farm in the face of mounting economic pressure, the preservation of agricultural land for agriculture, and a national food policy.

The Government Accounting Office (GAO) issued a report which outlined a method of saving the United States Postal Service \$100 million by closing 12 thousand rural post offices that according to GAO, were no longer necessary for efficient mail delivery to rural residents. An out-pouring of public sentiment in favor of continued existence of the rural post offices caused Congress to hold hearings on the question in September and October of 1975.³⁶ Since legislation is required before the offices can be closed, no Postal Service action to close the offices is expected in the near future.

In the Senate, hearings were held by the Small Business committee in conjunction with other committees on the question of whether the family farm will survive in America.³⁷ Further hearings are expected over the next year. The GAO released a related report in August titled "Some Problems Impeding Economic Improvement of Small-Farm Operations: What the Department of Agriculture Could Do".³⁸ The report indicated that the Department of Agriculture, using existing legislative authority, could do more to assist the small farmer than it has done. The Department of Agriculture stated that no action on the GAO recommendation would be undertaken at that time.

A related area of Congressional concern is the loss of productive farm land, to both urban sprawl and to erosion. Between 1945 and 1964 more than 2.5 million acres of cropland were converted to other uses but at the same time an average of one new acre of cropland was created for every two acres converted, making the net loss of cropland only 1.4 million acres. This was taking place at the same time that crop

³⁵ U.S. Congress. House. Committee on Small Business. Subcommittee on Commodities and Services. Impact of Deteriorating Rail Service Upon Rural Communities and Small Businesses. Hearings, 94th Congress, 1st session. July 19, 1975. Washington, U.S. Govt. Print. Off., 1975.

U.S. Congress. Senate Committee on Agriculture and Forestry. Effects of the Proposed Northeast-Midwest Rail Reorganization on Rural Areas. Committee Print, 94th Congress, 1st session. March 24, 1975. Washington, U.S. Govt. Print. Off., 1975.

³⁶ U.S. Congress. House Committee on Post Office and Civil Service. Subcommittees on Postal Service and Postal Facilities, Mail, and Labor Management. GAO's Recommendation that 12,000 Small Post Offices Be Closed. Hearings, 94th Congress, 1st session. Sept. 23, 24 and Oct. 8, 1975. Washington, U.S. Govt. Print. Off., 1975. 170 pp.

³⁷ U.S. Congress. Senate. Selected Committee on Small Business and Committee on Interior and Insular Affairs. Will the Family Farm Survive in America? Joint Hearings, 94th Congress, 1st session. July 17-22, 1975. Washington, U.S. Govt. Print. Off., 1975.

³⁸ U.S. General Accounting Office. Some Problems Impeding Economic Improvement of Small-Farm Operators: What the Department of Agriculture Could Do: Report to the Congress by the Comptroller General of the United States. [Washington] 1975. (B-133192, Aug. 15, 1975.)

production was increased by 50 percent. In addition the percentages of land that are in cropland, pastures and range, and forests, are all about the same now as they were in 1950. Some analysts feel there is little to fear from farm land conversion for many years in the United States as a whole. The Northeastern States are a different story. In this particular part of the country farm land conversion is occurring at a fairly rapid rate because of regional economic and population pressures. Efforts have been undertaken by State and local governments in the area to slow or halt the loss of this farm land and preserve it as productive open space through the use of restrictive agreements, deferred taxation, and preferential or use value tax assessment.³⁹

The loss of usable cropland to soil erosion is not currently a serious problem but is a potential threat. Various farming methods and practices to control soil erosion have lost favor in recent years due to increased economic pressure for certain crops such as wheat and soybeans. These economic pressures have resulted in the reduction in use of strip cropping and stubble-mulch tillage and the expansion of wheat production into former range land that is drier and more susceptible to wind erosion in time of drought. All these factors may tend to increase the loss of productive land to erosion in the future.⁴⁰

The development of a Federal food policy has appeared more urgent since the Russian wheat sale in 1973. The rapid rise in food prices and the dwindling food surplus over the last few years have combined to cause public concern, which has been reflected in the Congress. During 1975 bills were introduced dealing with farm income and other matters of National food policy although the major concern of Congress appeared to be the Food Stamp Program with over 35 bills being introduced on it alone. Several studies came from the Senate Committee on Agriculture and Forestry dealing with the concern over food and agricultural policy in the current situation of uncertainty and rising prices.⁴¹

Rural Interest Groups

A number of organizations actively supported measures designed to meet the economic, political, and social needs of rural America. The Congressional Rural Caucus, a bipartisan group of over 100 members of the House of Representatives, attempts to form coalitions with urban interests when legislation affecting both is being considered. The Caucus's goals include the full implementation of the Rural Development Act of 1972 and the development and implementation of a national rural development program to bring about the economic development of Americans rural areas so as to give rural American's the same opportunities that exist for Americans that live in the cities.

Rural America Inc. was organized in 1975 to initiate and support solutions for the problems of rural areas. In April, the First National

³⁹ Miner, Dallas. *Agricultural Preservation: A New Issue in Open Space Consideration*. Environmental Comment, 14, Oct. 1974: p. 9.

⁴⁰ U.S. Congress. Senate. Committee on Agriculture and Forestry. *Conservation of the Land and The Use of Waste Material for Man's Benefit*. Print, 94th Congress, 1st session. March 25, 1975. Washington, U.S. Govt. Print. Off., 1975.

⁴¹ U.S. Congress. Senate. Committee on Agriculture and Forestry. *The Market Functions and Costs Between America's Fields and Tables*. Print, 94th Congress, 1st session. March 25, 1975. Washington, U.S. Govt. Print. Off., 1975.

U.S. Congress. Senate. *Agriculture in a World of Uncertainty: The Potential Impact of Rising Costs of Production on Agriculture and Rural America*. Print, 94th Congress, 1st session. April 11, 1975. Washington, U.S. Govt. Print. Off., 1975.

Conference on Rural America was held under the sponsorship of the Rural Housing Alliance (dedicated to better housing for rural America) and Rural America Inc. From this conference came a platform for rural America that among other things recommended the establishment of a Department of Rural Affairs to administer programs dealing with rural areas, support for a Congressional select committee on rural America to study the problems of rural areas and greater participation in rural development by private foundations.⁴² In addition to making recommendations, Rural America Inc. intends to lobby for the program and principles they see as essential for the well being of persons living in rural areas.

Condition of Rural America: Reports and Recommendations

The Congress and several executive agencies released reports on the condition of rural America in 1975. The Department of Health, Education and Welfare published a report on *Programs for Rural America*,⁴³ prepared for the Subcommittee on Rural Development of the Senate Committee on Agriculture and Forestry. Using Fiscal Year 1972 data the report analyzed the distribution of program obligations between metropolitan and nonmetropolitan counties and attempted to identify reasons for apparent imbalances in specific program obligations. Where the data was available the report compared the 1972 data to 1970 data and highlighted any significant trends in program obligations toward nonmetropolitan counties and why these changes may have occurred.

The same committee also released a print in May, prepared by the Economic Research Service of the Department of Agriculture and titled *The Economic and Social Condition of Nonmetropolitan America in the 1970's*,⁴⁴ an update of an earlier print of the same title. This print contained valuable information in the form of text, tables, graphs, and maps on the changes that have taken place and the conditions that exist in nonmetropolitan areas.

The Economic Development Administration produced a study, titled *Industrial Invasion of Nonmetropolitan America: A Quarter Century of Experience*. The study documents the experiences of rural industrialization over the last 25 years, from the viewpoint of the rural community. Among the generalizations that came from the study are: in most cases industrial expansion contributed to population growth; there is no evidence that industrial development contributes to the educational attainment of the host community; and the increase in local government revenues is often outweighed by the increased cost of providing additional services to the new industry and population.

Another study, released in 1975, by the Economic Research Service of the Department of Agriculture, *Alternative Futures for Nonmet-*

⁴² Rural America, Inc. and Rural Housing Alliance. *Toward a Platform for Rural America: Report of the First National Conference on Rural America*. Washington, 1975.

⁴³ U.S. Congress. Senate. Committee on Agriculture and Forestry. Subcommittee on Rural America. Department of Health, Education and Welfare Program Assistance for Nonmetropolitan Areas, Fiscal Year 1972. Print, 94th Congress, 1st session. Feb. 6, 1975. Washington, U.S. Govt. Print. Off., 1975.

⁴⁴ U.S. Congress. Senate Committee on Agriculture and Forestry. *The Economic and Social Condition of Nonmetropolitan America in the 1970's*. Print, 94th Congress, 1st session. May 30, 1975. Washington, U.S. Govt. Print. Off., 1975.

*ropolitan Population, Income, Employment and Capital*⁴⁵ used a complex economic model to test several alternative methods of promoting nonmetropolitan development. One finding the study made was the most traditional development strategies work better in combination than if attempted individually. The study also found that a strategy of increasing jobs more easily attains development goals than a strategy of increasing the capital stock per worker. Another finding was that increasing migration into nonmetropolitan areas tend to depress per capita income and employment, but encouraging outmigration from nonmetropolitan areas tends to cause income and employment to increase in the nonmetro area. This conclusion assumes no changes other than population growth; no new industry, no increase in demand for an area's resources, no changes except in population.

INTERNAL MIGRATION : CHANGES IN DIRECTION

A new element was injected into the related problems of rural development and urban decay by a Census Bureau report showing that a significant change in population flows has taken place since 1970.⁴⁶ Since World War II, most internal migration flows were from the nonmetropolitan areas to the metropolitan areas, but since 1970 there is reversal of the flow to the nonmetropolitan areas which has shown up as faster growth rates for these counties than for the metropolitan counties.

Additionally there is a further shift in the population away from the northeast and the north central regions and into what is increasingly being called the "Sunbelt," the tier of states running from the Atlantic to the Pacific along the southern edge of the country and extending up the Pacific coast and including the mountain States of the West. The South and the West grew 8.4 and 8.7 percent respectively from 1970 to 1975 while the Northeast and the North Central states grew 0.8 and 1.9 percent respectively during the same time. For metro and nonmetro counties the population gains for the time period 1970 to 1974 were 3.6 and 5.0 percent respectively.

Several explanations are offered for the population shift away from the North and into the South and West. David Work of the Census Bureau suggests that a major factor is a change in black migration patterns. Blacks no longer are leaving the South in large numbers and some black families are returning to the South from the North. In addition, white families continued their movement to the South and the West, which means very little if any migration growth for the North.⁴⁷ Another suggestion is that the energy crisis has encouraged industry to move to the South and West where energy supplies are more plentiful and available. Once the industries move, the people that work in them tend to follow. Some suggestions have focused on changing attitudes. These indicate that Americans are looking for a new lifestyle and believe they can pursue it more easily in the South and West and by living in small towns rather than large cities.

⁴⁵ U.S. Dept. of Agriculture. Economic Research Service. *Alternative Futures for Nonmetropolitan Population, Income, Employment, and Capital*. November 1975. Washington [no. 311].

⁴⁶ U.S. Bureau of the Census. *Social and Economic Characteristics of the Metropolitan and Nonmetropolitan Population: 1974 and 1970*. Current Population Reports Special Studies. September 1975. [Washington, series p. 23, no. 25].

⁴⁷ Reinhold, Robert. 85 Percent Rise in Population in South and West. *New York Times*. Dec. 12, 1975.

The last two reasons are also being given as reasons why Americans have begun moving into nonmetro regions reversing the long-established pattern of moving off the land and into the cities. Another reason is the large number of retirement communities that are being located in nonmetro areas. One other reason being suggested is the expansion of urban areas into surrounding areas that have been and still are basically rural in character.

If these internal migration patterns should continue as a long-term trend, they will have profound effects not only economically and socially but politically as well. Rural areas will begin to experience the problems associated with growth, such as overburdened public facilities and services, loss of open space, traffic congestion and problems with pollution. They may experience some social problems that come with growth, such as increases in crime, welfare, and possibly some antagonism on the part of the long-term residents toward the new migrants. Politically the trend will cause a shift in the power structure of Congress toward the South and the West and away from the older industrial areas of the Northeast and North Central states. There may also be some slight change in the distribution of political power between rural and urban interests.⁴⁸

Because of the potential problems that the country as a whole might face due to the changing patterns of internal migration, some members of Congress feel it is necessary to plan for the changes that may occur. In this way, they feel, the country can avoid many of the difficulties that took place in urban areas when they underwent a long period of growth. Senator Humphrey introduced a bill, S. 1795, the Balanced Growth and Economic Planning Act, to establish a national economic growth plan that would according to the Senator, "help . . . avoid the mistakes of the Washingtons, the New Yorks, and the Los Angeles in developing on an 'unplanned' basis. The costs of repeating such experiences are very high—not only in terms of Federal and State expenditures, but also in terms of providing and maintaining a decent human environment for those citizens who will be living in the communities."⁴⁹ No action had been taken on the bill by the end of 1975.

In commenting on the recent changes in population flows, Calvin L. Beale of the Economic Research Service of the Department of Agriculture stated, "The trend in the United States since 1970 was not foreseen in the literature of scientific and public discussion of even 3 or 4 years ago. Its rapid emergence is basically the result of innumerable private decisions—both personal and commercial—which collectively and subtly have created a pattern of population movement significantly different from what went before. . . Much new thought is needed on the probable course of future population distribution in the United States . . ."⁵⁰ Obviously, the new population trends must be taken into consideration in the development of national growth policies.

⁴⁸ Although there has been a shift in migration patterns, the majority of people will continue to live in metropolitan areas for the foreseeable future, which implies the retention of political power in metro areas.

⁴⁹ Humphrey, Hubert H. National Shifts in U.S. population: Rural Gains over Urban. Remarks in the Senate. Congressional Record, v. 121, May 22, 1975: S. 9013.

⁵⁰ U.S. Dept. of Agriculture. Economic Research Service. The Revival of Population Growth in Nonmetropolitan America. [Washington] 1975. pp. 14-15.

REGIONAL ECONOMIC DEVELOPMENT

Congress has demonstrated its concern for economically distressed regions through the years by enacting legislation that is directed at specific regions because of their specific problems. This legislation has ranged from very early subsidies of roads and canals to more recent pieces of legislation such as the Public Works and Economic Development Act of 1965 (Pub. L. 89-136).

The Public Workers and Economic Development Act of 1965 (PWEDA) was enacted to aid the economic development of depressed regions through funds for public works, business development and planning. Since its initial passage, the Act has been amended and expanded to include provisions for economic adjustment assistance to areas that have been adversely affected by the loss of a major economic unit in their locality and a job opportunities program designed to, "stimulate, maintain or expand job creating activities in areas . . . which are suffering from unusually high levels of unemployment."⁵¹

The Regional Development Act of 1975 (Public Law 94-188) had two provisions; one extended the Appalachian Development Act of 1965 and the other extended and amended Title V of the Public Works and Economic Development Act of 1965. Title V created the Regional Action Planning Commissions in 1965 and the new law has extended their existence for two more fiscal years, until the end of September 1977. In addition, the new law has expanded the mission of the regional commissions. They are now required to conduct demonstration projects in the fields of energy, health, nutrition, and education in addition to conducting joint regional transportation studies with the Secretary of Transportation. These demonstration projects are to be used to show the impact of changing energy demand and supply on the region, the health and nutrition projects are to show the value of adequate health facilities and services to the economic development of the region, the education projects are to demonstrate areawide educational planning, services, and programs to assist in the expansion and improvement of educational opportunities and services for the people of the region, and the transportation studies are to investigate the needs of the various regions in terms of transportation networks. The results are to be reviewed with the prospect of future Federal funding.

The new law extended the Appalachian Regional Commission until September, 1979 and extended the highway program within the Appalachian Regional Commission through fiscal year 1980. Several programs were amended by the law including housing, demonstration health projects, mining area restoration, and vocational and technical education projects. Most of these changes made it easier for the Commission to grant aid for these various projects. One change made allows the Commission to fund industrial facilities or facilities for the generation, transmission, or distribution of electric energy or gas in small scale limited energy demonstration projects.

ECONOMIC GROWTH AND DEVELOPMENT

The recent recession has raised doubts among many Americans about the ability of the economy to recover its former strength and growth. Many factors, including energy problems, the scarcity and

⁵¹ Public Law 136, as amended, 89th Congress.

high cost of some raw materials seems to indicate that the economy can no longer grow at its former rate and the country is now entering a period of slow or no growth. The continuing struggle with inflation has also had a dampening effect on the forecasts for economic growth, as many consider inflation more destructive to economic growth than the current high level of unemployment. The existing high unemployment levels have led some to conclude that the economy will have a much more difficult time in recovering from this recession than in previous post-war recessions. These analysts believe that certain fundamental changes in the structure of the labor force (more women, more teenagers, more "secondary" workers) will cause a permanent increase in unemployment rates.

Other analysts forecast no great change in America's long term growth rate once the economy recovers from the current recession, which they feel will occur in the near future. The problems of shortages and high prices will be taken care of through the market mechanism, either through reduced consumption of the higher priced goods, or by substitution of one material for another. They see no great impediments to continuing economic growth.

Two major concerns were expressed in the President's economic report in 1975. The first was the effect of the worsening recession on the economy and the unemployment rate and the second was on the continuing inflation and the uncertainty it added to the economy's future. In response to these challenges the President proposed tax cuts for business and industry to stimulate the economy and observed that price increases were moderate due to the effects of the recession. Another issue addressed in the report was how to deal with higher energy prices and less assured energy supplies. For dealing with the energy problem the President proposed that the relative price of energy be raised through price increases and a series of taxes. The program would include decontrol of domestic oil prices along with a windfall tax on crude oil, creation of strategic reserves and various measures to promote efficient energy consumption.

Most of the program proposals presented in the economic report were first announced in the State of the Union message delivered in January. Because of this and the delay until February for releasing the economic report, the Joint Economic Committee held hearings on the report before its release and issued a report on it after its release.⁵² Much of the testimony given during the hearing in January indicated agreement with the change in administration policy from one of restraint in 1974 to one of proposed expansion in 1975, but many disagreed with the extent and speed of the President's proposed expansionary economic policies. Several witnesses suggested that the economy needed not only the proposed tax breaks for individuals and businesses but also liberalized unemployment benefits for the thousands of workers out of work and large scale transitional works projects and jobs to help both workers and the economy.

The Joint Economic report also recommended that the Federal government must be more active than the President suggested in his eco-

⁵² U.S. Congress, Joint Economic Committee. The 1975 Economic Report of the President. Hearings, 94th Congress, 1st session. Jan. 23, 28, 29, and 31, 1975. Washington, U.S. Govt. Print. Off., 1975.

U.S. Congress. The 1975 Joint Economic Report. Committee Print, 94th Congress, 1st session, March 26, 1975 (Legislative day March 12). Washington, U.S. Govt. Print. Off., 1975.

conomic report. The report called for not only the tax cuts but public service jobs, expanded unemployment assistance and a monetary policy that would aid the severely depressed housing industry.

The goal expressed in both the President's economic report and the Joint Economic Committee's report is to move the country out of the economic recession and onto a path of long term stable growth. The major difference is the amount of Federal intervention needed to do the job. The Committee called for large scale involvement on the part of the Federal government, while the President's proposals were more passive, allowing the economy to recover under its own power, with some prodding on the part of the government.

Responses to National Economic Conditions

Congress passed and the President signed Public Law 94-41, a bill appropriating an additional \$375 million for Title X of the Economic Development Act. This was in response to the high levels of unemployment being experienced in many parts of the country, and was a supplement to the \$125 million initially appropriated for the program. The purpose of the program is to provide short-term employment opportunities to the unemployed while constructing facilities of lasting value to the community. The additional funds were not released by the Office of Management and Budget to the Economic Development Administration until very late in 1975. This caused great confusion among both the applicants and the administrators of the programs, who were swamped with over ten thousand applications which had to be processed before the authorization expired at the end of the year.

An earlier attempt had been made to pass this appropriation in a more comprehensive House bill, H.R. 4481, the Emergency Employment Appropriations Act of 1975. This bill was a measure designed to provide employment opportunities for two million workers through direct public service jobs and accelerated Federal construction activity (a modified version of the latter provision was passed as Public Law 94-41). The bill authorized total funding of \$5.3 billion, of which \$2.3 billion would have been used for direct job creation, including public services jobs, summer jobs for youth, and public works employment. The bill was vetoed by the President on May 28, 1975.

Several other bills were introduced that would either extend or provide new or additional assistance to the unemployed. Some of these programs would have created jobs for the unemployed, while others would have extended the period for which unemployed workers were eligible for unemployment payments. There were two motives for these legislative proposals: one was the humanitarian need to assist unemployed workers, and the second was the belief that the proposed programs would assist the Nation's economic recovery and growth.

A number of bills (H.R. 2584 and S. 609 among others) would extend for another fiscal year, or expand, certain titles (Titles I, II and/or VI, depending on the bill) of the Comprehensive Employment and Training Act of 1973. These provisions deal with programs designed to alleviate unemployment by providing financial assistance to State and local governments for the purpose of providing unemployed and underemployed persons with transitional employment in jobs providing needed public services in areas of substantial unemployment.

Another approach to the unemployment problems was the Emergency Compensation and Special Unemployment Assistance Extension Act of 1975 (Public Law 94-95). This law extended and expanded the benefits available to the unemployed, gearing the number of weeks of benefits after January 1, 1976 to the unemployment rate in a State.

The Local Public Works Capital Development and Investment Act of 1975 (H.R. 5247) sought to alleviate unemployment problems by providing local communities with grants for accelerated public works projects. Both the Senate and the House amended the bill so that it included the public works programs as well as countercyclical aid for State and local governments (discussed below). By the end of the year, the conference report had been approved by the Senate but action had not been taken by the House. President Ford had indicated his intention to veto the legislation if it were enacted, on the grounds that it was too expensive.

The bill authorized \$6.1 billion for its various programs, including \$2.5 billion through fiscal year 1977 for 100 percent public works construction grants, to be administered by the Economic Development Administration. Seventy percent of the funds would be reserved for areas whose unemployed rate exceeded the national rate; the remaining thirty percent would be made available to those areas whose unemployment rate was above 6.5 percent, but less than the national rate. Eligible activities include the construction, reconstruction, renovation or repair of any public facility. Priority would be given to public works projects of local governments, and projects would have to be underway within 90 days of approval.

The Equal Opportunity and Full Employment Act of 1975 (S. 50 and H.R. 50, popularly known as the Humphrey-Hawkins bill) received much public attention in 1975. The proposed legislation would require the Federal government to become the employer of last resort and would guarantee a job to all Americans who wanted to work. It would require the Federal government to reduce the unemployment rate to 3 percent within eighteen months of the bill's adoption. The authors of the bill believed that it would provide a stimulus for a national debate on national economic policy, and it did have this effect. Hearings were held on the bill by the Joint Economic Committee, but no further action had been taken by the end of the session.⁵³

The debate over whether the economy can best be stimulated by programs providing public sector jobs as opposed to private sector jobs continued throughout 1975. One method of providing jobs in the private sector, at least potentially, is through a tax cut. By letting individuals retain more of their income, private spending will be encouraged. This should increase demands for goods and services, which should induce industries to increase their work forces to produce more items to satisfy the increased demand. This is a fairly lengthy process and there is no assurance there will be a short term increase in the number of jobs available.

Even if the public sector job approach is chosen there is disagreement as to the technique to be used, since the speed and cost of providing such jobs varies. In 1975, debate centered around three methods of

⁵³ U.S. Congress, Joint Economic Committee, A Congressional Conference on "A Full-Employment Policy; An Examination of Its Implication." Hearings, 94th Congress, 1st session, December 10, 1975. Washington, U.S. Govt. Print. Off., 1976.

providing public sector jobs: low skilled public service, public works projects, or antirecession grants to State and local governments. A Congressional Budget Office report⁵⁴ concluded that low skilled public service jobs offer one of the quickest and least expensive ways to employ large numbers of relatively unskilled workers. Public works jobs would tend to be a more expensive and slower method of employing workers, while antirecession grants would fall somewhere in between. All these methods will vary in effectiveness depending on the situation and the design of individual programs.

For the relatively short term effects of recessions, one of the public jobs programs is more effective in assuring some additional employment than is the stimulation of private sector jobs. But even the public sector job programs cannot create as many jobs as may be necessary. The CBO report estimates that public service employment can create 90-150 thousand jobs within 24 hours for \$1 billion. In 1975 the average number of unemployed was 7.8 million people. It would require public service employment program expenditures of \$6.67 billion to reduce the number of unemployed by just one million in 24 months (using the higher end CBO estimate). This would still leave almost 7 million workers unemployed. The only real solution to the unemployment problems of a recession is the restoration of health to the economy. Public sector employment programs are a temporary and inadequate, although necessary and possibly the best available short-term solution.

Impact of National Economic Conditions on State and Local Governments

The impacts of national economic policies and conditions on State and local finances became increasingly clear in 1975. The economic interdependence of the various levels of government seemed to call for a coordinated approach to economic problems, so that economic policies are supportive of one another rather than working at cross purposes. One observer summed up the effects of national inflation and recession on State finances:⁵⁵

The sharp economic decline of the last eight months caused revenue collection in many States to fall behind estimates. States cannot use debt and monetary policy to stimulate or restrain the economy as can the Federal government. States must manage as prudent individuals, which means that current expenditures must be kept within current revenues. Most Governors and legislators have recognized the taxpayers' economic suffering—taxes have increased in only a few States. So the squeeze is on: recession-induced shortfalls in revenue with inflation-induced price, salary, pension, and income maintenance payment increase. On top of this was the huge jump in fuel and utility prices.

The recession's impact on State and local governments has been severe, as this passage indicates. The expenditures of these governments have increased at the same time they find it more difficult to raise more revenues. This leads to actions which are counter to the expansionary economic policies of the Federal government: that is, State and local governments raise taxes or reduce services, both of

⁵⁴ U.S. Congress. Congressional Budget Office. Temporary Measures to Stimulate Employment: An Evaluation of Some Alternatives. September 2, 1975. Washington, U.S. Govt. Print. Off., 1975.

⁵⁵ Bell, George A. The Economy and State Finances. State Government, v. XLVIII, Autumn 1975: 202.

which tend to be deflationary at the same time that the Federal government is reducing taxes and increasing spending in order to stimulate the economy. The policy contradictions are clear:

State retrenchment programs are just what the national economy does not need during recession for they delay capital construction and lay off personnel at a time when the federal effort is attempting to spur construction and employ the unemployed. Furthermore those States that are increasing taxes are doing so at the very time the federal government is reducing taxes and providing rebates. States and local governments generate over 10 percent of the gross national product and any effective procedure to assure that they do not act perversely to federal fiscal policy should be beneficial to national stabilization efforts.⁵⁶

In response to this problem, legislation was introduced in 1975 that is intended to provide assistance to State and local governments during times of extreme need, using the unemployment rate as an indicator of need. The Intergovernmental Countercyclical Assistance Act of 1975 (S. 1359) was designed to provide "targeted emergency financial assistance to hard pressed State and local governments caught in a fiscal squeeze brought on by the combination of recession and continued inflation," so as to "help State and local governments maintain their existing level of services and employment without raising taxes, thereby preventing them from undertaking policies that will undercut Federal efforts to stimulate the economy."⁵⁷

This bill, reported out of the Senate Government Operations Committee as the Intergovernmental Antirecession Act of 1975, was attached as an amendment to S. 1587, the Public Works Employment Act of 1975 and passed the Senate in July 1975. A compromise with the House version was reached in December and passed by the Senate but no action was taken by the House before the end of the session. The compromise version of the House bill, H.R. 5247, also contained the countercyclical provisions of the Senate bill, S. 1587.

On an annual basis the legislation authorized \$500 million plus an additional \$250 million for each percentage point the national seasonally adjusted unemployment rate rises over 6 percent. The funds would be distributed to State and local governments by a formula based on the unemployment rates of the State and local jurisdictions. Those jurisdictions whose unemployment statistics are kept by the Department of Labor are automatically eligible for a countercyclical entitlement. The formula for determining the entitlement amount is revenue sharing plus excess unemployment over 4.5 percent. Those jurisdictions whose unemployment statistics are not kept by the Department of Labor, but whose unemployment exceeds 4.5 percent are eligible for countercyclical grants from a balance of state allocation similar to the procedure used in the Comprehensive Employment and Training Act programs. States get one-third of the funds, and localities get the remaining two-thirds. The funds may only be used for operating expenses for State and local governments. The use of funds for supplies or materials or for construction is prohibited unless it is necessary for the maintenance of basic services.

Title IX of the Public Works and Economic Development Act Amendments of 1974 (Public Law 93-423) was an attempt to help State and local governments adjust to the impacts of national economic

⁵⁶ *Ibid.*, p. 205.

⁵⁷ Muskie, Edmund. *The Intergovernmental Countercyclical Assistance Act—S. 1359*. Remarks in the Senate. *Congressional Record*, v. 121, April 29, 1975: S. 7046.

conditions by providing assistance to areas either experiencing or about to experience significant structural economic dislocations. The main thrust of the new program was to give State 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, using their own manpower to the maximum extent practicable. The legislation put particular emphasis on dislocations resulting from a change in public policy, such as the decision to close or relocate important Federal installations, such as military bases, or the enforcement of environmental legislation which requires the cessation or curtailment of certain business activities. The legislation was 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 operations of this program were reviewed in committee hearings early in 1975.⁵⁸ Only \$38 million had been appropriated for this Special Economic Development and Adjustment Assistance program for fiscal year 1975, and it was argued by one witness that this amount of money was much too small to have a significant impact on the economy of more than a handful of communities. Other witnesses suggested that with only one year of operational experience it was not possible to evaluate the program accurately, but they held out hope that with higher funding levels the program could have a positive impact on the economies of communities facing economic dislocation. Although there was some support for using Title IX as an anti-recessionary tool, the Assistant Secretary of Commerce stated that "We do not believe that Title IX is an appropriate countercyclical response mechanism. Title IX is designed, rather, to address the problems that will remain after major improvements in the economy at large occur."⁵⁹

PENDING ISSUES IN RURAL DEVELOPMENT AND ECONOMIC GROWTH

During 1976, the Congress will continue to face many of the same issues that surfaced in 1975, but were not finally resolved. A major issue will be determining the best method of restoring the country's economic health so that economic growth can resume. The methods considered will include public works projects to stimulate employment and countercyclical assistance to State and local governments, as well as monetary growth and tax reductions.

The level of funding for Rural Development Act programs, the use of loans vs. grants to implement the programs, and the ability of the Farmer Home Administration to manage rural development programs will also likely be major issues in 1976. In addition, there is likely to be increased interest in devising methods to help growing rural communities plan their development in a way that will avoid repeating the mistakes of older urban areas.

The authority for the Economic Development Administration expires in June 1976. This will allow for a review of the concepts of

⁵⁸ U.S. Congress. Senate. Committee on Public Works. Subcommittee on Economic Development. Economic Development Administration: New Program Oversight. Hearings, 94th Congress, 1st session, March 13, 1975. Washington, U.S. Govt. Print. Off., 1975.

⁵⁹ *Ibid.*, pp. 8-9.

economic development that are implicit in the Public Works and Economic Development Act of 1965 which may result in major changes in the basic legislation. An issue that may be raised is the distribution of funds between large cities and rural areas. Some concern is being shown that large cities that are in need of development aid are not getting their share of the funds.

The large scale migration that is taking place across the country will raise a host of questions for the Congress. Census Bureau reports show a shift in population away from the older industrial areas of the Northeast and Midwest to the South and West. In addition, there has been a significant movement of population from metropolitan areas to nonmetropolitan areas since 1970. These population movements portend significant social, economic and political changes for the future of the Nation. It is likely that there will be some investigation into the impact of past Federal policies on these population movements, and recommendations for new policies to provide assistance for those areas that are losing or rapidly gaining population.

CHAPTER III. RENEWING OLDER COMMUNITIES AND CREATING NEW COMMUNITIES

INTRODUCTION

In Title VII of the Housing and Urban Development Act of 1970, Congress declared that the national urban growth policy should "foster the continued economic strength of all parts of the United States, including central cities, suburbs, 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) . . .;" 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 and local government actions in 1975 related to the physical, economic and social development and renewal of the nation's communities, both old and new.

During 1975 the urban issues that drew the greatest attention from government at all levels were the issues of urban conservation and the fiscal condition of the nation's cities, especially the older cities with their relatively high proportion of disadvantaged residents. The question of Federal assistance to New York City was the focus of the latter of these two issues. Federally-assisted new communities continued to face critical financial difficulties because of a variety of problems, and the Federal Government suspended making new loan guarantees to new community developers in order to give more attention to salvaging those already participating in the program.

Although there was relatively little urban legislation enacted during 1975, the most significant pieces of legislation affecting urban conservation and the fiscal problems of our cities were Public Law 94-13, the "National Insurance Development Act of 1975," which continued the Federal riot reinsurance and crime insurance problems until April 30, 1977; Public Law 94-116, the HUD-Independent Appropriations Act for fiscal year 1976, which appropriated \$2.7 billion for community development block grants; Public Law 94-143, the "New York City Seasonal Financing Act of 1975," which provided financial assistance to New York City to help prevent default; Public Law 94-157, the supplemental appropriations act that appropriated funds for the New York City assistance program; and Public Law 94-200, which contained anti-redlining provisions.

URBAN CONSERVATION

Urban conservation, which emerged as an important issue during 1974, maintained its significance throughout 1975. The erosion of urban tax bases and the continuing scarcity of resources in the Nation's cities

¹ Public Law 91-609; 84 Stat. 1761.

reinforced the need to take full advantage of the capital investments already made in our urban areas and to avoid waste of financial, physical and human resources.

Implementing the Title I Community Development Block Grant Program

Title I of the Housing and Community Development Act of 1974 created the Community Development Block Grant Program to replace the older categorical programs that assisted local community development efforts.² The year 1975 was the first year of experience under the new program.

A variety of organizations mounted efforts to monitor and evaluate the program during its initial period. The U.S. Department of Housing and Urban Development undertook two efforts, one an in-house evaluation of the program which led to the department's first annual report on the program³ and another being conducted on a contract basis by the Brookings Institution. The Center for Community Change, a Washington-based organization with interests in public policy prepared a survey instrument that was intended to receive wide distribution among grantees. The National Association for the Advancement of Colored People established a "Special Survey, Monitoring, and Affirmative Action Program" to mobilize its local branches in metropolitan areas to track local experience under the program.

The National Committee Against Discrimination in Housing undertook an informal monitoring program as part of an effort to provide assistance to groups that were seeking to overcome alleged violations of the open housing provisions of Title I and other pertinent statutes. The Potomac Institute, under a contract with Lane and Edson, a Washington law firm, set up a program of monitoring local community development activities in six cities, with special attention to the development of local housing assistance plans, which are required under the provisions of Title I. The National Association of Housing and Redevelopment Officials also established a monitoring and evaluation program, with attention to the administrative processes leading up to the first year's applications. The Southern Growth Policies Board undertook a monitoring and evaluation program to examine selected case study cities in the South. The National League of Cities—U.S. Conference of Mayors also undertook a Community Development Capabilities Study to analyze the issues and experience at the local level with the block grant program authorized by Title I. The NLC and the USCM performed the study with financial support from the U.S. Department of Housing and Urban Development. Finally, at the request of the Senate Committee on Banking, Housing and Urban Affairs, Subcommittee on Housing and Urban Affairs, the General Accounting Office began an evaluation of the local experience under the new program in selected areas of the country. All of these monitoring

² The structure of the Title I program is described in U.S. Library of Congress. *Toward a National Growth Policy: Federal and State Developments in 1974*. Washington, U.S. Govt. Print. Off., 1975, pp. 58-76. (94th Cong., 1st Sess. Joint Economic Committee. Committee Print).

³ U.S. Dept. of Housing and Urban Development. *Community Planning and Development. Office of Evaluation. Community Development Block Grant Program. First Annual Report. December 1975*. Washington, D.C., U.S. Govt. Print. Off., 1976. 148 pp.

efforts began in 1975, and some research findings were published during the year.

In July 1975, the National League of Cities and the U.S. Conference of Mayors published the results of their efforts in a report entitled "Community Development Block Grants: The First Year."⁴ The report was addressed to local legal issues and the impediments to community development and to problems and progress in developing the required housing assistance plan, and it reported on some early and partial information in the way program priorities were developing at the local level. The NLC/USCM Community Development Capabilities Study found that with regard to local legal issues:

In the field of land-use control, fewer than 90 percent of the cities reported having timing and sequential control powers and flood plain control powers. However, flood plain controls are generally being implemented by county and state governments where cities are not performing the functions. Further, timing and sequential control powers are relatively new local land-use tools and are still being tested in the courts in many parts of the country.

More than 10 percent of the surveyed hold-harmless cities indicated they do not have full powers for the construction, operation, and maintenance of water, sewer and solid waste facilities. However, in most of these cases, cities have arrangements with other general purpose local governments, special districts, and public authorities for the provisions of such services.

With regard to several renewal powers—writing down land costs, clearing privately owned land, leasing land to private developers, and selling or donating property to individuals—more than 15 percent of the survey cities indicated a lack of direct authority. In those areas with operating urban renewal authorities, however, the authority generally has most of the necessary powers under existing state law.

With regard to the provision of conventional or leased housing programs, construction of publicly assisted housing, provision of cash rental subsidies, and provision of rehabilitated loans and grants, over 20 percent of the entitlement respondents and over 30 percent of the hold harmless respondents indicated a lack of direct legal authority. At present these functions would have to be performed by a housing authority operating in the city.

In the field of relocation assistance and provision of replacement housing, over 10 percent of survey respondents indicated a lack of legal authority to pay the requisite costs. Again, under current arrangements, such assistance would have to be provided by housing or urban renewal authorities operating in the city.⁵

The study also found debt limits are serious constraints on general purpose government in undertaking direct development and redevelopment activities⁶ that 30 percent of the formula entitlement cities surveyed did not have authority to assign funds to other public jurisdictions—often an important power in carrying out community development activities—and that 48 percent of such cities did not have power to transfer funds to private agencies for community development activities. Among surveyed hold-harmless cities, over 50 percent were unable to assign funds to other public or private agencies. This finding is not as much of an impediment as it may appear at first glance, however, because all but ten percent of the surveyed jurisdictions may enter into contracts with public and private agencies for the provision of specific services that may be needed in the local community development program.⁷

⁴ Community Development Block Grants: The First Year. Nation's Cities. July 1975. pp. 22-36.

⁵ Ibid., p. 25.

⁶ Ibid., p. 25.

⁷ Ibid., pp. 25, 26.

The Housing Division of the National Urban League issued a report on its analysis of the first year's experience on 41 local jurisdictions under the 1974 Housing and Community Development Act. The following statement about the Title I block grant program are illustrative of the National Urban League's findings:

Expenditures under the Act have largely been diverted from the intended lower-income beneficiaries. In our sample of communities, only about half of the Community Development Block Grants provided by Title I of the Act are being used for purposes connected with benefits to lower-income persons. More than one-third of sample Block Grant expenditures have been identified by the National Urban League as planned for uses counter to the welfare of lower income persons. Such uses include redevelopment of land occupied by lower income persons for reuse by higher income residents and clearing land occupied by lower income persons to accommodate expansion of central business districts without compensating benefit to the lower income residents, particularly if they are tenants.⁸

The citizen participation activities of the first year application process for the Block Grant Program show signs of potential for effective citizen participation in community development decisions and programs. However, the policy of the department of Housing and Urban Development for non-imposition of a structure for citizen participation is an unqualified failure. Too often local circumstances are such as to block development of an effective citizen participation structure.⁹

Block grants for community development have generally been more effectively used in large, center city jurisdictions than they have in smaller cities or in counties.¹⁰

The coordination between community development and housing assistance activities, strongly desired by Congress in preparing the Act, has not occurred.¹¹

Housing Assistance Plans are totally inadequate to needs for better housing.

Racial minority participation in the development of Block Grant applications has been inadequate.¹²

The report emphasized two issues that were of special concern to the National Urban League. The report said:

We find (1) that HUD's collection of data on the program is inappropriate to a measurement of the program's fulfillment of the purposes of the Housing and Urban Development Act of 1974, and we find (2) that HUD and Congressional policy makers have ignored the feature of the Act that calls for coordinated and strategic use of Community Development Block Grants and Housing Assistance Program allocations.¹³

As a result of these and other findings, the National Urban League's report recommended that the HUD Department take administrative action to enforce more rigorously the provisions of the Act,¹⁴ and it also recommended several statutory changes. Recommended legislative actions with regard to Title I include (1) the enactment of uniform citizen participation legislation governing the structure of citizen participation in all Federal assistance programs related to community development, and (2) the inclusion of all housing functions in one legislative title in order to simplify review of housing and community development coordination.¹⁵ The report also includes recommendations for congressional action on housing.

In November the Potomac Institute, an independent, non-profit organization with an interest in public policy affecting lower income groups and racial minorities, issued a report on a small-scale explora-

⁸ National Urban League, Housing Division, *The New Housing Program—Who Benefits*. New York, National Urban League, Inc., 1975, p. 1.

⁹ *Ibid.*, p. 1.

¹⁰ *Ibid.*, p. 2.

¹¹ *Ibid.*, p. 3.

¹² *Ibid.*, p. 3.

¹³ *Ibid.*, p. 8.

¹⁴ *Ibid.*, pp. 4, 5.

¹⁵ *Ibid.*, p. 6.

tory monitoring effort in the Atlanta, Boston, Chicago, Cleveland, Detroit and San Francisco areas aimed at gathering information on the extent to which HUD was implementing the lower-income housing objectives of the Housing and Community Development Act of 1974.¹⁶ The report, which is based upon early stages of implementation of the Title I program, presents four conclusions:

HUD appears to have adopted a policy of approving local Housing Assistance Plans (HAPS) submitted during the first year of the community development program routinely and almost without exception, despite negative comments on the plans from regional or statewide agencies and negative reviews from within HUD itself.

The momentum for regional "fair share" [lower-income housing] allocations plans appears to be dissipating under the 1974 act.

HUD is emphasizing meeting the needs of lower income people through existing rather than new housing, but its regulations would frustrate the mobility of assisted families to move into existing housing from one community to another in the metropolitan area.

The HUD record in stimulating subsidized housing production under the Section 8 program, and indeed since 1973 under the predecessor revised Section 23 leased housing program, calls into question the entire statutory structure of tying eligibility for 100 percent federal community development funds to housing assistance plans that may never be carried out.¹⁷

The Potomac Institute's report asserts that the primary objectives of the 1974 Act, are being frustrated by the way the HUD Department is administering it.¹⁸

In December 1975 the HUD Department issued its first annual report on the implementation of the Community Development Block Grant Program,¹⁹ as required by Section 113 of the Housing and Community Development Act of 1974. The report was based upon information from several sources, including a survey of 880 formula-entitlement and hold-harmless grantees. The report says that cities with limited or no previous involvement with HUD-administered community development programs were more likely to notice an increase in red tape, while those with experience under the earlier categorical programs noted a decrease. Likewise, the report says that 74 percent of the localities with experience under the categorical programs noticed a decrease in Federal intervention in the local community development program. A major finding of the report is that there has been a shift away from large-scale projects, such as those which characterized the Urban Renewal Program, toward relatively small-scale efforts focusing on housing rehabilitation and neighborhood improvement in areas showing early signs of deterioration. In discussing local actions to achieve the purposes of Title I as compared to the earlier categorical programs, the report says:

The two legislative objectives given greatest emphasis by CDBG recipients are the prevention of slums and blight, and the conservation and expansion of the housing stock.

The methods used to achieve these two objectives differ from methods used in the categorical programs. Communities are:

¹⁶ Franklin, Herbert M. and Arthur J. Levin. *The Housing Assistance Plan: A Non-Working Program for Community Improvements?* Washington, Potomac Institute, Metropolitan Housing Program. November 1975. 33 pp.

¹⁷ *Ibid.*, pp. (i)-(iii).

¹⁸ *Ibid.*

¹⁹ U.S. Dept of Housing and Urban Development. *Community Planning and Development. Office of Evaluation. Op. Cit.* [This report supersedes U.S. Dept. of Housing and Urban Development. *Community Planning and Development. Office of Evaluation. Community Development Block Grant Program. A Provisional Report.* Washington, D.C., U.S. Dept. of Housing and Urban Development, May 1975. 134 pp.].

Using less frequently the techniques of conventional Urban Renewal, which required eminent domain to acquire and clear land, relocating former occupants;

Starting few new large-scale, long-term redevelopment programs that would require major commitments;

Emphasizing improvements to the existing neighborhoods infrastructures;

Concentrating efforts in areas showing early signs of decay;

Emphasizing substantially the use of rehabilitated housing; and

Concentrating efforts in residential areas.

To eliminate detrimental conditions, CDBG recipients are:

Increasing funds for code enforcement; and

Increasing funds for selective demolition above the levels budgeted under the comparable categorical programs in fiscal years 1968-1972.

To conserve and expand the housing stock, localities are using CDBG funds for:

Housing rehabilitation loans and grants; and

Streets, water and sewer lines, community facilities, parks, and recreation centers.

To improve and expand the quantity and quality of community services in areas in which concentrated physical development is being carried out, an average of 13 percent of CDBG funds will be used for community services. (The figure drops to 4 percent if the computation is based solely on the public services budget line item.)

Model Cities with a service orientation are most likely to continue service programs in their Model Neighborhoods, while expanding services to other areas of their communities. Sixty-eight percent of the Model Cities are continuing service programs, while 32 percent are not.

For more rational land and resource utilization and better arrangement of activity centers, localities will fund:

Open space, receiving the same attention as in the categorical programs;

Neighborhood facilities, which are receiving a 30 percent increase in funding; and

Single-purpose community facilities, such as centers for the elderly, day care, and health center.

No funds have been identified that support specifically the objective of reducing the isolation of income groups. Fourteen percent of CDBG recipients have indicated that this objective is an area of emphasis in their first-year programs; others have established it as a long-term objective.

The national objective of historic preservation is assigned the lowest priority. One percent of CDBG funds are targeted to such activities. Sixty-nine percent of the cities identified historic preservation as an area of low emphasis, while 7 percent say it is an area of high priority.

CDBG programs must benefit low- and moderate-income persons or aid in the prevention or elimination of slums or blight, or where there are other needs having a particular urgency. Seventy-one percent of the CDBG funds are targeted to areas where low- and moderate-income persons predominate. Areas with above median income or with urgent needs will receive 17 percent of CDBG funds. In some of these areas, funds are directed to pockets of low- and moderate-income people within a higher income area.²⁰

The report also summarizes the priority community development needs identified by surveyed entitlement city and urban county participants in the program:

Entitlement cities list their highest priority needs as:

26 percent, improvement or expansion of housing stock;

19 percent, community services and facilities;

15 percent, water and sewer activities;

10 percent, elimination of slums and blight;

10 percent, economic development/employment opportunity;

5 percent, street construction and repair supporting other

CDBG activities; and

²⁰ *Ibid.*, pp. 6, 7.

4 percent, revitalization of central business districts.

Urban counties list their highest priority community development needs as follows:

29 percent, construction and improvement of water and sewer and other public facilities;

28 percent, improvement or expansion of housing stock;

9 percent, provision of parks, recreation, and open space; and

8 percent, elimination of slums and blight.

Cities reported that 9 percent of these priority needs will be satisfied completely (over the period of the Act) by CDBG funded activities; 68 percent will be partially satisfied. The 23 percent that will be satisfied in part or in whole are needs that require activities ineligible for funding under this Act. Overall, 76 percent of the entitlement cities and 50 percent of the urban counties reported that CDBG has increased their ability to respond to their community development needs and priorities.²¹

HUD's report goes on to summarize fund allocations and approvals under the Title I program. The table below presents these allocations and approvals by grant category.

CDBG FUND ALLOCATIONS AND APPROVAL, BY GRANT CATEGORY²²

[Dollar amounts in thousands]

Category	Allocations			Approvals*		
	Number	Amount	Percent of total allocations	Number	Amount	Percent of total approvals
Formula (metro cities/urban counties)...	594	\$1,776,365	69.7	581	\$1,771,769	70.7
Small hold harmless:						
SMSA.....	301	172,565	6.8	293	170,963	6.8
Nonmetropolitan.....	450	269,799	10.6	447	269,770	10.8
Discretionary balances:						
SMSA.....	(†)	54,642	2.1	1357	29,667	1.2
Nonmetropolitan.....	(†)	199,694	7.8	1,174	199,000	7.9
Other discretionary.....	(†)	76,935	3.0	93	64,694	2.6
Total.....		2,550,000	100		2,505,863	100

²¹ Ibid. p. 6.

* Based on data available Dec. 5, 1975.

† Some applications are still under review.

‡ The potential number of discretionary applicants was not estimated.

Source: Department of Housing and Urban Development, Office of Community Planning and Development.

The HUD—Independent Agencies Appropriations Act for fiscal year 1976 was passed by Congress and approved by the President in October 1975.²³ The Act provided \$2.7 billion for title I block grants, of which \$52 million was tagged for use by communities eligible to apply for the metropolitan balances that result after the entitlement formula allocates funds to metropolitan cities and urban counties. Earlier, many such communities found themselves without access to funds because the large and unexpected number of urban counties

²² Ibid. p. 7.

²³ Public Law 94-116. See also U.S. Congress, Conference Committee, Making Appropriations for the Department of Housing and Urban Development and for Sundry Independent Executive Agencies for the Fiscal Year Ending June 30, 1976, and the period ending Sept. 30, 1976: Conference Report To Accompany H.R. 8070. Washington, D.C. U.S. Govt. Print. Off., 1975.

eligible for formula entitlements led to a cancelling out of the metropolitan balances until a supplementary appropriations made additional funds available.

HUD's Management-by-Objectives Plan for Fiscal Year 1975

On November 25, 1975, the Office of the Deputy Undersecretary for Management at the HUD Department announced the agency's plan for management-by-objectives for fiscal year 1976. Among its six broad goals, two are relevant to the renewal of older communities and the creation of new communities.

The HUD Department's first goal was to "promote viable communities," which it defined as "substantially [improving] our Nation's communities by providing federal assistance, which, subject to federal control over matters clearly within broad national interest, enables duly elected State and local officials to make decisions that are consistent with the specific needs and priorities of the communities themselves."²⁴ Four objectives were set under this general goal: (1) using Federal grants and technical assistance to improve community planning and management capacities at the State and local levels, (2) cooperative development of improved mechanisms for coordinating the planning assistance programs of various agencies, (3) delivery of Federal grants and related assistance that promote decent housing, and expended economic opportunities and that contribute to the provision of a suitable living environment for all; (4) "foster during the Bicentennial a renewed commitment by all major actors in the field of community growth and development to make special progress toward better communities."²⁵ Several specific activities were set under these objectives. These included:

- Evaluate the future role of the existing 701 program.

- Study 701 as a major vehicle for land use planning.

- Revise Community Development Block Grant regulations, procedures and forms.

- Assure greatest possible economic impact from Community Development Block Grant program by integrating public/private sector activities.

- Prepare first annual report to Congress on Community Development Block Grants—due January 1, 1976.

- Inform Government officials and public on Community Development Block Grant effectiveness.

- Develop procedures for urban renewal closeouts.

- Process 1159 Community Development Block Grant entitlement applications within an average of 55 days.

- Process 2503 Community Development Block Grant discretionary balances applications within an average of 55 days.

- Close-out 1834 categorical grants and loans.

- Develop a comprehensive program for reevaluating the Community Development Block Grant program.

- Evaluate alternative approaches to New Communities.²⁶

- Take action to support or phase out existing New Communities.

The MBO plan also establish a goal of coping with natural disasters, that is to substantially enhance our nation's ability to prepare for and recover from the impact of natural disasters. Two objectives were set,—first, to "develop effective emergency preparedness measures for

²⁴ U.S. Dept. of Housing and Urban Development. Deputy Undersecretary for Management. Nov. 24, 1975. Reported in HUD's Management-by-Objectives Plan for Fiscal 1976. Housing and Development Reporter. Vol. 3, No. 14. December 1, 1975. p. 670.

²⁵ *Ibid.* p. 670.

²⁶ *Ibid.* p. 670.

coping with natural disasters" one step toward which was to be the completing of 861 Flood Insurance Rate studies, and second, to "provide immediate assistance to alleviate the damage, loss, hardship and suffering caused by disasters."²⁷

Federal Home Loan Bank Board and Urban Reinvestment

During 1975 the Federal Home Loan Board continued to support the Urban Reinvestment Task Force, which was established during the previous year to promote development projects aimed at preventing deterioration in older urban neighborhoods. The membership of the task force was expanded so that it now includes the Secretary of Housing and Urban Development, the Chairman of the Federal Home Loan Bank Board, a member of the Board of Governors of the Federal Reserve System, the chairman of the Federal Deposit Insurance Corporation, and the Comptroller of the Currency. The HUD Department has provided \$2.5 million to the Task Force to enable it to carry out its activities in the last half of calendar 1975 and the first half of calendar 1976.

The principal function of the Urban Reinvestment Task Force is to support the expansion of Neighborhood Housing Services programs in cities across the country. These programs are operated by groups of neighborhood residents who work with financial institutions and city officials to upgrade neighborhood housing. The Task Force assisted a total of 18 neighborhood housing services groups as of the end of 1975, and organizational efforts were begun in an additional 11 cities. The Task Force also funded nine neighborhood preservation projects as an exploratory effort to find new strategies to prevent urban decay, and it "has made a commitment to a private, non-profit corporation which has been established to create a national loan pool to purchase loans from local [neighborhood housing services] programs."²⁸

The Federal Home Loan Bank Board also issued regulations on December 10, 1975, authorizing member banks to create an Office of Neighborhood Reinvestment. The duties of the offices were to include "the support of the Urban Reinvestment Task Force, assisting the Banks, the Board and financial institutions in urban preservation programs, and conducting evaluation of, and disseminating information regarding urban preservation programs."²⁹ In commenting on the reason for the new regulation, the Board said:

Initially, the Task Force effort was viewed as one that would be of perhaps a year or two years in duration. The success and growth of the program has made clear the necessity of placing this program on a more formal organizational basis. This is to be accomplished by having the new Office of Neighborhood Reinvestment, which is to be an office of the Banks, subsume the entire operation of the Task Force and its staff. The Task Force will, however, remain to provide overall policy guidance in these operations.³⁰

Anti-Redlining Legislation

On December 31, 1975, the President approved Public Law 94-200, Title III of which is aimed at preventing the denial of access to credit

²⁷ *Ibid.* p. 671.

²⁸ Correspondence from the U.S. Federal Home Loan Bank Board. January 21, 1976.

²⁹ 40 Federal Register 57443. December 10, 1975.

³⁰ *Ibid.* p. 57443.

at any rate of interest and on any terms to residents of entire neighborhoods, no matter what the individuals' credit worthiness might be. This practice, known as redlining or mortgage disinvestment, constitutes a withdrawal of private capital from certain urban neighborhoods and is associated with accelerated decline and deterioration of the affected neighborhoods.

Title III of Public Law 94-200, known as the "Home Mortgage Disclosure Act of 1975," says in its statement of findings and purpose that "depository institutions have sometimes contributed to the decline of certain geographic areas by their failure . . . to provide adequate home financing to qualified applicants on reasonable terms and conditions."³¹ The purpose of the title is "to provide sufficient information to enable citizens to determine whether depository institutions are fulfilling their obligations to assist public officials in their determination of the distribution of public sector investments."³² The title also says, however, that it is not its intent to encourage unsound lending practices or the allocation of credit.³³

Title III requires each depository institution that has a home office or branch office within a Standard Metropolitan Statistical Area (SMSA) to compile and make available to the public for inspection and copying the number and total dollar amount of mortgage loans which were originated and purchased by that institution during each fiscal year. The information must be itemized to disclose (1) the number and dollar value of mortgage loans by census tract, or in some cases by postal zip codes, (2) the total number and value of mortgage loans that are secured by property outside the SMSA, (3) the number and value of mortgage loans that are FHA insured loans made to mortgagors not intending to reside in the property that secures the mortgage loan, and (4) the number and dollar amount of home improvement loans.

Title III also provides for the development of a National Mortgage Information System to aid in the enforcing compliance by depository institutions.

Two States also acted in 1975 to eliminate the practice of redlining. A new Illinois law³⁴ requires financial institutions to file semi-annual statements showing by ZIP code and census tract where loans were made for home mortgages, purchases, and rehabilitation. Penalties for violations include a prison term of 1 to 3 years for filing a false report. A second Illinois law³⁵ prohibits financial institutions from denying conventional home mortgages solely because the lender believes a neighborhood is deteriorating. More subtle redlining practices, such as requiring larger downpayments or shorter-term loans and higher interest rates for property in deteriorating areas, are also banned, and financial institutions are prohibited from refusing home mortgages because of sex, marital status, childbearing capacity, race, or national origin.

In California, a 1975 administrative regulation required State chartered savings and loan associations to disclose the following data

³¹ Public Law 94-200. Sec. 302 (a).

³² U.S. Congress. House. Committee on Banking, Currency, and Housing. House Report No. 94-561. October 10, 1975 [To accompany H.R. 10024] Washington, D.C., U.S. Govt. Print. Off., 1975. (94th Cong., 1st sess.) p. 22.

³³ *Ibid.* p. 22.

³⁴ Illinois, Public Act 79-632, Laws of 1975.

³⁵ Illinois, Public Act 79-634, Laws of 1975.

for each loan originated or purchased: race of applicant; census tract; purpose (speculative construction, construction for owner, refinance, etc.), type of property, number of units, loan amount appraised value, selling price, interest rate, whether Federally insured. The regulations present a general rule prohibiting discrimination "because of conditions, characteristics, or trends in the neighborhood or geographic area surrounding the security property."

URBAN FISCAL PROBLEMS

There can be little doubt that the major urban issue of 1975 was the fiscal condition of some of the country's older cities, an issue that was brought spectacularly into the public eye in the spring of 1975 by the financial crisis of New York City, which tottered on the brink of default and perhaps bankruptcy. There was a growing concern that New York, although an extreme example, might not be the last of the nation's major cities to face a financial emergency because of declining revenues coupled with increased costs.

Such financial emergencies have many roots, but they are associated with trends in the movements of population and job-creating industry, trends that have become accelerated and more widespread during the 1970's than had generally been anticipated. The population trends of the post World War II period—the massive migration of people from rural areas to the largest metropolitan areas—changed significantly during the 1970–1974 period. Not only was the trend of migration to the larger metropolitan areas halted, it was reversed.³⁶ Rand Corporation demographer Peter Morrison, testifying before the House Committee on Banking, Currency and Housing, Subcommittee on Housing and Community Development said:

Evidence now shows that entire metropolitan areas, not merely their central cities, are registering absolute population declines. Only one of the Nation's 25 largest metropolitan areas decreased in population during the 1960's. By 1974, fully 10 of the 25 largest had joined the list of metropolitan areas without growth. Overall . . . one of every three Americans in an metropolitan area resides in a declining one. The . . . declining areas tend to be those located in the Middle Atlantic and East North Central States.³⁷

The implications of declining population—a central city phenomenon during the 1960's, but a metropolitan-wide problem in the 1970's—are that because "persistent and severe outmigration is invariably selective and gradually alters the composition and structure of the local population," it produces an "increasingly disadvantaged population whose needs mount as the municipality's capacity to meet them erodes. Problems of dependency and poverty—not inherent problems of the affected municipality—come increasingly to be located in it."³⁸

³⁶ Beale, Calvin L. Recent Growth of Non Metropolitan Population. Statement by Calvin L. Beales, Leader, Population Studies Group, Economic Research Service, U.S. Dept. of Agriculture. Before the Subcommittee on Housing and Community Development of the House Committee on Banking, Currency and Housing, Sept. 4, 1975. In U.S. Congress, House, Committee on Banking, Currency and Housing, Subc. on Housing and Community Development, National Growth and Development. Hearings, Washington, D.C., U.S. Govt. Print. Off., 1975 (94th Cong., 1st Sess.), p. 37.

³⁷ Morrison, Peter A. Statement of Peter A. Morrison, The Rand Corp., Santa Monica, Calif. In U.S. Congress, House Committee on Banking, Currency, and Housing, Subc. on Housing and Community Development, Op. Cit. p. 60.

³⁸ Morrison, Peter A. The Current Demographic context of National Growth and Development. In U.S. Congress, House, Subcommittee on Housing and Community Development, Op. Cit. p. 70.

Reinforcing the problems of the older cities in the Middle Atlantic and the East North Central States and closely associated with population movements has been the long-term, but also recently accelerated relocation of job-creating industries into other regions, especially into the South and the so-called "sun belt."

The fiscal problems of the nation's cities are also associated with the state of the national economy. Inflation has driven up the costs of local government and has tended to reduce revenues from sales taxes when inflation has caused a decline in consumer spending. The recession has increased unemployment in urban areas, driving up the number of local residents that are dependent upon locally provided public services and thereby contributing to increased governmental costs. At the same time, recession has had a negative impact on municipal tax bases.

This section reviews the plight of New York City; it describes governmental actions to prevent the city from defaulting on its obligations; and it discusses the extent to which other cities are facing severe fiscal hardships and the threat of financial emergencies.

The New York City Fiscal Crisis

Since the 1960's, increased public spending and an eroding tax base led the New York City government to turn more and more to short-term debt to finance the deficits in its expense budgets; but in April, 1975 a crisis was precipitated when the city found that it could no longer borrow in the municipal money market and that default on its obligations was imminent. When a series of State and local actions to overcome the crisis proved to be inadequate, the Federal Government acted in December to provide for a three-year program of seasonal loans to help the city with its cash flow problems. For the moment at least a New York City default was averted.

BACKGROUND

The State and local efforts that preceded Federal action began shortly after the city found the doors of the municipal money market closed. The State advanced the city about \$800 million, which it was scheduled to receive at the start of the next fiscal year. In June the Governor of the State of New York, in another effort to save the city from default and to help stabilize the city's financial situation established the Municipal Assistance Corporation (MAC). MAC's task was to sell \$3 billion in bonds to convert the city's short-term debt into long-term debt and to provide the city with short-term financing until the situation was sufficiently stabilized for the city to borrow again in the municipal market. By August, however, MAC found that it had sold only two-thirds of its target and that it was unable to sell the remaining third. The following month the State passed the Financial Emergency Act that established the Emergency Financial Control Board and charged the Board with developing a financial plan for eliminating the city's more than \$1 billion deficit and balancing the city's budget within three years. The Board was also charged with monitoring the city's finances. In October the city averted default at the last moment in a cliff-hanger that drew national attention. Two

hours before the deadline the city's teachers union agreed to draw upon its pension fund to provide the city with the cash it needed to pay off its obligations that were to fall due on October 17th. Although the immediate crisis was passed, other crises would have to be faced. In November plans were made for new taxes, for layoffs of personnel, and for service curtailments.

APPEALS TO THE FEDERAL GOVERNMENT

Beginning in May 1975 the city and the State made repeated appeals to the Federal government for help. The President's response was one of public opposition to Federal assistance for the city. Congress, originally somewhat cool to the idea of Federal assistance, began hearings on the city's problem in October 1975.

SENATE HEARINGS

In the Senate, hearings on the New York City financial crisis were held by the Committee on Banking, Housing and Urban Affairs on October 9, 20, and 23. The committee's task, said Chairman William Proxmire in his opening statement, was—

To decide whether the Federal Government should aid New York City or let it default. No informed observer believes the city can continue to service its debt and pay its other creditors without Federal help.³⁹

The specific questions which the Chairman put to the committee were the following:

1. What will happen in the event of default; and
2. What are the costs and benefits of Federal credit assistance to State and local governments?⁴⁰

The committee found that "many of New York City's problems are of its own making—the result of bad management and fiscal legerdemain, carried on over the years by numerous public officials."⁴¹ The roots of the city's problem, it said, were ever-increasing budget deficits, failure of the State to require the city to balance its budget, failure of the banks and other investors to put a timely end to promoting and buying New York City obligations in spite of their knowledge that the city's affairs were not in good order, large numbers of highly paid municipal employees, high pension benefits with virtually no requirements for employee contributions, an increasingly needy and dependent population for which the city bears the largest cost per client of any other city in the nation, a substantial loss in private sector jobs, slow growth of its residential property tax rolls (which is attributable in part to demographic trends, in part to rent control that has led to housing deterioration, abandonment and tax delinquency), nationwide recession, and disproportionately high rate of unemployment.⁴² Com-

³⁹ Proxmire, William. In U.S. Congress. Senate. Committee on Banking, Housing, and Urban Affairs. *New York City Financial Crisis. Hearings.* Washington, D.C., U.S. Govt. Print. Off., 1975 (94th Cong., 1st sess.), p. 1.

⁴⁰ *Ibid.*, pp. 1, 2.

⁴¹ U.S. Congress. Senate. Committee on Banking, Housing and Urban Affairs. *Voluntary Municipal Reorganization Act of 1975.* Senate Report No. 94-443 dated Nov. 4, 1975, to accompany S. 2615. Washington, D.C., U.S. Govt. Print. Off., 1975. (94th Cong., 1st sess.) p. 6.

⁴² *Ibid.* p. 6-8.

menting on the effect of inflation and recession, the report says, ". . . while the recession has shrunk the city's revenue base, inflation has compounded the city's expense problems."⁴³

The legislative policy options considered by the Senate committee as routes for assisting New York City included amending the Federal Bankruptcy Act to make it feasible for the city to file for bankruptcy in Federal Court, providing Federal credit assistance to the city after default, and prevention of default. The committee chose the third of these policy options. It said :

On the basis of its findings and deliberations over the past few weeks, the Committee is now convinced that the basic question is not whether to provide Federal assistance to New York City, but rather when and how much. There is no way that New York City could default and avoid a collapse of vital city functions without assistance from the Federal Government, which means financial aid in some form. The Committee believes that the costs of default or bankruptcy would be far higher than the costs of preventing default—for New York City and State, for other States and municipalities across the country, for the banking system and the economy, and above all, for the taxpayer, who ultimately pays the bill.⁴⁴

The Committee found that default would result in unmet payrolls, massive layoffs of city employees, school closings, lack of supplies for hospitals and prisons, bankruptcy of private firms whose market for goods and services is primarily the city government, and abandonment of construction projects that have been started, crippling of the city's ability to achieve fiscal stability because of a sharp decline in tax revenues and because of legal problems that could block Federal and State welfare and Medicaid payments, long-term impairment of the city's ability to enter the private capital market, curtailment of jobs and services at the State level of government, decline in State tax revenues, and a "long-term banishment of the State from the capital markets."⁴⁵ The Committee said that New York City default would be a financial disaster of such a scale that financial markets would be crippled, that doubt would be cast on "full faith and credit obligations," and that higher interest rates and higher taxes would result. The entire banking system would also suffer a major shock by city or state defaults. Although the system could absorb such a shock, bank regulatory agencies estimated during testimony that default could lead to failure of 22 national banks, 30 nonmember banks, and 17 State member banks as well as to serious capital impairments of a far larger number. The committee also feared that default would have an adverse effect on the nation's economic recovery.⁴⁶

The Senate hearings were addressed to five legislative proposals for loan guarantees. S. 1833 would have authorized the Secretary of the Treasury to guarantee emergency loans to units of government; it would have created a Loan Guarantee Policy Board to set forth policy with respect to such loans; and it would have required the Treasury Secretary to submit recommendations to Congress on the need for establishing an Emergency Loan Guarantee Corporation to continue a comparable program of assistance. S. 1862 would have amended the Federal Financing Bank Act of 1973 to set forth condi-

⁴³ *Ibid.* p. 8.

⁴⁴ *Ibid.* p. 3.

⁴⁵ *Ibid.* p. 3, 4.

⁴⁶ *Ibid.* p. 4, 5.

tions under which the Bank would purchase general obligations bonds issued by local governments. S. 2372 would have established a Fair Finance Insurance Board to reinsure municipal bonds and to guarantee local assistance bonds issued by States; it would have required the Board to conduct a study of the market for securities issued by local governments; and it would have created a Fair Finance Insurance Fund to make such payments as may be necessary under reinsurance of guarantee agreements and to pay the administrative costs of such programs. S. 2524 would have established an Emergency Intergovernmental Assistance Board to administer a program of Federal financial assistance to States and localities, and it would have stipulated that applicants for assistance meet certain criteria, such as exhausting other sources of assistance. S. 2523 would have amended the Emergency Loan Guarantee Act to permit the Emergency Loan Guarantee board to guarantee bonds to States and municipalities, and it would have extended the termination date of the Act. S. 2615 as originally introduced would have established an Emergency Municipal Fiscal Reform Board; it would have authorized the board to guarantee municipal obligations in order to prevent default; in the event of default it would have authorized the Board to provide emergency guarantees of payment in order to enable the defaulted municipality to provide essential municipal service; and it would have set forth standards and conditions for making guarantees.

In a somewhat altered form, S. 2625 was reported out of the committee. It would have established a Voluntary Municipal Reorganization Board (1) to guarantee obligations issued by a State, State agency or unit of local government in order to prevent default and to carry out fiscal reforms, and (2) to act in the event of default to maintain essential services by providing emergency guarantees of the obligations of the municipality, its trustee or receiver. The bill would have set standards and conditions for guarantees, and it would have required a guaranteed fee.

The Committee asserted that its bill would involve no cost to the Federal Government. And administrative costs, it said, would be paid from the guarantee fees collected by the Board.

HOUSE HEARINGS

On October 23 the House Committee on the Budget held special hearings to receive testimony that would shed light on the likely impact of the New York fiscal crisis on the Federal budget.⁴⁷ Testimony was received from Professor F. Gerard Adams, Wharton School of Finance and Commerce, from Dr. Otto Eckstein, president of Data Resources, Inc., and from Dr. Robert D. Reischauer, special assistant to the director of the Congressional Budget Office. All were in agreement that a New York default would have a serious impact upon the national economy, but there was some variance among the witnesses as to the magnitude of that impact.

Three days earlier, on October 20, the House Committee on Banking, Currency, and Housing, Subcommittee on Economic Stabilization, began six days of hearings addressed to the following questions:

⁴⁷ U.S. Congress. House. Committee on the Budget. Impact of the New York City Fiscal Crisis on the Federal Budget. Special Hearing. Washington, D.C., U.S. Govt. Print. Off., 1975. (94th Cong., 1st sess.) 39 pp.

1. What is the current financial situation in New York City and how did this develop? What would be the consequences of default? What is needed to prevent default?

2. What is the precise financial involvement of New York State with respect to New York City's current crisis and what problems have accrued to the State as a consequence of this involvement?

3. What are the national implications? How would default affect States, municipalities, other units of local government in terms of their ability to borrow and to provide essential public services, and to maintain fiscal responsibility? What would be the impact on recovery and employment?

4. What are the international implications of default by New York City and/or New York State?

5. What is the nature and basis of a Federal response, if any, constitutionally, and in terms of other Federally-supported programs?

6. What kinds of intervention are available to the Federal Government, within the context of the central government's responsibility (if any) and which is the most appropriate? What should be the conditions for Federal involvement, if any?⁴⁸

The findings of the Committee on these questions and its legislative response were substantially similar to those of the Senate committee. It also reported a bond guarantee bill, H.R. 10481, entitled the "Intergovernmental Emergency Assistance Act." The bill would have established an Intergovernmental Emergency Assistance Board authorized to guarantee the taxable obligations of States, their agencies and instrumentalities only for the purpose of enabling political subdivisions of States to continue essential public services or to mitigate the effects of default on general economic conditions or on the marketability of the obligations of States and their political subdivisions. The bill set forth conditions of eligibility for such guarantees, including the inability of States and their political subdivisions to obtain private credit to meet a municipality's financing needs and that the municipality submit a plan for balancing its budget by the second full fiscal year following application for guarantee assistance. The conditions would not apply when a municipality has filed for bankruptcy or where actual default has occurred. The bill also placed upper limits on the aggregate amount of guarantees at \$5 million through fiscal year 1989, \$3 million through fiscal year 1999, and an additional \$2 million through fiscal year 1978 for guarantees of 11 months or less. The Board would have been required to impose reasonable requirements for renegotiation or exchange of outstanding obligations entered into by or for such political subdivisions. Under the provisions of the Act the General Accounting Office would be authorized to audit the books and records of States and political subdivisions for the purposes of the Act. An emergency municipal debt guarantee fund would be established in the Treasury Department, and Federal funds otherwise due a State or its subdivision could be withheld to offset payments that the United States would have to make pursuant to guarantees. The authority of the Board would expire on September 30, 1979.

PRESIDENTIAL POSITION

Neither the Senate nor the House bills were acceptable to the President, who said that the bond guarantee proposals would (1) only postpone the time that the city would have to learn how to live within

⁴⁸ U.S. Congress. House. Committee on Banking, Currency, and Housing. Intergovernmental Emergency Assistance Act. House Report 94-632. Part 1. Dated Nov. 6, 1975, to accompany H.R. 10481. Washington, D.C., U.S. Govt. Print. Off., 1975. (94th Cong., 1st sess.) pp. 1, 2.

its own means, and (2) set an undesirable precedent for other cities seeking similar Federal assistance. The President proposed seasonal Federal loans to the city to help the city with its cash flow problems, that is, to help New York City meet its expenses until taxes were collected in the spring of each year.

FINAL CONGRESSIONAL ACTION

Congress acted to pass legislation incorporating the President's proposal. In the House, committee action was bypassed by floor action in which the President's proposal was offered as an amendment by way of substitution for the loan guarantee provisions of H.R. 10481. The amended bill, now called the "New York City Seasonal Financing Act," passed the House on December 2 by a close margin. The Senate passed the bill, again without committee consideration, on December 6, clearing it for the President, who approved it on December 9. The Act (Public Law 94-143) gives the Secretary of the Treasury three-year authority to make loans to the city or to a financial agency authorized by the State to administer the city's financial affairs. No more than \$2.3 billion in loans may be outstanding at any one time. The Secretary is barred, however, from making loans unless he determines that there is reasonable probability of repayment; and he is authorized to set terms and conditions that he determines to be suitable to assure repayment. The loans are short term, that is, loans made in any particular fiscal year must be repayed before the end of the fiscal year at a rate of interest that is one percent higher than the prevailing Treasury borrowing rate. The Act also prohibits the Secretary from making additional loans to the city unless all previous loans have been repaid when due, and it authorizes him to withhold⁴⁹ other Federal funds to the city to offset the amount of unrepaid loans. Finally, the Act authorizes the General Accounting Office to audit the financial records of New York State and of the city.

The supplemental Appropriations Act (H.R. 10647), which appropriated \$2.3 billion to fund the loan program for New York City, was cleared for the President on December 15, and was approved as Public Law 94-157.

CONGRESSIONAL STUDIES ON THE NEW YORK CITY CRISIS

In addition to the hearings on legislation to aid New York City, two major congressionally-sponsored studies on the financial problems of the city were undertaken by the Congressional Budget Office and by the Joint Economic Committee staff.

The study by the Congressional Budget Office⁵⁰ reviewed the background of the New York City fiscal crisis; it discussed the city's need to borrow; it assessed the likelihood that other cities would find themselves in similar situations; it analyzed the effects of a New York City default; and it set forth policy alternatives dealing with the following questions:

1. What level of government should act?
2. What action should be taken?

⁴⁹ Unless prohibited from doing so by appropriations acts.

⁵⁰ U.S. Congress, Congressional Budget Office, *New York City's Fiscal Problem: Its Origins, Potential Repercussions, and Some Alternative Policy Responses*, Background paper No. 1. Washington, D.C., Congressional Budget Office, October 10, 1975. 34 pp. (2 pp. errata).

3. Who should bear the costs, if any?

4. Should the policy be for New York City only, or for other jurisdictions as well?⁵¹

The Congressional Budget Office study points to the difficult problems faced by a number of large, aging cities, of which New York City is perhaps the most immediately visible example, and concludes that far-reaching policy choices will be required to achieve an enduring solution to the fiscal difficulties such cities face:

The focus of this paper has been largely on the immediate crisis facing New York City and the alternative policy responses to this situation. However, the crisis will only be delayed temporarily unless the underlying causes of the city's fiscal difficulties are addressed. While it may be comforting to believe that these problems can be handled by the city alone, this probably is not the case. Certainly efficient management, strict accounting procedures, and the introduction of new technology can help, but such measures alone will not balance New York's budget and pay off a substantial portion of its accumulated short-term debt. Substantial service cutbacks and tax increases will be required to accomplish these objectives. Yet such actions will make the city a less attractive place in which to live and probably will hasten the exodus of middle- and upper-income families and commercial and industrial establishments. This, in turn, will undercut the city's ability to support even a reduced level of services.

Given these forces, it is probable that the underlying problems facing New York, as well as a number of other large, aging cities, can be dealt with effectively only by the states or by the federal government. Unless one is willing to consider policies that would redistribute the low-income populations now concentrated in central cities among suburban and rural jurisdictions, or policies that radically equalize incomes, the main alternative left for addressing the cities' problems is to relieve the city of some major portions of its current fiscal responsibility. As has been mentioned previously, New York City's situation would be aided immensely if the state or the federal government assumed the burden now borne by the city for welfare and related services to the poor.⁵²

The Joint Economic Committee staff report⁵³ on New York City's financial crisis, issued on November 3, 1975, was divided into three parts. Part one describes the fiscal position of New York City as of the fall of 1975; it identifies national and regional economic circumstances that have contributed to the city's financial situation; it analyzes city and State responses to those circumstances; and it compares New York's fiscal problems with the fiscal problems of other major cities. Part two treats the economic consequences resulting from New York's emerging financial problems. Part three reviews policy choices available to New York State, New York City, and the Federal Government for averting or mitigating default on the New York City obligations.

The policy options for the Federal Government, says the report, are: (1) to provide no assistance; (2) to allow the city to default and to provide Federal assistance to maintain essential services; and (3) to provide sufficient Federal assistance to avert default and to maintain essential services.⁵⁴

In its evaluation of each of these three alternatives, the report says that the first option, Federal non-involvement, would have "such a devastating effect on basic city services that it cannot realistically be considered a viable option."⁵⁵ The second and third options are

⁵¹ Ibid. p. 25.

⁵² Ibid. p. 34.

⁵³ U.S. Congress. Joint Economic Committee. *New York City's Financial Crisis. An Evaluation of its Economic Impact and A Proposed Policy Solution.* [by Ralph Schlosstein] Washington, D.C., U.S. Govt. Print. Off., November 3, 1975. 73 pp.

⁵⁴ Ibid. pp. 63, 64.

⁵⁵ Ibid. p. 65.

the only alternatives that the report considers to be acceptable. The central issue, it says:

Is whether to provide a source of credit before or after default. On the one hand, if Congress opts for preventing default, the Federal Government will be temporarily involved in the City's affairs and the bondholders will be rescued. On the other hand, if Congress opts for "subsequent aid" the City will undoubtedly default and all the adverse consequences of default will ensue. It is a difficult decision.⁵⁶

Fiscal Problems in Other Cities

The condition of the economy and the crisis of New York City raised serious questions in government during 1975 about the fiscal conditions of the nation's cities generally. Research on the problem, such as a study by Thomas Muller of the Urban Institute, suggests that declining cities, that is, cities that are losing population but are not able to lower governmental costs accordingly, may eventually find themselves in the same position as New York City.⁵⁷ Congressional hearings and a congressionally-sponsored study sought to assemble up-to-date information.

In May 1975 the Joint Economic Committee completed a survey of the current fiscal positions of 48 State governments and 140 local governments.⁵⁸ The study, prepared for the use of the Subcommittee on Urban Affairs of the JEC, was aimed at gathering and analyzing information on the budget adjustments that State and local governments were undertaking in response to current economic conditions.⁵⁹ The results of the study with regard to local governments were summarized as follows:

Unencumbered surpluses are much less prevalent among local governments, since they have stable revenue bases and tend to operate with their budgets closer to balance. Nevertheless, 122 of the 140 governments surveyed entered the fiscal year with a combined surplus of \$340 million, slightly more than 1 percent of their total budgets. This surplus has been totally depleted and is expected to be a deficit of \$40 million by the end of the fiscal year. Consequently, many local governments, without surpluses, will be forced to reduce services or to increase taxes in order to maintain a balanced budget. Local governments will enact an estimated \$1.5 billion in new taxes and will reduce expenditures by approximately \$1.4 billion. The \$2.9 billion in deflationary budget adjustments is approximately 3.5 percent of the combined budget for all local governments.

Once again, the high unemployment governments are responsible for the vast majority of budget adjustments. Forty-seven percent of the high unemployment local governments that were surveyed will enact tax increases amounting to 3.5 percent of their combined budget. Sixty-one percent of the high unemployment jurisdictions will reduce current services by an amount equal to 3.6 percent of the combined budget for high unemployment jurisdictions. Thus the higher unemployment local governments will make budget adjustments equal to 7.1 percent of their budgets.

By contrast, only 25 percent of the low unemployment jurisdictions will enact tax increases amounting to 0.7 percent of the combined budget for low unemployment jurisdictions. Similarly, only 38 percent of the low unemployment governments will make reductions in service equal to 0.7 percent of the combined budget for all low unemployment local governments. Thus the low unemployment local governments will make adjustments equal to 1.4 percent of their budgets.

⁵⁶ *Ibid.* p. 73.

⁵⁷ Muller, Thomas. *Growing and Declining Urban Areas: a Fiscal comparison. Forthcoming. Summarized in Fiscal Woes Multiply for Large Central Cities. Search/A Report from the Urban Institute. November 1975. pp. 3-9.*

⁵⁸ U.S. Congress. Joint Economic Committee. *The Current Fiscal Position of State and Local Governments.* Committee print. Washington, D.C., U.S. Govt. Print. Off., December 17, 1975. 21 pp. (94th Cong., 1st sess.).

⁵⁹ *Ibid.* p. (iii).

The low unemployment jurisdictions will make one-fifth of the budget adjustments that high unemployment jurisdictions make (measured as a percentage of their respective budgets).

The size of the jurisdiction is also an important consideration in evaluating local government budget adjustments, although size significantly affects only the manner of adjustment rather than the magnitude of adjustment. Specifically, smaller cities (population of 100,000 or less) were more likely to enact tax increases than they were likely to reduce expenditures. Seventy-five percent of the budget adjustments by these governments were made through tax increases. Larger jurisdictions showed an equal propensity to affect both revenues and expenditures.⁶⁰

After the results of the survey were known, the Joint Economic Committee held hearings in June to explore further the budget difficulties and credit problems of State and local governments.⁶¹ In his opening statement Senator Humphrey, Chairman of the Joint Economic Committee said :

Hiring freezes and layoffs, cuts in service, delays in capital expenditures and increases in taxes are the rule, not the exception. Most of our Nation's largest cities have already been forced to take one or more of these actions.

Cleveland has been forced to lay off 1,100 workers, and cut back services to a level that previously would have been unacceptable.

Detroit has had to lay off about 1,500 workers, and cut back essential services. Buffalo, N.Y., is facing a \$50 million deficit this year.

Wilmington, Del., has had to reduce its firefighting force by 11 percent, and other city departments have experienced cuts as high as 40 percent.

An informal telephone survey, conducted by the National League of Cities of 67 small and medium-sized cities indicated far more widespread problems. One-third of the cities in that survey had cut payrolls by laying off employees, or through a combination of hiring freezes and attrition. Over one-half have postponed essential capital expenditures. Two thirds found their revenues have fallen short of anticipated levels; and almost half expected to enact some form of tax increase in 1975.⁶²

During the one-day hearing testimony was received from representatives of State government, local government, and the financial community.

In June the Subcommittee on Commerce, Consumer, and Monetary Affairs of the House Government Operations Committee held three days of hearings on the Federal response to financial emergencies of cities.⁶³ Testimony was received from the mayors of New York City, Wilmington, Delaware, and Franklin, Indiana, from the Secretary of the Treasury, from the vice chairman of the Federal Reserve Board of Governors, from the president of the Federal Reserve Bank of Boston, from the Washington director of the Municipal Finance Officers Association, and from representatives of organized labor and the academic community. The hearings were addressed to the following questions:

1. What is the proper role of the Federal Government with respect to the financial emergencies of our urban communities?
2. To what extent do Federal monetary and fiscal policies contribute to the money crises of our cities?

⁶⁰ *Ibid.* pp. 19, 20.

⁶¹ U.S. Congress. Joint Economic Committee. State and Local Government Credit Problems. Hearings. Washington, D.C. U.S. Govt. Print. Off., 1975. 47 pp. (94th Cong. 1st sess.)

⁶² *Ibid.* p. 2.

⁶³ U.S. Congress. House. Committee on Government Operations. Subc. on Commerce, Consumer, and Monetary Affairs. Federal Response to Financial Emergencies of Cities. Hearings. Washington, D.C., U.S. Govt. Print. Off., 1975. 152 pp (94th Cong., 1st sess.)

3. Is Federal tax exemption for State and local securities which in 1976 will deprive the U.S. Treasury of \$3.5 billion in revenues from corporations and \$1.3 billion from individuals the most efficient method of financing municipal debt?

4. Are the examination and audit policies, practices, and procedures of Federal banking regulatory agencies efficient in terms of identifying the ways in which the loan and investment activities of banks affect the fiscal condition of our cities?

5. Are the operations of the Federal Reserve Board, the Comptroller of the Currency, and the Federal Deposit Insurance Corporation attuned to the needs of the cities and complex interrelationships between the cities and the financial community.⁶⁴

In July the Subcommittee on Intergovernmental Relations of the House Government Operations Committee held a week of hearings to receive testimony on fiscal relations in the American federal system.⁶⁵

The seven days of hearings were addressed to the following subjects:

1. Growth and future size of the public sector.
2. Projection of State-local expenditures.
3. Federal and State aid programs.
4. Federal, State and local revenue sources.
5. Improved coordination and administration of State-local taxes.
6. Measuring and comparing State and local fiscal capacity and tax effort.
7. Local patterns of budgetary stringency and surplus, including the budgetary crises of large cities, the impact of economic base erosion, inflation and retirement costs on local governments and the impact of budgetary stringency on the urban and rural poor.
8. State government as controller and inflator of local expenditures.
9. Structural and institutional restrictions on local service delivery.
10. Effects of fragmentation and centralization of local government.
11. Identifying and reducing discrimination and other inequities in the delivery of local public services.
12. Possible realignment of major governmental functions such as Federal assumption of welfare, medicaid and health insurance costs, state assumption of education, court and correctional costs; and
13. Other aspects of public service delivery, including productivity improvement and increasing private sector involvement.⁶⁶

Philip Dearborn, currently executive director of the District of Columbia Municipal Research Bureau, a private research organization, and author of the report "City Financial Emergencies" issued in 1973 by the Advisory Commission on Intergovernmental Relations,⁶⁷ testified during the hearings. He was asked to summarize the fiscal health of major U.S. cities and to discuss why there are budget crises in some cities.

He said:

The ACIR's 1972 [sic] study concluded that, "of 30 selected large cities . . . most are presently free of conditions that present a threat of financial emergency." The report defined financial emergency as a situation in which a city is unable to pay its bills and meets its payrolls. My evaluation of the conditions in those same cities today is that a threat of financial emergency still does not exist in most cities.

I must emphasize that the original ACIR 1972 [sic] conclusions, and the one I am making today, are directed at the fiscal health of the city government and not at the overall employment and economic situation in cities, and not at whether cities are doing an adequate job of meeting the needs of their citizens.

⁶⁴ *Ibid.* p. 2.

⁶⁵ U.S. Congress. House. Committee on Government Operations. Subc. on Intergovernmental Relations and Human Resources. *Fiscal Relations in the American Federal System. Hearings.* Washington, D.C., U.S. Govt. Print. Off., 1975. 486 pp. (94th Cong., 1st sess.)

⁶⁶ *Ibid.* p. 4.

⁶⁷ U.S. Advisory Commission on Intergovernmental Relations. *City Financial Emergencies: The Intergovernmental Dimensions.* A-42. Washington, D.C., U.S. Govt. Print. Off., July 1973. 186 pp.

While the 1972 [sic] report found most cities free of any potential financial emergency, it pointed out the troubles many cities were having balancing their operating budgets, and concluded that budget crises can make cities susceptible to financial emergencies, if local officials do not exercise good judgement. A budget crisis was generally defined as a condition that exists when a city must take painful actions to balance its next year's budget—usually by reducing services, laying off employees, or increasing taxes. The problem of budget crises threatening the financial health of cities continues to exist.⁶⁹

He went on to point out that the urban budgetary crises arise from mismatches between the natural growth in annual revenues and the largely uncontrollable annual increases in expenditures.⁶⁹

During the same hearings another witness, Dean Alan K. Campbell, of Syracuse University, testified that the budgetary and fiscal problems of central cities are tied to their declining economic bases, i.e., their loss of jobs, from which the cities' revenues are drawn. Campbell said:

While the economic decline of central cities has been undermining their ability to provide public services and increasing the need for these services, the cost of providing them has been rising. Costs have risen because of the increase in the number of public employees, the increasing levels of employee compensation, and the increasing cost of fringe benefits.⁷⁰

Commenting on the impact of inflation on the purchasing power of local governments, he pointed out that "goods and services which cost municipalities 91 cents in 1972 would cost a dollar in 1974,"⁷¹ and said:

The impact of this decline in purchasing power is enormous. [Between 1972 and 1974] counties, municipalities, and townships together lost \$3.3 billion of purchasing power, an amount equivalent to roughly 80 percent of their total general revenue sharing entitlement in 1974.⁷²

As a result of their analysis, Campbell and his associates identified four policy directions that would help improve the fiscal condition of the nation's large cities. These include:

1. Improvement of the economic base of central cities;
2. A system of State and Federal aid designed specifically to offset the fiscal disadvantages of large cities;
3. A transfer of specific government responsibilities from the city level to higher levels—regional, State, or Federal; and
4. A redrawing of the boundaries of local government jurisdictions.⁷³

URBAN PATHOLOGIES

If one believed that demons or demonic forces are at work to counter efforts at urban conservation and the improvement of the quality of life in our nation's cities, one might quickly identify urban fires and urban crime as two of the demonic forces that most visibly impede progress toward improved urban life. The propensities of deteriorated areas for arson and other fire and the problems of crime, however, are more likely to be classified as "urban pathologies," since pathologies seem more a part of public policy parlance than demons. However, one views them, fire and crime continue to be major problems in urban areas. The southern edge of the Bronx, for example,

⁶⁹ Dearborn, Philip M. In U.S. Congress. House. Committee on Intergovernmental Relations and Human Resources. Op. cit. p. 212. Emphasis added.

⁷⁰ *Ibid.* p. 215.

⁷¹ Campbell, Alan K. In U.S. Congress. House. Committee on Government Operations. Subc. on Intergovernmental Relations and Human Resources. Op. cit. p. 238.

⁷² *Ibid.* p. 240.

⁷³ *Ibid.* p. 240.

⁷⁴ *Ibid.* p. 242.

experienced an epidemic of fires during 1975, an epidemic that was also felt during the previous year when there were an average of 34 fires a day—12, 300 in the entire year. In 1975, however, the previous year's total was exceeded before summer was well underway. The New York Times reported in June that in South Bronx there were as many as 40 fires per day.⁷⁴ Fire officials estimated that around 30 percent of the fires were the result of arson. Such experience can only lead to accelerated decline of urban neighborhoods. Moreover, the threat of crime makes it difficult to obtain insurance in many inner-city areas and thus impedes the redevelopment of these areas. The Federal Government has sought to ameliorate these problems through creating a new institution for fire prevention and control and through extension of crime insurance and riot reinsurance programs.

National Fire Prevention and Control Administration

Established pursuant to 1974 legislation,⁷⁵ the National Fire Prevention and Control Administration (NFPCA) had its first anniversary during 1975. NFPCA is authorized to conduct programs of education, training, research and development, and to establish a National Fire Data Center. Its budget authority for fiscal year 1975 was \$6 million. During April 1975, hearings were held on its proposed budget for fiscal year 1976. At that time Joseph E. Clark, Acting Administrator of NFPCA, said that the agency's overall goal was to reduce the Nation's fire losses by half in the next 20 years.⁷⁶ The objectives set for fiscal year 1976 were: (1) establishment of the National Academy for Fire Prevention and control; (2) initiation of operations of the National Fire Data Center; and (3) conducting a program of short- and long-run research.⁷⁷

The purpose of the National Academy for Fire Protection and Control is to "serve as the hub of an educational system using existing fire training school programs, management and fire protection engineering programs at the college level."⁷⁸ The National Fire Data Center would be established to fill the current need for a uniform, comprehensive fire data and collection and analysis system for the nation as a whole; it would build upon work already undertaken by the National Bureau of Standards, according to the NFPCA acting administrator. Research proposed for fiscal year 1976 included the following:

An in-depth investigation of selected firefighter injuries and deaths, to determine the chain of events leading up to the injury or death.

Development of alternative designs for integrated fire service protective equipment systems.

Studies on the use and operational effectiveness of residential fire systems.

A study of the impact of existing programs which encourage the use of fire detectors and sprinkler systems in buildings.

A study of the problems of evacuating residents in high-rise apartments.⁷⁹

⁷⁴ 20 Percent Rise in Fires Is Adding to Decline of South Bronx. New York Times. May 18, 1975. p. 1.

⁷⁵ Public Law 93-498.

⁷⁶ Clark, Joseph E. Statement in U.S. Congress. House. Committee on Appropriations. Subc. on State, Justice, Commerce and the Judiciary. Department of Commerce Appropriations for Fiscal Year 1976. Hearings. Washington, D.C., U.S. Govt. Print. Off., 1975. (94th Cong., 1st sess.) pp. 334, 337.

⁷⁷ Ibid. p. 335.

⁷⁸ Ibid. p. 335.

⁷⁹ Ibid. pp. 336, 337.

During fiscal year 1975, the NFPCA began work toward the development of procedures to be used by local fire departments and local governments in the preparation of master fire prevention and control plans.⁸⁰

Fire Safety in Housing

During 1975 the U.S. Department of Housing and Urban Development published a manual entitled "Fire Safety in Housing."⁸¹ This manual of recommended design and construction techniques, which are aimed at improving the fire safety of residential construction, contains examples of approaches to housing design and construction, over and beyond what is generally required by building codes and other construction standards, in order to achieve fire safety improvements.

Federal Crime Insurance and Riot Reinsurance

On April 8, 1975, the President approved as Public Law 94-13 the "National Insurance Development Act of 1975," which continues the Federal Riot Reinsurance and Federal Crime Insurance Programs until April 30, 1977. These extensions were determined by Congress to be essential to the operation of State FAIR plans that provide access to basic property insurance that would not otherwise be available in some urban areas. Some State laws condition their State FAIR plans upon the Federal riot reinsurance program. The Federal Crime Insurance Program provides access to insurance coverage against burglary, robbery and similar crime in States where there is a problem of such availability. The availability of insurance coverage in urban areas that are deteriorating or showing signs of imminent deterioration is essential if the trends of urban decay are to be reversed by economic development in these areas.

On April 11, 1975 the General Accounting Office released a report on the effectiveness of the Federal Crime insurance.⁸² GAO's summary of the report said:

HUD has not been effective in telling the public about this program; its requirements for safety devices have hindered sales of policies; and it has not reviewed private and State crime insurance programs adequately. Agents and brokers—HUD's major marketing mechanism—generally are apathetic toward selling this insurance.

To improve administration of the program and to achieve its objectives more effectively, the Congress should consider requiring HUD to: increase commissions of agents and brokers; train inner-city residents to sell Federal crime insurance; increase its promotion efforts through paid advertising; direct servicing companies to encourage agents and brokers to concentrate selling efforts in the high-crime, inner-city areas; reevaluate its protective device requirements with a view toward reducing costs; and make in-depth reviews of the program's needs in States where Federal crime insurance is not available.⁸³

FLOOD INSURANCE

On June 27 Congress cleared a comprehensive housing bill, H.R. 5398, for the President, who approved it on July 2.⁸⁴ Among its pro-

⁸⁰ *Ibid.* p. 337.

⁸¹ U.S. Dept. of Housing and Urban Development. *Fire Safety in Housing*. Washington, D.C. U.S. Govt. Print. Off. 1975.

⁸² U.S. General Accounting Office. *The Federal Crime Insurance Program: How It Can Be Made More Effective*. Dept. of Housing and Urban Development. Report to Congress by the Comptroller General of the United States. Washington, D.C., 1975. 47 p. B-183012, April 11, 1975.

⁸³ *Ibid.* p. 1.

⁸⁴ Public Law 94-50.

visions was an extension of the effective date of the 1973 flood insurance act⁸⁵ from July 1, 1975, to January 1, 1976. The act bars lenders from taking mortgages on housing located in areas that have not adopted Federal land use standards for flood-prone areas.

On December 23 the President approved S. 848, which extended the national flood insurance program until December 31, 1976.⁸⁶

URBAN SERVICES

Title VII of the Housing and Urban Development Act of 1970 declares that a national urban growth policy should "treat comprehensively the problems of urban poverty . . ." The provision of social services in urban areas is part of such a policy objective.

Implementing Title XX of the Social Security Act

Public Law 93-647 set October 1, 1975 as the effective date for regulations to implement the new Title XX of the Social Security Act. The new title provides for block grants to States to assist in the provision of a variety of social services, including, but not limited to, child care services, protective services for both children and adults, services for children and adults in foster care, home management and maintenance services, transportation and employment services, health support services, as well as combinations of services designed to meet special needs of children, the aged, the mentally and physically handicapped, and others with special needs. The block grant approach of the new title gives States more discretion in allocating Federal social services assistance funds than they had under the earlier categorical approach to assistance for social services. The title does place some restrictions on the use of funds with regard to educational, medical, and institutional services. Assisted services must be aimed at one or more of the following broad purposes:

1. Achieving or maintaining economic self-support to prevent, reduce or eliminate dependency.
2. Achieving or maintaining self-sufficiency, including reduction or prevention of dependency.
3. Preventing or remedying neglect, abuse, or exploitation of children and adults unable to protect their own interests, or preserving, rehabilitating or reuniting families.
4. Preventing or reducing inappropriate institutional care by providing for community-based care, home based care, or other forms of less intensive care.
5. Security referral or admission for institutional care when other forms of care are not appropriate, or providing services to individuals in institutions.⁸⁷

The title also broadened the range of those eligible to receive services. Under the title which Title XX replaces, 90 percent of assisted services had to go to individuals receiving or eligible to receive public assistance under other programs. Under Title XX, however, only half of the available funds are earmarked for those individuals; and services may go to individuals receiving up to 80 percent of the State median income. In special cases services may be provided to individuals receiving up to 115 percent of the State median income.

Under the provisions of the law and regulations, a single State agency must be designated to administer the State's Title XX pro-

⁸⁵ Public Law 93-234.

⁸⁶ Public Law 94-173.

⁸⁷ Public Law 93-647, section 2001.

gram, including the preparation of a comprehensive annual services program plan to guide the provisions of services during the program year. In preparation of the plan, the State must establish a planning process such that the service needs of people in all regions of the State are taken into account and such that planning is opened up at the local level where social services needs are generated and social services themselves are provided. No service may be provided under Title XX unless it appears in the annual service plan.

Title XX funds are provided to States in the form of matching grants. The Federal share is 75 percent of costs for most eligible services, but it is 90 percent for family planning. States and local jurisdictions and the private sector provide the non-Federal share.

GAO Report on Outpatient Health Care in Inner Cities

On June 6, 1976, the General Accounting Office issued a report to Congress on the users, services and problems of outpatient health care in inner cities.⁸⁸ GAO was interested in assessing the impact of Medicaid and Medicare on cities' outpatient care systems, i.e., hospital outpatient departments and health centers that are publicly financed. The report notes that outpatient care is the fastest growing service in the national health care system and is especially important to low-income persons.

The GAO study found that in the two cities reviewed—Buffalo, New York, and Cleveland, Ohio, which the report says are demographically representative of the nation's large cities—1.2 million outpatient visits were made during 1973 to the 22 outpatient facilities. Forty percent of those visits were made by individuals eligible for Medicaid or Medicare; forty-eight percent, by the medically indigent. According to the GAO report about 43 percent of the total funding for the outpatient services came from Federal, State and local sources; about 15 percent, from general hospital revenues, charitable contributions, and endowments; and 5 percent, from private insurance and other sources.⁸⁹

The study found that the ability of outpatient care facilities to provide comprehensive care was directly related to their ability to obtain funds from Federal, State and local government sources.⁹⁰

NEW COMMUNITIES

Title VII of the Housing and Urban Development Act of 1970 declares 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."⁹¹ In accordance with this declaration, Title VII also established a program of loan guarantees, loans, public service grants, supplementary grants for public facilities, technical assistance and special planning assistance to encourage and

⁸⁸ U.S. General Accounting Office. Report to the Congress. Outpatient Health Care in Inner Cities: Its Users, Services, and Problems. Department of Health, Education, and Welfare. B-164031(3) Washington, D.C., U.S. General Accounting Office, June 6, 1975. 23 pp.

⁸⁹ *Ibid.* p. ii.

⁹⁰ *Ibid.* p. iii.

⁹¹ Public Law 91-609, section 710(d).

facilitate the development of large-scale new communities. The statute was an expression of optimism about our capacity to mount large, complex, and risk-laden undertakings. The law created new tools, and the entrepreneurs were expected to take advantage of them to achieve socially desirable purposes in the process of making a profit. Optimists, unlike pessimists, however, have only unpleasant surprises. The new authority was not fully implemented. Only loan guarantees and supplementary grants were made and eventually grants were eliminated. Early in 1975 the HUD Department announced the suspension of the program entirely. If 1974 was not a good year for new communities, 1975 was worse. All had serious financial problems and some of the problems were critical.

Federal New Communities Program Suspended

In January 1975 the HUD Department stopped accepting applications for new Title VII assistance, and it suspended the processing of applications already received. According to the department, the suspension was to allow the department's new communities staff to concentrate on finding ways to resolve the serious financial problems that were confronting most if not all new community developers.⁹² The difficulties identified by the HUD Department during hearings on the new communities program included the following:

- Excessive land valuation appraisals which overstated the security value;
- Payment—and inclusion in appraisals—of many predevelopment expenses which were redundant or inappropriate for the calculation of security values;
- Overly optimistic market “capture rates” which resulted in unrealistic revenue projections;
- Insufficient equity contributions by the project sponsors, especially lack of “hard” cash equity;
- Total absence of monitoring and control of project expenditures; and
- Inadequate management by almost all title IV and title VII developers.⁹³

The suspension was also to allow time “in which to evaluate the overall new communities program and to determine whether it is viable.”⁹⁴ It is not clear, however, to what degree the HUD Department has conducted additional evaluations since the suspension of the program. During 1974 the department conducted an internal evaluation of the program and prepared a policy option paper dealing with alternative future approaches to the program.⁹⁵ Additional evaluation work was not published by the department during 1975.

Because the financial problems being faced by new community developers assisted under Title VII and Title IV were sufficiently severe to make foreclosures a threat, the HUD Department took action in July 1975 aimed at preparing for the eventuality of Federal owner-

⁹² Margolis, Melvin, Acting Administrator, New Community Administration. U.S. Dept. of Housing and Urban Development. In U.S. Congress. House. Committee on Banking, Currency and Housing. Subc. on Housing and Community Development. Oversight Hearings on the New Communities Program. Hearings. Washington, D.C., U.S. Govt. Print. Off., 1975. (94th Cong., 1st sess.) P. 496.

⁹³ *Ibid.* p. 498.

⁹⁴ The draft of this evaluation report and the associated policy option paper are discussed in U.S. Library of Congress. Congressional Research Service. *Toward a National Growth Policy: Federal and State Developments in 1974*. Washington, D.C., U.S. Govt. Print. Off., 1975. (94th Cong., 1st sess. Joint Economic Committee. Committee Print.) pp. 70–72. The final version of the evaluation report was released in 1975. U.S. Dept. of Housing and Urban Development. Office of Policy Development and Research. Office of Program Analysis and Evaluation. *Evaluation of the New Communities Program. Evaluation Report No. 1. HUD-FDR-98*. Washington, D.C., U.S. Dept. of Housing and Urban Development, June 1975. 128 pp.

ship of assisted new towns by issuing a request for proposals to develop a management plan for such new town developments.

Faced with the critical nature of the program's circumstances, the HUD Department also began to take the following steps, according to Melvin Margolis, acting administrator of the New Communities Administration:

1. Financial monitoring of new community developers has been substantially tightened;
2. NCA has significantly improved its computerized capacity to test financial and economic viability of its projects;
3. Administrative practices have been strengthened to conform to sound business management principles;
4. We are performing reevaluation appraisals to determine more realistic land value in current markets and market studies to determine the likelihood of meeting sales projections which must be met to assure the successful completion of development;
5. We are assuming more realistic security valuations by requiring that all costs used in computing value for security pool purposes be 'hard' costs and by eliminating, for security valuation purposes, such 'soft' costs as overhead, administrative expenses, and financing costs;
6. We have tightened monitoring of escrow fund disbursement by adherence to a strict schedule of budgeted disbursements from escrow accounts, establishing minimum ratios of current assets to liabilities, and applying the stringent acid test ratio to determine developers' liquidity;
7. The NCA staff has been upgraded by the addition of professionals with excellent education and experience backgrounds in business management, financial analysis, and the real estate industry.⁹⁵

House Appropriations Committee Investigative Report

In April 1975 the House Committee on Appropriations, Subcommittee on HUD-Independent Agencies, published an investigative staff report on the Federal assistance program for new communities.⁹⁷ The committee directive requiring the study called for an evaluation of the following:

Long-range projections of need for new communities,

The adequacy of current law relating to present assistance and demonstration,

The administration, implementation, and financial situation relating to current projects, and

Recommendations to be considered by the committee in fiscal year 1976 to continue, terminate, or change financial support to assure a viable program.⁹⁸

The study covered 14 new communities that had been offered assistance by the HUD Department; but it did not include Soul City, the only free-standing new community in the program; Cedar Riverside, the only new-town-in-town in the program; or Radisson and Roosevelt Island, the two communities which were guaranteed by the New York State Urban Development Corporation and which were determined to be eligible for assistance under the Federal new communities programs.

In assessing the need for new communities, the report reviews the aspects of metropolitan growth and development that led to the enactment of Title VII—rural to urban migration, problems of the central cities, the patterns of development of suburban areas of metropolitan

⁹⁵ Margolis, Melvin, *op. cit.* p. 499.

⁹⁷ U.S. Congress. House. Committee on Appropriations. Subc. on HUD-Independent Agencies. Department of Housing and Urban Development-Independent Agencies Appropriations for 1976. Hearings. Part 5. Department of Housing and Urban Development. Washington, D.C. U.S. Govt. Print. Off., 1975. (94th Cong., 1st sess.) p. 740-797.

(Agency comments on the investigative report are set forth at p. 797-810.)

⁹⁸ *Ibid.* p. 744.

regions and their implications for the adequacy and efficiency of public services provisions, destruction of natural resources, degradation of the environment and socio-economic stratification—and it discusses the nation's experience with new communities. Many of the points made by the report echo points made in a study done by the University of North Carolina⁹⁹ and in the evaluation study prepared by the U.S. Department of Housing and Urban Development.¹⁰⁰ The report said:

After 6 years of federally assisted new community development, the program has shown mixed results. New communities have scored well in a number of areas. They have demonstrated that they: are an effective means of ordering urban growth and promoting efficient use of resources; have a positive fiscal impact on their local jurisdictions; and have raised development and environmental standards in these areas.

Conversely, it has been noted that new communities have; presented a quality of life which is only marginally superior to normal developments; made no substantial progress over normal developments toward racial and economic integration; done little that is truly innovative; or not as yet made a significant contribution toward producing needed housing or redirecting existing national growth patterns.

In total, new communities have not reached the high expectations of their proponents. Many of the areas in which new communities have done well have been matched by other forms of urban development, with less cost and risks to the developers, less Federal involvement, and fewer administrative problems. The consensus appears to be that new community development on a national scale is not feasible as originally envisioned, and that alternative forms of urban development should be explored and encouraged, including planned unit development and improved State and local government land use planning. In the meantime, the existing new communities, if economically viable, should be supported by the Government as "living urban laboratories."

However, this does not imply that much needed program improvements, greater coordination between all governmental elements and industry, as well as efficient and effective use of resources cannot be realized in the meanwhile.¹⁰¹

The report concludes that large scale new community development may not be the best way to achieve the purposes of Title VII. It says:

While new communities have been effective mechanisms in alleviating some of the problems associated with growth, they also have certain features which make them extremely difficult to carry out. Their large size and the lengthy development periods make them expensive, risky, and complex ventures to successfully and profitably complete. This has made the concept unattractive to prospective developers and lenders alike—even the Federal support.¹⁰²

The investigative report does not consider implications of the new demographic patterns for long-range needs for large-scale new communities or their smaller alternatives, planned unit developments (PUDs). These new demographic patterns, which are significantly different from the demographic patterns that eventually led to the enactment of Title VII, consist of slowed and sometimes reversed growth in the large metropolitan areas, increased growth of smaller

⁹⁹ The University of North Carolina Study is discussed elsewhere in this chapter and in a statement by Jonathan B. Howes in U.S. Congress, House, Committee on Banking, Currency and Housing, Subc. on Housing and Community Development, Oversight Hearings on the New Communities Program, Op. cit. p. 23-27. See also U.S. Congress, House Committee on Banking, Currency and Housing, Subc. on Housing and Community Development, Executive Summary, New Communities U.S.A. Results of a National Study by the Center for Urban and Regional Studies, University of North Carolina at Chapel Hill, Committee print, Washington, D.C., U.S. Govt. Print. Off., 1975. (94th Cong., 1st sess.) 29 p.

¹⁰⁰ U.S. Dept. of Housing and Urban Development, Office of Policy Development and Research, Office of Program Analysis and Evaluation, Op. cit. p. 740.

¹⁰¹ U.S. Congress, House, Committee on Appropriations, Subc. on HUD-Independent Agencies, Op. cit. p. 740.

¹⁰² Ibid. p. 752.

metropolitan areas, and a reversal of the flow of population out of non-metropolitan areas. The report does not include such a discussion because analyses revealing the new population trends during the 1970-1974 period were not generally available until after the report had been prepared.

The investigative report assesses the adequacy of the new communities legislation in terms of how well it has helped in obtaining in financing for new community development, in assembling land for the large sites that are required, and in coordinating arrangements for site and related improvements.

The new communities legislation sought to aid in obtaining adequate financing by providing loan guarantees to reduce the risk to lenders, loans to developers to help them meet interest payments during the initial years of development, public service grants, supplemental grants for public facilities, technical assistance and special planning grants. These legislative provisions were found to be satisfactory by the investigative report, although the HUD Department is implicitly criticized for not fully implementing the provisions of the law. The report summarizes these findings as follows:

The loan guarantees have worked well. Studies show they provide developers with long-term financing, at reasonable cost, which otherwise would not have been available. Developers claim that without the guarantees, they could not have attempted the current projects at their present scale.

The basic and supplementary infrastructure grants, before they were suspended by the Administration, were a valuable financial resource to developers. One study showed the grants were worth the equivalent of 3.3 percent of a developer's guaranteed debentures. According to the developers, the grants made them competitive, pricewise, with traditional tract developments and gained for them the support of local governments. Developers who did not receive grants claimed their chances of achieving the program's social goals were hurt.

The basic supplementary grants were replaced by title I block grants in August 1974. Developers are generally satisfied with the features of title I, which sets aside discretionary funds for new communities. They were unable to comment on how effectively title I will serve their needs because HUD has not yet released any funds or officially stated how much will be allocated to new communities.

The special planning assistance which Congress intended for new communities was never released by the Administration. On a limited basis, HUD has used other program funds to assist developers, but developers considered HUD efforts unsatisfactory.

Developers also were dissatisfied with the level of technical assistance made available by HUD. As a result, new communities have done little that is truly innovative.

Interest loans were another feature of title VII which HUD chose not to implement. Within the past year, as developers have experienced financial difficulties, they have sought to use this feature to pay the interest on their guaranteed bonds. Considerable confusion exists within HUD regarding the legality of using interest loans for this purpose.¹⁰³

The investigators found that the new communities program aided developers in the land assembly process only indirectly and that the power of eminent domain was the only additional tool that would make a significant impact on the land assembly problem.

Investigators also judged to be adequate the provisions of the legislation intended to facilitate coordination required in arranging site and related improvements with public bodies, although the report points out that HUD did not fully implement these provisions of the statute.

¹⁰³ *Ibid.* p. 741.

In assessing the administration of the new communities program, the report says, "The most significant deficiency affecting the implementation and administration of the new communities program has been staffing," which until recently, "did not have the quantity or disciplines needed to properly administer the program."¹⁰⁴

The report criticizes the HUD Department's Office of General Council for being a "bottleneck", for making "unreasonable demands of developers," and for becoming "involved in nonlegal and policy matters outside their purviews."¹⁰⁵ The report's critique of HUD's administration of the program also touches on the department's failure to issue formal regulations, for its having done little "to foster true intergovernmental cooperation on new communities,"¹⁰⁶ and for failure to "monitor the projects until they were in serious trouble."¹⁰⁷ It also criticizes developers for having "disregarded good business and management practices when formulating projects."¹⁰⁸ Many of the study's criticisms echo the findings of the GAO's 1974 report on the program.¹⁰⁹

The investigative study makes the following recommendations:

The committee may desire to either recommend or direct HUD to take the following actions:

(1) Maintain the moratorium on accepting applications for guarantee assistance to new projects until such time as the feasibility of new community development becomes more apparent.

(2) Increase evaluation of alternative forms of urban development which appear to achieve the same goals of new communities, but with less Federal involvement and less cost. With respect to PUD's, the evaluation should: (a) Determine the feasibility of PUD's in meeting our urban growth needs; (b) Determine what Federal assistance—financial or otherwise—would be needed to: (1) encourage developers to carry out PUD's in numbers sufficient to have a significant impact, (2) encourage the achievement of our social objectives through PUD development, for example, low- and moderate-income housing innovation, et cetera, and, (3) encourage local governments to accept and support sound, socially stable PUD developments in their areas.

With regard to the role of the State and local governments, ways should be studied in which the government could encourage them to implement the concepts of land use planning.

(3) Issue formal regulations and guidelines on the new communities program, setting forth pertinent department policies.

(4) Improve intradepartmental coordination on new communities by (a) involving all HUD offices having significant impact on the successful implementation of new communities in periodic reviews of the projects, and (b) revising HUD regulations, where appropriate, to eliminate unnecessary and duplicate processing by separate HUD offices on matters affecting new communities.

(5) Earmark discretionary funds to encourage and strengthen the ability of State and local governments impacted by HUD new communities to effectively work with developers.

(6) Explore ways by which the Federal Government could encourage States to establish special district or public authorities to ease coordination between developers and local authorities.

(7) Reduce the friction that now exists between itself and developers by: (a) defining the appropriate role which each of the principle participants in a new community development should play; (b) studying the feasibility of revising the project agreements so that the contractual obligations of the developers and

¹⁰⁴ *Ibid.* p. 741.

¹⁰⁵ *Ibid.* p. 741.

¹⁰⁶ *Ibid.* p. 742.

¹⁰⁷ *Ibid.* p. 742.

¹⁰⁸ *Ibid.* p. 742.

¹⁰⁹ U.S. Comptroller General. Report to Congress. Getting the New Communities Program Started: Progress and Problems. B-1790971. Washington, D.C., U.S. Gen. Acct. Off., Nov. 15, 1974.

the Government reflect their appropriate roles in new community developments; (c) establishing the degree of risk which the Government is realistically willing to accept on guaranteed debentures and how the Government's interests could be adequately secured; and, (d) determining ways of minimizing the Government's involvement into developers' daily land development activities, yet still provide the Government with the necessary assurance that developers were complying with their project agreements.

The committee may want to consider the following actions:

(1) Require HUD to perform an in-depth analysis of the economic feasibility of each HUD-guaranteed project, and report to the committee their recommendations on each project.

(2) When analysis indicates that a project is unfeasible and that foreclosure is in the best interest of all concerned, that HUD submit recommendations regarding ways to minimize the losses to the Federal Government and the adverse impact on local residents and government.

(3) Amending the existing legislation to emphasize the experimental character of viable HUD-guaranteed projects. Such legislation should recognize the need for: (a) Ongoing research and evaluation of the new community development and means for disseminating the results of the research to developers, urban planners, local governments, and other interested parties; (b) furnishing sufficient financial and technical assistance to new communities to allow them to carry out innovative social and environmental programs including programs for providing housing to low- and moderate-income people; and (c) providing sufficient funds for major infrastructure items so the new communities can be competitive with normal developments.

(4) Clarify the intent of the interest loan provision in the legislation so as to remove the considerable confusion that presently exists.¹¹⁰

Guidelines for Postal Officials and New Town Developers Updated

In 1973 the U.S. Postal Service prepared a set of guidelines for postal managers "to facilitate and systematize their participation in the early stages of 'new towns' planning"¹¹¹ in order to have the opportunity to "effect cost savings in the provision of postal services in such key areas as: centralized method of delivery; planning carrier routes; planning appropriate kinds and sizes of facilities for processing and/or retail services; etc."¹¹² In June 1975 the Postal Service issued an updated version of the guidelines entitled "New Towns and the U.S. Postal Service: Some Guidelines for Postal Officials and New Town Developers." The new edition modifies some of the original guidelines as the result of two years of experience and reviews current trends in the economic situation of new town developers as background for the postal service planning efforts of regional and local postal officials.

Proposed Abolition of New Community Development Corporation

On July 31, 1975, Senator Proxmire introduced S. 2234, the "Federal Agency Efficiency Act," which would abolish a number of Federal agencies. Among the agencies to be abolished were the New Communities Development Corporation and the New Communities Administration which set policy for and manage the Federal assistance programs for new communities under the provisions of Title VII (Part B) of the Housing and Urban Development Act of 1970 and

¹¹⁰ U.S. Congress. House. Committee on Appropriations. Subc. on HUD-Independent Agencies. Op. cit. pp. 743, 744.

¹¹¹ Cited in U.S. Postal Service. Finance Department. Economic Analysis Division. New Towns and the U.S. Postal Service: Some Guidelines for Postal Officials and New Town Developers. Prepared by Bernard P. Bernsten, Principal Economist. Washington, D.C., U.S. Postal Service, July 2, 1975 [p. 11].

¹¹² U.S. Postal Service. op. cit. p. 2.

Title IV of the Housing and Urban Development Act of 1968. In his statement introducing the bill, Senator Proxmire said:

New towns are upper middle class institutions with no specific functions that should be subsidized. They need so much front-end money most of them are broke or going broke in any case. This has been a mistaken experiment. We should get out of it—now.¹¹³

Academy for Contemporary Problems Report on New Communities

At the request of the ranking majority member of the House Subcommittee on Housing and Community Development¹¹⁴ the Academy for Contemporary Problems convened a panel of experts to review the status of the Title VII New Communities Program and to formulate recommendations for the Subcommittee to consider as part of its oversight responsibilities. The panel, which consisted of developers, financiers, academic experts and governmental officials, was convened at the Academy in May 1975 and submitted its report in September.¹¹⁵

The Academy's panel reaffirmed that the new communities program has been going through a period of severe difficulty, related in part to national economic conditions and in part to other problems. The panel judged that the first priority was to salvage the projects already in the Title VII program through such action as encouraging refinancing of most of the projects. The report also said, "... it is apparent that far more discipline on the part of both developers and the Federal agency should be required in the future with respect to economic analysis and financial planning."¹¹⁶

The panel recommended that the following actions be taken immediately: (1) Salvage the existing projects and bring about sound financing; (2) Improve the administration of the program on the part of both the government and developers; and (3) Fund all sections of the Act needed to successfully carry out the program.¹¹⁷

The panel directed special criticism toward the HUD Department's failure to publish clear guidelines and regulations for developers. The report said, "Failure to publish such information has guaranteed friction and troubles in implementation of the program."¹¹⁸

During its deliberations the panel explored five options for the program's future. The first option, which none of the panel members supported, was to terminate the Title VII program.

The second option was to leave the statute as it is and to make fundamental improvements in the implementation of the program. Most of the panel favored this option. Improvements in administration would include full funding of all programs under the act, although the panel recommended that "priorities under the act be reexamined

¹¹³ Proxmire, William. Statement in the Congressional Record. Daily Edition, August 1, 1975, p. S14801.

¹¹⁴ Ashley, Thomas L. Correspondence to Ralph R. Widner dated March 11, 1975.

¹¹⁵ Academy for Contemporary Problems. New Communities and National Urban Growth Policy; an Assessment of the Federal New Communities Program under Title VII of the Urban Growth and New Communities Development Act of 1970. A Report prepared at the Request of the Subcommittee on Housing and Community Development, Committee on Banking and Currency, U.S. House of Representatives. In U.S. Congress, House, Committee on Banking, Currency and Housing, Subcommittee on Housing and Community Development. Oversight Hearings on the New Communities Program. Hearings. Washington, U.S. Govt. Print. Off., 1975. (94th Cong., 1st sess.) pp. 265-330.

¹¹⁶ *Ibid.* pp. 270, 271.

¹¹⁷ *Ibid.* p. 272.

¹¹⁸ *Ibid.* p. 272.

in the light of new national growth and development issues.”¹¹⁹ The panel also recommended that under this option “pre-serviced developments that are less comprehensive than new communities be made eligible for assistance when they will accomplish the purposes of the Act,” that “administration of the program be scrutinized with an eye to assuring full coordination of other Federal programs,” and that “States and localities be encouraged to join in initiating and supporting developments under the Act by full use of the incentives for State and local initiatives that are provided under the act.”¹²⁰

The third option considered was amendments to the statute. The panel said, “If the statute were simply to be improved, a step that should be seriously considered once the present crisis is resolved, amendments should be designed to :

Encourage State and local governments to establish new community development mechanisms.

Provide major public assistance for the financing of land assembly and infrastructures.

Provide grants for sharing the costs of social and environmental overheads associated with the new communities with the public bearing some of the front-end costs associated with the attainment of public objectives.

Assure that new communities are eligible for the same grant assistance as other developers.

Enable new community districts to be eligible for block grants and revenue sharing on the same basis as a local jurisdiction. Such districts can be created under State law for the purpose of providing certain powers normally reserved to local government for the purpose of establishing and servicing a community and providing for its governance.

Provide for negotiated moratoria on debt service during recessions depending on circumstances in any given project.

Replace the long-term financial program with a 3-7 year incremental system under which developers would assemble and develop village-size tracts and release them for sale. Remaining tracts should be banked by a public body and released for development as appropriate to phased growth of the over-all project.”¹²¹

The fourth and fifth options consisted of alternative approaches to replacing the existing statute, options that should be considered, said the panel, only after clarification of (1) a national urban policy, and (2) the role of new communities or other pre-serviced developments in such a national policy. The fourth option provided for :

Provide incentives for Public Development Corporations at the state and local level for land assembly, land banking, and provision of infrastructure, etc.

Establish a linked intergovernmental system (Federal-state-local) to provide concerted assistance and planning ;

Through the intergovernmental procedures, designate regions for new community development ;

Provide incentives and support for local and regional land banking systems in areas designated for new community development ;

Provide for the timed release of such lands for new community development in succeeding village sized tracts requiring 3-7 years for development.

Provide a full range of industrial development aids and a balanced series of housing assistance programs.¹²²

The fifth option, which the panel termed “more far-reaching” than the fourth option, consisted of the following :

¹¹⁹ *Ibid.* p. 279.

¹²⁰ *Ibid.*

¹²¹ *Ibid.* pp. 280, 281.

¹²² *Ibid.* p. 282.

Create a Federally chartered corporation to replace the present New Communities Administration, with powers to assemble land for and promote the development of new communities ;

Establish a national land reserve program ;

Provide for the timed release of land held in the reserve for development ;

Create limited profit corporations to carry out specific developments and provide adequate financing.¹²³

The panel believed that this fifth approach would not give rise to any market oriented development.

House Oversight Hearings

In September 1975 the House Committee on Banking, Currency, and Housing, Subcommittee on Housing and Community Development held oversight hearings on the Federal new communities program.¹²⁴ The purpose of the hearings was to "inquire into the entire structure of Title VII to find out how [the problems of the new communities program] came about and the real roots of this troubled situation."¹²⁵ The hearings were organized so as to cover the following areas :

1. Trends in large-scale development in the United States.
2. Financing problems of large-scale development in the United States.
3. The current status of private large-scale new community development in the United States.
4. The current status of the Title VII program.
5. The future prospects of the Title VII program.
6. The potential for State government involvement and support.
7. The views of a mayor of an existing Title VII town.
8. The views of selected sponsors of Title VII new towns.
9. The views of the U.S. Department of Housing and Urban Development.¹²⁶

No report or staff summary of the hearings has been issued by the Subcommittee subsequent to these hearings.

University of North Carolina Study

At the same time that it held oversight hearings the House Subcommittee on Housing and Community Development issued a committee print of the executive summary of a national study of new communities performed by the University of North Carolina.¹²⁷ The study, which was based upon data collected in 36 communities,¹²⁸ aimed at providing "Federal, state, and local officials as well as private developers, with: (1) an improved base of information to use in judging the merits of new community development as an urban growth

¹²³ *Ibid.*, p. 233.

¹²⁴ U.S. Congress. Committee on Banking, Currency and Housing, Subcommittee on Housing and Community Development. Oversight hearings on the New Communities Program, September 23, 29, and 30, 1975. Washington, U.S. Govt. Print. Off., 1975. (94th Cong., 1st sess.) 532 pp.

¹²⁵ Ashley, Thomas L. Statement opening oversight hearings. *Ibid.* p. 1.

¹²⁶ Mields, Hugh. Summary Report and Recommendations on the Oversight Hearings on the Urban Growth and New Communities Act. Part B—Development of New Communities. Draft, December 1975 [pp. 16, 17].

¹²⁷ U.S. Congress. House. Committee on Banking, Currency and Housing. Subcommittee on Housing and Community Development. Executive Summary. New Communities U.S.A. Results of a National Study by the Center for Urban and Regional Studies, University of North Carolina at Chapel Hill. Committee Print. Washington, U.S. Govt. Print. Off., 1975. (94th Cong.; 1st sess.) The complete study was expected to be published in book form in early 1976.

¹²⁸ Of the 36 communities in the study, 13 were new communities developed privately without Federal assistance, 2 were Federally assisted new communities, 2 were new communities designed especially for the elderly as retirement communities, and the remainder were conventional communities included for purposes of comparison and statistical control.

alternative; and (2) an indication of critical factors affecting the success or failure of new communities in meeting the needs of all their residents."¹²⁹ The policy questions addressed by the study were the following:

Are Federally guaranteed new communities contributing more to residents' quality of life than non-guaranteed new communities and less planned environments?

Which characteristics of housing, neighborhood design, community facilities, and governmental mechanisms contribute most to the quality of life of new community residents, including minorities, low income families, the elderly, and teenagers?

Which factors in the developer decision process leads to new community characteristics that contribute most to the quality of life of new community residents?

How has the Federal new community development program influenced developer decisions regarding housing, neighborhood design, community facilities, and governmental mechanisms?

How can the Federal new community development program be applied most effectively to produce communities which promise to improve the quality of life of their residents?¹³⁰

The study found that the advantage of new communities were found to include:

- (1) better land use planning and access to community facilities;
- (2) reduction in automobile travel;
- (3) superior recreation facilities;
- (4) enhanced community livability; and
- (5) improved living environments for low- and moderate-income households, blacks, and the elderly.¹³¹

In a number of ways, however, the new communities were found to do well, but frequently not better than conventional communities. According to the North Carolina study, these include:

- (1) satisfaction of many of the key goals families hoped to achieve in moving to new communities and conventional communities;
- (2) evaluations of housing and neighborhood livability;
- (3) residents' social perspectives and participation in community life;
- (4) satisfaction with the quality of life;
- (5) provision of some community services; and
- (6) community governance.¹³²

In assessing the policy implications of their findings, the authors of the North Carolina study favor involvement in new community development in order to better achieve "population balance" and "full variety of community service systems called for in the new community concept and Federal new community standards."¹³³ The authors point out that Federal involvement is no assurance of improvement:

At the same time, it seems clear that if the Federal new communities program is operated solely as a loan guarantee program, assisted new communities will stand little better chance of fully achieving Federal new community standards than new communities developed without Federal assistance.¹³⁴

¹²⁹ U.S. Congress. House. Committee on Banking, Currency and Housing. Subcommittee on Housing and Community Development. Op. cit. p. 1.

¹³⁰ *Ibid.* p. 2.

¹³¹ *Ibid.* p. 5.

¹³² *Ibid.* p. 6.

¹³³ *Ibid.* p. 10.

¹³⁴ *Ibid.* p. 10.

PENDING ISSUES IN RENEWING OLD COMMUNITIES AND CREATING
NEW COMMUNITIES

The period of transition in governmental policy on the nation's cities noted during 1974 continued during 1975. Finding the most desirable way to conserve the investments that have already been made in the nation's cities was a major concern, a concern made more urgent by the spreading fiscal malaise of urban governments. A statement on national municipal policy by the National League of Cities, for example, said:

National urban policy must conserve existing urban resources. Conservation demands a better use of physical structures, economic relationships, and human skills rather than investment in competitive new development outside existing urban areas. National policies must encourage efficient upgrading and continual reuse of urban resources, not dispersal of new growth and abandonment of cities.

Instituting a policy of urban conservation requires examination of existing federal program and policy biases which promote undesirable consequences. Proposals for national urban policy components should identify and correct pressures which thwart efforts to maintain and renew existing urban resources. Cities must be provided with maximum flexibility in program design and resource allocated within the framework of agreed upon national performance standards.¹³⁵

The 1975 statement on national municipal policy raised as issues a series of Federal biases that inhibit urban conservation and encourage decay and that can be seen in certain aspects of Federal housing, transportation, taxation, procurement, income, and social welfare policies. The range of the policy issues indicated by these alleged biases identified by the National League of Cities suggests, as has Professor Harvey Perloff of the University of California, Los Angeles, that we are at the point of designing a "second generation urban policy."¹³⁶ In hearings before the House Committee on Banking, Currency and Housing, Professor Perloff said:

Urban policies and programs during the generation from the end of World War II had certain characteristics that almost guaranteed mixed good and bad results. Frequently they attacked the outer manifestation of the problems rather than the underlying causes, as was true of slum clearance; they functioned in isolation from each other, as with the carefully defended highway building program; and their scale and time horizon for planning and action were unrelated to the depth and scope of the problems involved. This latter point was true of the great majority of the urban programs up to date.

The time has surely come to try to see the picture whole and to deal with our urban difficulties in a comprehensive and sustained manner.¹³⁷

Data became available during 1975 to demonstrate that Professor Perloff's appeal was not mere rhetoric. The emerging national and regional demographic trends clearly illustrated the linkages among nationwide patterns of growth, the need for public services, the fiscal difficulties of the cities, and the need for urban conservation.

¹³⁵ National League of Cities. *National Municipal Policy*. Washington, D.C., National League of Cities, 1975, pp. 41, 42.

¹³⁶ Perloff, Harvey S. in U.S. Congress. House. Committee on Banking, Currency and Housing. *The Federal Government and the Future of Urban Life*. Hearings. Washington, D.C., U.S. Govt. Print. Off., 1975. (94th Cong., 1st sess.) p. 3.

¹³⁷ *Ibid.* p. 3.

The fiscal conditions of the nation's cities were still largely undocumented at the end of 1975, in spite of some semial research undertakings. The fiscal crisis of New York City had been temporarily averted, but the longer-term capability of that great city to achieve a new fiscal stability was still in question. Likewise there was still a large set of questions about the growing fiscal difficulties of many cities. What other cities were near the point of finding the doors of the money markets closed to them? What were the longer-term prospects of other cities for meeting their own financial needs? What were the prospects for urban fiscal stability?

The close linkage between fiscal position and the ability of a local government to provide urban services raises issues of changes in the structure and level of taxation to support public service delivery and of the partial privatization of services that are currently delivered by public bodies.

The fiscal problems of Federally-assisted new communities remained unsolved at the end of 1975. Whether efforts by the HUD Department to tighten its administration of the program would help or whether economic recovery in the nation as a whole would help were again unanswered questions at the close of the year.

In summary, the uncertainty that characterized 1974 characterized 1975 as well, and the central issue for both new and old communities was how to cope with emerging financial difficulties.

CHAPTER IV. TOWARD A DECENT HOME

INTRODUCTION

The production and location of housing must be a basic concern of national growth policy. Production was much affected in 1975 by those factors which impinged upon national growth during the year. The inflationary forces of 1974 continued into 1975 and combined with a recessionary trend to produce a drastic decline in the housing industry. While housing indicators had shown 1974 to be one of the worst years for housing in recent decades, 1975 was even worse. Housing starts totaled 1,160,400 in 1975, 14 percent below the 1974 figure of 1,337,000. This drop was accounted for entirely by the multifamily sector which underwent a 96 percent decline in starts from 381,600 in 1974 to 204,300 in 1975. Unemployment in the construction industry climbed to 21 percent at one point during the year.

While the primary mortgage lenders experienced a record inflow of savings in 1975, totaling \$48 billion through November (compared to \$19 billion in 1924), high interest rates for home loans which averaged 9.01 percent in 1975 continued to push homeownership out of the reach of many middle-class families. This factor, combined with high unemployment and high prices resulted in a large inventory of 450,000 unsold single family homes, condominiums, cooperatives and mobile homes last winter, which presumably had to be sold before builders would undertake new construction.

Although the construction industry did not lead the economy out of the recession, as historically has happened, by mid-year there was evidence of its slow recovery. Housing starts were at a 1,365,000 annual rate by the last quarter of 1975 and unemployment in the construction industry was falling. The multifamily sector, however, continues to be plagued with high interest rates and sharply increased operating costs, which have dampened interest in apartment building and thus left this segment of the industry in a depressed state.

In 1975, the Congress acted to stimulate the housing market through passage of the Emergency Housing Act of 1975 (Public Law 94-50), which provided emergency and temporary assistance designed to aid new home sales, lower the housing inventory, and provide relief to unemployed homeowners. In addition, the Tax Reduction Act of 1975 (Public Law 94-12) included a provision designed to stimulate the housing industry by providing a tax credit for home purchases, under certain circumstances. Public Law 94-173 authorized minor changes in existing housing laws, including increased ceilings on Federally insured loans for the purchase of mobile homes and extension of authority to implement a national flood insurance program.

Proposals that would lead to significant changes in the function and structure of the nation's financial institutions were given considerable attention in 1975. In response to Federal Home Loan Bank Board

proposals that would allow savings and loan institutions to make variable rate mortgages, the House passed a bill (H.R. 6209) that would block such mortgages. The Senate also expressed opposition to this proposal through S. Con. Res. 45. Late in the year, the FHLBB withdrew its proposed regulations.

The Congress also acted in 1975 on various consumer aspects of housing. Hearings were held on reported abuses in the growing condominium market. The Real Estate Settlement Procedures Act Amendments of 1975 (Public Law 94-205) replaced the original RESPA requirement that lenders disclose the costs of each settlement service at least 12 days prior to closing with a requirement that lenders print estimated settlement costs in the information booklet they give loan applicants.

Other amendments increased the limit on escrow accounts for taxes and insurance payments, and repealed the requirement for disclosure of the previous selling price. The Home Mortgage Disclosure Act (Public Law 94-200) was designed to discourage mortgage lenders from discriminating arbitrarily against certain neighborhoods. The law requires lending institutions within SMSA's to disclose information relating to the location of mortgage loans, the number and amount of such loans that are Federally insured, and the number and amount of home improvement loans.

FEDERAL HOUSING POLICY

In response to the poor condition of housing markets evident at the beginning of the year, legislation enacted in 1975 provided emergency and temporary measures attempting to aid new home sales, lower the housing inventory, and provide relief to unemployed homeowners. More substantial revisions in housing laws were put off until 1976. Considerable attention, however, was given to financial institution reform, recognizing that housing finance suffers disproportionately during periods of tight money and high interest rates. Efforts were made to bring about structural reforms in the savings and loan industry and the mortgage market that would contribute to a better long-run flow of funds into mortgage credit. Federal aid to new housing construction was minimal in 1975, coming mainly from the extension of secondary mortgage market support, and the reactivation of two housing programs section 202 housing for the elderly and section 235 homeownership assistance—although neither went into effect until near the end of the year.

Many anxiously awaited the implementation of the new section 8 Housing Assistance Program—HUD's major vehicle to provide subsidized housing. Its progress with respect to new construction seemed to be impeded by the depressed housing industry, thus making existing housing the major means through which to provide subsidies. High rates of foreclosures and defaults on FHA-insured properties spurred initiatives to help deviate the problems through better monitoring of mortgage lenders. A system to improve the monitoring of its own performance was also instituted by the Department of Housing and Urban Development.

Housing Legislation

For the first time since the Great Depression, Congress began consideration in January 1975 of legislation to protect unemployed homeowners from mortgage foreclosure. On June 27th, after six months of work on attempts to reconcile differences between the Administration and the Congress, the President signed the Emergency Housing Act of 1975 (Public Law 94-50). Congress sent the bill, H.R. 5398, to the President after failing to override the veto of a more extensive housing aid measure, H.R. 4485.

The Emergency Homeowners Act of 1975 authorizes standby authority for HUD to provide emergency homeowners relief which would take one of two forms. Mortgagors who are threatened with foreclosure because of unemployment or underemployment may benefit from direct payment of carrying costs to mortgage holders on behalf of the mortgagor, of up to \$250 a month for a period of 12 months, renewable for an additional 12 months at HUD's option. The loans are repayable by the mortgagor at interest rates not to exceed the FHA rate on insured mortgages, and HUD may defer any repayment until one year or longer after the date of the last loan payment. The second form of assistance is co-insurance of forbearance loans. Prior to direct payments as described above. HUD would offer insurance of loans or advances made to delinquent mortgagors, thus encouraging mortgagors to show forbearance towards homeowners delinquent in the mortgage payments. Ninety percent of the loss on any one loan would be repaid by HUD. To help sustain the recovery in private housing starts, Title II of the Emergency Homeowners Act amends the Emergency Home Purchase Assistance Act of 1974, to provide for the purchase of mortgages by GNMA (under the Tandem Plan) to lower the interest rate to 7½ percent.

At the Administration's discretion, HUD is authorized to purchase an additional \$10 billion in below-market interest rate mortgages. This supplements the \$7.75 billion in mortgage purchasing authority provided under the Emergency Home Purchase Assistance Act of 1974; the last portion—\$2 billion—of that authority had been released for commitment just before mid-year. The coverage of loans eligible for the GNMA Tandem purchase program was broadened to include conventional mortgages on multifamily rental structures, cooperative apartments and individual condominiums.

Title III of P.L. 94-50 extends the Section 312 home rehabilitation loan program for one year to July 1, 1976; it also extends for seven months the time during which eligible homeowners can claim compensation for major defects under Section 518(b), and postpones for six months the deadline for sanctions in the flood insurance program for existing homes, until January 1, 1976.

The major difference between the Emergency Housing Act of 1975 and the vetoed bill, H.R. 4485, was that the latter would have provided more extensive aid to home purchasers whose monies did not exceed 120 percent of median income for the area subject to exceptions by HUD. The bill offered a choice of three kinds of subsidies: (1) a subsidy to cover the cost of lowering the mortgage interest rate to 6 percent for three years, or; (2) a subsidy to cover the cost of lowering the rate to 7 percent over the life of the loan, or; (3) the payment of \$1,000

as a home purchase incentive to be made as a downpayment for a home whose construction began after March 25, 1975. Eligible families would have been offered their choice of assistance programs, to the extent practicable.

The President's veto message to the Congress, stated that the Administration's main concern with H.R. 4485 was that its more extensive aid provisions would be "inflationary".¹ In signing H.R. 5398, the President noted however, that the "Administration is committed to a prompt recovery of the housing industry and to getting construction workers back on the job. Both of these objectives and actions are crucial to our overall economic recovery."²

Title I of the Emergency Homeowners Act required HUD to report to the Congress on foreclosure and mortgage delinquency rates and actions being taken to encourage forbearance within 60 days of enactment and at 60 day intervals thereafter until June 30, 1976. The first report,³ issued August 29, 1975, assessed current delinquency trends and concluded that at present the best method of preventing widespread foreclosures is voluntary forbearance rather than direct HUD loans or HUD co-insurance of under advances to help homeowners meet their mortgage obligations. The report describes the index of delinquencies and foreclosures which HUD developed to trigger implementation of the standby programs. Once the index, which is a composite of delinquency surveys by the Veterans' Administration (VA), Federal Home Loan Bank Board (FHLBB), and various lender trade groups, reached a level of 1.20 percent for any quarter, consideration would be given to the implementations of the relief programs. The 1.20 level is only slightly above the peaks of the 1960-64 recession, HUD points out in the report.⁴ The index registered 1.10 percent in the first quarter, 1.06 percent in the second quarter⁵ and 1.12 percent in the third quarter⁶—thus the policy of voluntary forbearance is being continued. With unemployment levels dropping, the index is not expected to rise significantly in the near future.

Final regulations for the standby program were issued in the December 30 Federal Register. Although it was indicated that there had been some support throughout the country to make foreclosure relief available in regions experiencing the 1.20 foreclosure rate, HUD felt that there was insufficient data by which to judge regional foreclosure trends.⁷ HUD did adopt suggestions that homeowner eligibility requirements be liberalized.

In October, Congress appropriated half of the \$10 billion authorized for use by GNMA in its tandem program. By the end of the year none of the money had been released; however it was expected that early in 1976 at least a portion of the \$5 billion would be used to subsidize government-backed mortgages for new apartment projects. This would stimulate the multi-family sector of the construction industry, which

¹ Weekly Compilation of Presidential Documents, vol. 11, No. 27, p. 676.

² *Ibid.*, pp. 700-701.

³ First Report to the Congress on the Emergency Homeowners Relief Act. Submitted to the Congress by the Secretary, U.S. Department of Housing and Urban Development, Washington, D.C. 20410. August 29, 1975.

⁴ *Ibid.*, p. 11.

⁵ Second Report to the Congress on the Emergency Homeowners Relief Act. Submitted to the Congress by the Secretary, U.S. Department of Housing and Urban Development, Washington, D.C. 20410. October 30, 1975.

⁶ Third Report to the Congress on the Emergency Homeowners Relief Act. December 30, 1975.

⁷ 40 Federal Register, 59866, December 30, 1975.

has been the weakest part of the current gradual recovery in the housing industry.

Another 1975 measure designed to stimulate the housing industry was a tax credit for home purchases, provided in the Tax Reduction Act of 1975 (Public Law 94-12). Signed on March 30, 1975, the tax credit was interded to help reduce builders' inventories of newly constructed, but never sold or occupied, single-family homes and condominium and cooperative units. It also applies to purchasers of mobile homes under construction or completed in manufacturers' plants.

Generally, the credit cannot exceed 5 percent of the purchase price of a principal residence up to a maximum of \$2,000, provided construction began before March 26, 1975, a lending contract for purchase is entered into before January 1, 1976, and the house is occupied by January 1, 1977. Also, the price of the home must not have been raised since February 28, 1975.

The tax credit was prompted by the large unsold inventory of single-family homes, condominiums, cooperatives and mobile homes mentioned earlier. There has been considerable disagreement over the impact of the tax credit for new home purchases. Many home builders felt that the tax credit was an effective boost to inventory sales, and that they would start new construction as a result of it.⁸ However, the Secretary of HUD testified before the Senate Banking, Housing and Urban Affairs Committee in November that the FHLBB estimated that of the 300,000 homes sold in the few months after the implementation of the tax credit, possibly 35,000 were affected by the tax credit.⁹ Further, it was indicated that the effect of the program was "minimal and very costly since the credit was available to buyers who were going to buy homes regardless of whether they received the 5 percent credit."¹⁰

Toward the end of the year, the Congress enacted S. 848, which made minor changes in various housing laws. The major provision of the law (Pub. L. 94-173) increases the ceilings on federally insured loans for the purchase of mobile homes to \$12,500 for regular mobile homes and to \$20,000 for double-width units. Other provisions of the Act allow HUD to raise the maximum amounts insurable under FHA multifamily programs by 75 percent in high cost areas; repeal the 10 percent limitation on the number of units in projects insured and subsidized under Sections 221(i) and 236 which can be rented to single person, non-elderly household; and extend authority to implement a national flood insurance program on an emergency basis for an additional year, through December 31, 1976. A similar bill, H.R. 9852, was passed in the House and subsequently amended substantially in the Senate earlier in 1975. In addition to those provisions contained in the bill which became law, H.R. 9852 as amended would have amended the Housing and Community Development Act of 1974 in order to clarify the priority of funding under Title I of the Act; further amended the National Flood Insurance Act; increased the mortgage limits eligible for insurance under Section 235 of the National Housing Act, and extended the insurance authority for

⁸ Congressional Record, v. 121 May 13, 1975. S. 8006-8007 (Reprints from the *Wall Street Journal*, May 12, 1975 and from the *Washington Post*, May 10, 1975.)

⁹ U.S. Congress. Senate. Committee on Banking, Housing and Urban Affairs. Oversight of HUD Housing Programs. Hearing, 94th Congress, 1st session Nov. 5, 1975. Washington, U.S. Govt. Print. Off., 1975, p. 31.

¹⁰ *Ibid.*, p. 31.

Section 235 for one year up to June 30, 1977; transferred all insurance obligations under Section 221 of the National Housing Act from the FHA General Insurance Fund to the Special Risk Insurance Fund; and clarified the authority of the Secretary of HUD to co-insure mortgages under Section 244 of the National Housing Act as well as extend the program.¹¹ While it was considered necessary to pass the shorter S. 848 before the end of the year so as to permit continuity in the expiring emergency flood insurance provisions, it is likely that more extensive amendments to various housing laws similar to those contained in H.R. 9852 will be considered in 1976 when there is more time to work out differences.

Housing Finance Legislation

Considerable attention was given in 1975 to proposals which would lead to significant changes in the function and structure of the nations' financial institutions. The President submitted to the Congress on March 19 the Administration's Financial Institutions Act of 1975, stating that "the regulation of our financial institutions has not been fully responsive to either the changing needs of our economy or to the changes in the scope and functions of our financial institutions. During the past nine years the cyclical movement of interest rates has imposed major strains on the institutions that serve savers and finance housing."¹² The Act is a revised version of an Administration bill introduced in 1973, and incorporates recommendations issued in December 1971 by the Presidential Commission on Financial Structure and Regulation (the Hunt Commission.) In general, the Administration proposals reflect the Hunt Commission philosophy that the most efficient way to allocate scarce funds is to provide for more competition among financial institutions and to encourage free market activities. Recognizing too that housing is an area of high social priority which does not always receive sufficient funds through the operation of competitive forces, the Administration recommends various government aids to housing and finance, including a special tax credit to all mortgage lenders.

The Senate Subcommittee on Financial Institutions held hearings in May and June, 1975, on the Financial Institutions Act of 1975,¹³ and the Senate passed the Act, S. 126, as amended, on December 11, 1975. Provisions of the bill which would have an impact on housing include the removal of interest rate ceilings on time and savings deposits for thrift institutions and commercial banks (Regulation Q ceilings) after 5½ years. The proposals are designed to correct the current imbalance between the asset and liability structure of thrift institutions: on the one hand they are locked into long-term, fixed-rate mortgages; on the other hand, because of the short-term nature of their deposits, they are forced to pay higher rates to replenish their supply of funds during times of rising interest rates. Commercial banks would be allowed broader powers in real estate lending, and

¹¹ U.S. Congress. Senate. Committee on Banking, Housing and Urban Affairs. Amending Section 2 of the National Housing Act and for Other Purposes. Report to accompany H.R. 9852 together with additional views. (Report. No. 94-520), pp. 2-10.

¹² Weekly Compilation of Presidential Documents, vol. 11, No. 12, pp. 287-288.

¹³ U.S. Congress. Senate. Committee on Banking, Housing and Urban Affairs. Subcommittee on Financial Institutions. Financial Institutions Act of 1975. Hearings, 94th Congress, first session, May 14-16, June 11, 1975, 835 p.

Federally chartered credit unions would be allowed to make mortgage loans. The mortgage interest tax credit would be available to all mortgage lenders.

The FHLBB has also prepared a study on the possible restructuring of the savings and loans industry. It recommends an extension of lending and investment powers and the removal of Regulation Q ceilings.¹⁴

In April, 1975, Representative Reuss, chairman of the House Banking, Currency and Housing Committee, and Representative St Germaine, chairman of the Financial Institutions Subcommittee, announced that the Committee would undertake a major comprehensive review of the nation's financial institutions and their regulation by the Federal government—the Financial Institutions and the Nation's Economy (FINE) study—leading to consideration of implementing legislation. Early in November the Committee issued discussion principles setting forth the seven main areas of inquiry¹⁵ for hearings which began December 2.¹⁶ One of the discussion principles concerns housing; incentives to depository institutions to enhance the attractiveness of mortgage and construction loans are discussed, and particular emphasis is given to proposals that would aid low- and moderate-income housing.

In further attempts to aid mortgage lending institutions, the FHLBB proposed regulations on February 12, 1975, that would allow savings and loans to make variable rate mortgages. These variable interest rate loans allow interest rates to change during the life of the loan, rising when market interest rates rise and falling when market rates go down. The proposal was designed to guarantee savings and loans high enough income to continue making mortgage loans during periods of high interest rates, when savings and loans usually suffer disintermediation as people take their money out of savings to invest in higher-yielding securities. The FHLBB assumed that the Regulation Q ceiling on savings accounts would be removed to prevent savings outflow, as the Financial Institutions Act of 1975 would do, and that the variable rate mortgage would allow savings and loans to realize a greater return on old mortgages when interest rates were high.

In April, 1975, both the House¹⁷ and the Senate¹⁸ held hearings on the variable rate mortgage proposal. Some concern was expressed that the proposal would be inflationary and would be particularly hard on people with low or fixed incomes.

On May 8, 1975, the House passed H.R. 6209 which would block the FHLBB's proposed regulations for variable rate mortgages. On June 16, the Senate passed Senate Concurrent Resolution 45 expressing its belief that the FHLBB should not allow variable rate mortgages without congressional approval. While not rejecting or

¹⁴ U.S. Federal Home Loan Bank Board. Office of Economic Research. A financial institution of the future; savings, housing finance, consumer services. Washington, 1975. 73 pp.

¹⁵ U.S. Congress. House. Committee on Banking, Currency and Housing. Committee print. Financial Institutions and the Nation's Economy (FINE) Discussion Principles. 94th Congress, 1st session. November 1975. 21pp.

¹⁶ Hearings extended for three weeks in December, and continued into January 1976. They are not yet available as a committee document.

¹⁷ U.S. Congress. House. Committee on Banking, Currency and Housing. Subcommittee on Financial Institutions. Variable Rate Mortgage Proposal and Regulation Q. Hearings, 94th Congress, 1st session. April 8, 9, 10. 448 pp.

¹⁸ U.S. Congress. Senate. Committee on Banking, Housing and Urban Affairs. Variable rate mortgages. Hearings, 94th Congress, 1st session. April 14, 15, 16 and 17. 495 pp.

endorsing the idea, the Senate felt that the variable rate mortgage proposal should be further reviewed by Congress in the context of other legislation designed to strengthen the viability of thrift institutions.¹⁹ On November 5, the FHLBB withdrew the regulatory amendments proposed in February in view of substantial congressional opposition. The Board indicated that it will monitor the developments in those states in which commercial banks and State savings and loans are now making variable rate mortgages and the implications for Federal associations.²⁰

Federal Home Loan Bank Board Actions Affecting Housing

Major emphasis in 1975 was placed on improving the liquidity of FHLBB member institutions so that they would be in a better position to cope with any future period of savings disintermediation. This was made possible by a record savings inflow in 1975, following the net decrease in savings in 1974. The Bank Board increased liquidity requirements in three steps from 5 to 6½ percent. The affiliated Federal Home Loan Mortgage Corporation (FHLMC) continued to act as an agent for GNMA with respect to administering the tandem programs under which mortgage money is made available at below market interest rates.²¹

With the improved situation of mortgage credit availability, the FHLBB and the FHLMC were able to devote their efforts to help bring about structural reforms in the savings and loan industry and mortgage market that would contribute to a better long-run flow of funds into mortgage credit. In addition to the above-mentioned proposal of the Board to restructure the savings and loan industry, the issuance of mortgage-backed securities by Federal savings and loan associations was authorized by the Bank Board—a potentially important source of funds for savings and loans. Support was given to efforts to improve secondary mortgage market operations, including AMMINET, a computerized system for providing mortgage interest rate information in the secondary market. The FHLBB also participated in the development of a futures market in GNMA mortgage-backed bonds that would provide some ability for lending institutions and builders to hedge against fluctuations in interest rates. Such a futures market was instituted in the Chicago Board of Trade last October.²²

Housing Programs

The year 1975 marked the implementation of a new approach to providing housing for low- and moderate-income families—the Section 8 Lower-Income Housing Assistance Program, created by the Housing and Community Development Act of 1974. Section 8 establishes a new form of subsidy, housing assistance payments, which are paid to the owners of existing, newly constructed or substantially rehabilitated housing on behalf of eligible families. The program is an outgrowth

¹⁹ U.S. Congress. Senate. Committee on Banking, Housing and Urban Affairs. *Variable rate mortgages*. Report to accompany S. Con. Res. 45. 94th Congress, 1st session. June 3, 1975, p. 1. (Senate Report No. 94-170.)

²⁰ Federal Home Loan Bank Board. November 5. Press release.

²¹ Correspondence from the Federal Home Loan Bank Board, January 21, 1976.

²² *Ibid.*

of the Section 23 leased public housing program; contracts are made (through HUD or authorized public housing agencies) with public and private developers and owners of existing rental units for units that will be leased to eligible lower income households.²³ This contrasts with the Federal government's traditional housing policy whereby most subsidies took the form of interest reduction payments linked to new construction and builders obtained federal loan guarantees that enabled them to borrow for their projects.

Section 8 is currently the major subsidized housing program, replacing the Section 236 moderate-income rental program, the rent supplement program and low-rent public housing, which were all suspended in January 1973, although partially restored thereafter. The program for the leasing of existing housing is similar to the housing allowance program with which HUD is currently experimenting (see section on HUD studies, in that the recipient of housing assistance payments can choose his own housing, provided the owner is willing to participate. With respect to new construction and rehabilitated units, Section 8 is more similar to earlier subsidy programs in that subsidies are attached to particular units within designated structures.

Despite their inclusion in the same section of the law, the existing housing program and that for new construction and substantial rehabilitation are in fact distinct programs. The only important substantive attribute held in common between the programs are the income limits for eligible families, which are the same for both. The programs have required separate regulations; moreover, State Housing Finance Agencies (HFA's), which hold permanent financing of residential structures, work under their own set of streamlined regulations with a set-aside of contract authority received directly from HUD rather than through field offices.

In the Spring of 1975, eight months after the Housing and Community Development Act of 1974 was signed into law, the Section 8 program was just getting under way. Final regulations for State HFA's were issued on April 15; for new construction, April 29; for substantial rehabilitation, April 30; and for existing housing, May 5. (Specific appropriation action is not needed, as \$900 million was authorized in the basic legislation for Section 8 annual contributions contracts, of which \$229 million is set aside for State HFA's).

The program has been slow to start up, with only 200 families occupying housing under Section 8 as of November 1975. Also as of November, contract reservations for 113,818 assisted units had been made—of which 65,489 are existing units, 43,221 new construction (of which 34,038 are under State HFA set-asides), and 5,108 substantially rehabilitated units. There is, however, authority available to process up to 400,000 leased housing units in each of fiscal years 1975 and 1976. While it was originally anticipated that 60 percent of Section 8 reservations would be for new construction, this has not been the case. HUD Secretary Carla Hills, testifying before the Senate Banking, Housing, and Urban Affairs Committee, identified several reasons for the slow start up of Section 8 new construction. The still depressed state of the multifamily construction sector in general, because of high

²³ For a full explanation of the Section 8 program, see U.S. Congress, Joint Economic Committee, *Toward a National Growth Policy: Federal and State Developments in 1974*, Washington, U.S. Govt. Print. Off., 1975 (93rd Congress, 2d session, Committee Print) pp. 78-79.

interest rates for construction and long-term financing coupled with sharply higher operating costs in the multifamily sector and other current threats to the long-term rate of return on rental housing investments, are deterring investors from the Section 8 program.²⁴ Most of the reservations for new construction were made by State HFA's, but the difficulties being experienced by all State and municipal borrowers, especially housing agencies, in the tax-exempt bond market, have reduced the ability of State agencies to issue bonds except at very high rates and thus to finance housing projects under Section 8 or other rental assistance programs.

It has been pointed out that the future of Section 8 will depend on whether there are sufficient economic incentives to encourage owners to participate. The implementation of leased housing assistance in the existing market is dependent upon an abundant housing supply. In both the existing and new construction programs, the motivations to participate will vary with the general conditions of the economy and the conditions in the housing market.²⁵

Towards the end of 1975, several proposals were being considered to spur participation in the Section 8 program. Negotiations took place with State HFA's for a FHA coinsurance plan, in which State agencies will do much of the processing and underwriting for mortgage insurance and absorb a portion of the risk of any future losses. The presence of FHA mortgage insurance for the major portion of the risk should help overcome the resistance of investors in the tax exempt market to purchase the securities of State HFA's. The program would rely on HUD shouldering between 75 and 90 percent of the risk. The authority to offer coinsurance is based on the experimental authority granted in the Housing Community Development Act of 1974.²⁶

Other proposals to aid Section 8 include modification of the process by which the availability of units is advertised, competitive proposals are received and evaluations made. A need to simplify and streamline processing procedures had been identified, as lengthy time periods are now occurring before acceptable proposals can be selected and participation can begin. Suggestions included the delegation of advertising and evaluation procedures to the public housing agencies who are more familiar with the local housing needs and conditions, and allowing HUD field offices more latitude in accepting negotiated bids for all projects under Section 8.²⁷

Section 8 is also being implemented in conjunction with other Federal housing programs, to further help assure that every available financing arrangement will be available. It is being used with the Farmer's Home Administration Section 515 direct loan program for rental housing, and with the Section 202 direct loan program for elderly and handicapped housing, which was reactivated by the Housing and Community Development Act of 1974.

The Section 235 homeownership program was reactivated in 1975. Under congressional and legal pressure, the Secretary of HUD released \$264.1 million in funds in October, 1975, for the subsidy program for moderate income families, which had been suspended in 1973. Congres-

²⁴ Statement by HUD Secretary Carla Hills before the Senate Banking, Currency and Housing Committee, February 20, 1976.

²⁵ Federal Leased Housing Assistance in Private Accommodations: Section 8. University of Michigan Journal of Law Reform. v. 8. Spring 1975. pp. 693-694.

²⁶ Statement by HUD Secretary before the Senate Banking Committee. February 20, 1976.

²⁷ *Ibid.*

sional sentiment favored a revival of the program and the 1974 Housing and Community Development Act provided for its continuation. The General Accounting Office had also filed a suit designed to force release of the funds. The revised program is aimed to stimulate the construction of "no frills" housing sold for under \$30,000, a category in which there is very little housing available for sale in the country, according to HUD.²⁸ Assistance would be directed to families with annual incomes of between \$9,000 and \$11,000. Eligible families would pay 20 percent of their adjusted gross incomes towards mortgage costs, with HUD subsidizing mortgage interest rates down to the equivalent of 5 percent. While it is estimated that the program would subsidize homeownership for 250,000 families over the next two years, there was no indication by the end of the year that the program would be continued after the available funds have been used.²⁹

While the Housing and Community Development Act of 1974 renewed the Section 202 housing program for the elderly and handicapped, with substantial provisions, it was not until November 25, 1975 that final regulations for the program were issued. Regulations for implementing the direct loan program for construction loans only were issued in August, 1975; however, opposition from potential non-profit sponsors and a congressional mandate contained in the HUD fiscal 1976 appropriations bill forced HUD to rescind these initial regulations and implement the program for permanent financing.

The revised Section 202 program provides direct long-term permanent financing to non-profit sponsors for the construction or substantial rehabilitation of housing projects for the elderly, handicapped or disabled. The loans are made at the Treasury borrowing rate plus an amount to cover administrative costs. The Secretary of HUD is authorized to borrow from the Treasury, where a revolving fund for elderly and handicapped housing has been established, up to \$800 million to make direct loans to eligible sponsors. The appropriation for fiscal year 1976 is \$375 million, which HUD officials have estimated to be sufficient to finance between 9,000 and 14,000 units.

Once the revised program finally got under way, there was an overwhelming response from nonprofit sponsors. Over 1,500 applications for projects were received before the December 15 closing date, requesting the financing of over 230,000 units,^{29a} which would amount to between \$5 billion and \$9 billion in aid.^{29b} Thus only a small part of the demand can be met with the fiscal year 1976 appropriation of \$375 million.

Congressional Oversight and Review Activities

The House and the Senate showed sustained interest throughout the year in the progress of the Section 8 program—as the major Federal housing subsidy vehicle in 1975—a new approach being implemented amidst depressed construction and housing markets. The Senate Banking, Housing and Urban Affairs Committee held

²⁸ Congressional Quarterly, October 25, 1975, p. 2259.

²⁹ Ibid.

^{29a} "Section 202 loans for housing for the elderly and the handicapped", information bulletin prepared by Housing Production and Mortgage Credit, U.S. Dept. of Housing and Urban Development, January 1976.

^{29b} Housing and Development Reporter, Current Developments, vol. 3, No. 17, January 12, 1976, p. 780.

oversight hearings on HUD housing programs and national housing goals in June³⁰ and November,³¹ which reflected the interest in the Section 8 program. It was acknowledged that the Section 8 rental assistance program is more successful with respect to existing housing, than the new construction program; there will have to be an improvement in general economic conditions which currently impinge upon financing rental housing production before the program for new construction and rehabilitation will be successful.³² The stated housing goal, however, calls for 600,000 assisted housing starts yearly; only 122,000 were started in fiscal year 1974 and only 77,000 in fiscal year 1975, as Senator Proxmire pointed out.³³

HUD has established a new procedure to furnish the Congress with timely information on Section 8 on a regular basis. This will include (1) summary information at the end of each year on provisions for Section 8 assistance contained in local housing assistance plans, (2) quarterly data on tenant characteristics, beginning with the first quarter of 1976 and (3) detailed information on Section 8 fund allocations as soon as they are computerized for each new fiscal year. HUD will also provide information on the characteristics of HUD-approved projects.³⁴

The House Committee on Banking Currency and Housing held hearings throughout the year on the implementation of Section 8, specifying problem areas:³⁵ the Section 223(f) program for FHA-insured financing of existing multifamily projects (mortgage insurance had previously been available only to newly constructed or rehabilitated projects); the implementation of the Emergency Housing Act of 1975;³⁶ and the Section 312 rehabilitation loan program.³⁷

In September the Senate held hearings on housing needs and mortgage credit availability for the five-year period 1975-1980. Papers on estimated housing needs were submitted by several housing experts and served as the basis for the hearings.³⁸ While the estimates varied from 1.9 million to 2.8 million units per year, there was a general consensus that there is a serious housing shortage and a need for a federally assisted housing production program.^{39a} Testimony was also received on the adequacy of the existing financial system to meet these housing needs, and what changes need to be made in Federal laws and regulations to insure sufficient mortgage credit flows for this period and the future.

³⁰ U.S. Congress. Senate. Committee on Banking, Housing and Urban Affairs. Oversight on National Housing Goals. Hearing, 94th Congress, 1st session, June 12, 1975. 62 pp.

³¹ U.S. Congress. Senate. Committee on Banking, Housing and Urban Affairs. Oversight of HUD Housing Programs. Hearing, 94th Congress, 1st session, November 5, 1975. 46 pp.

³² *Ibid.*, p. 4.

³³ Oversight on National Housing Goals, *op. cit.*, p. 2.

³⁴ Oversight of HUD Housing Programs, *op. cit.*, p. 2.

³⁵ U.S. Congress. House. Committee on Banking Currency and Housing Subcommittee on Housing and Community Development. Oversight on Section 8 Housing Assistance Program. Hearing, 94th Congress, 1st session, October 22, 1975. 171 pp.

³⁶ U.S. Congress. House. Committee on Banking Currency and Housing. Implementation of Section 8 and other Housing Programs. Hearing, 94th Congress, 1st session, July 30, 1975. 60 pp.

³⁷ U.S. Congress. House. Committee on Banking Currency and Housing. Housing Assistance Payments, Community Development Block Grants and Section 312 Rehabilitation Loans. Hearing, 94th Congress, 1st session, April 30, 1975. 77 pp.

³⁸ U.S. Congress. Senate. Committee on Banking, Housing and Urban Affairs. Estimates of Housing Needs, 1975-1980. 94th Congress, 1st session, September 1975. Committee print, 159 pp.

^{39a} U.S. Congress. Senate. Committee on Banking, Housing and Urban Affairs. Subcommittee on Housing and Urban Affairs. Housing Goals and Mortgage Credit: 1975-1980. Hearing, 94th Congress, 1st session, September 22, 23, and 25, 1975. 450 pp.

The Manpower and Housing Subcommittee of the House Government Operations Committee began an investigation of HUD's property management operations, prompted by high rates of defaults and foreclosures on FHA-insured properties, a mounting inventory of acquired properties and problems with the maintenance and disposal of these properties.^{39b} As of August 1975, HUD held 65,571 single-family properties and 1,793 multifamily properties in inventory.⁴⁰ While the inventory of acquired single-family properties has been declining for over a year, the trend of defaults and foreclosures in multifamily programs is upward.⁴¹

In July the Subcommittee held seven days of hearings on ways to minimize the losses on FHA-insured loans. There was concern with the vandalism of improperly secured vacant buildings, charges that mortgage servicers were foreclosing without following HUD guidelines, and reports that the government had overpaid or underpaid subsidies for low-income homeowners, resulting in losses of millions of dollars in one case and the increased danger of foreclosure in the other. There was particular concern with HUD's efforts to continue operation of foreclosed multifamily apartments to minimize losses and maximize the price received on sale.⁴² In September and October further hearings were held by the Subcommittee on the need to improve efficiency of management and disposition of HUD-held property.⁴³

On July 14, 1975, the Senate Banking Committee held a hearing on housing management, foreclosure and abandonment in Chicago, prompted by a series of articles on FHA mismanagement in the Chicago Tribune. The articles charged that FHA mortgage underwriting and housing management policies are responsible for considerable abandonment of homes in Chicago. A Task Force from HUD was sent to investigate the allegations made by the Tribune; many of the charges were confirmed and the need to monitor and evaluate the underwriting practices of HUD mortgages was noted. HUD initiatives in 1975 to help alleviate the problems with the FHA insurance programs include a prohibition against lenders' initiating a foreclosure until the borrower is at least three months behind in his payments. In February, HUD began a moratorium on subsidized multifamily foreclosures, which had been increasing. HUD has also developed a multifamily Early Warning System to alert the field offices to potential defaults. The Department has also initiated a computerized mortgage monitor system which will alert HUD to mortgagees having a default or foreclosure rate above the norm for their area of operation, and these mortgagees will be monitored.

Major HUD Objectives

Fiscal Year 1976 began with the initiation of HUD's management-by objective (MBO) system, whereby 54 major objectives were

^{39b} U.S. Congress. House. Committee on Government Operations. Subcommittee on Manpower and Housing. Mortgage servicing and HUD Property Management. Hearings, 94th Congress, 1st session, July 15, 16, 18, 21, 22, 23, 24; September 19, 23, 25, 26; October 1, 2, and 7, 1975. 737 pages.

⁴⁰ U.S. Congress. Senate. Committee on Banking Currency and Housing. Oversight of HUD Housing Programs. Hearing, 94th Congress, 1st session, November 5, 1975, p. 6.

⁴¹ *Ibid.*

⁴² Mortgage Servicing and HUD Property Management. Hearings. *Op. cit.*

⁴³ *Ibid.*

specified by HUD to evaluate the performance of field offices as well as headquarters staff. The goals, ranging from broad statements to precise, numerically specific targets, were negotiated by HUD's field and headquarter officials and each field office was given a portion of the total annual production responsibility plus quarterly benchmarks. HUD Deputy Undersecretary for Management Robert T. Wallace indicated that "MBO, as HUD is using it this fiscal year, is more than a planning tool. It's an operations control for the whole organization—and for individual offices."⁴⁵

One of the six overall goals, to provide decent housing, specifies detail objectives including the assurance that adequate financing is available at the lowest reasonable cost for the production, rehabilitation and acquisition of both single-family and multi-family housing; the development and evaluation of new concepts for providing an adequate flow of credit for the housing industry; the provision of indirect and direct income assistance so that economically disadvantaged families can obtain decent, safe and sanitary housing; the assurance of effective management, preservation and utilization of existing housing; and developing new building techniques for the housing industry.⁴⁶ Each of these contains numerical performance marks by which to judge the success of the Department in meeting its objectives.

HOUSING AND CONSUMER PROTECTION

The increased cost of homeownership, resulting from inflation, with concomitant high construction costs, interest rates and operating cost, has created interest in alternative forms of homeownership, including condominiums and mobile homes. These new forms of homeownership have brought the possibility of homeownership within the reach of a wider segment of the population, but they have been attended by problems and abuses due to the lack of uniform regulations and industry standards which would act as safeguards to the homeowner. Attention was given by the Congress and the Administration to these consumer-related problems. In addition, congressional action was taken on two other consumer issues—the Real Estate Settlement Procedures Act Amendments and the Home Mortgage Disclosure Act.

Condominiums

Section 821 of the Housing and Community Development Act of 1974 directed HUD to conduct "a full and complete investigation and study, and report to the Congress not later than (August 22, 1975), with respect to condominiums and cooperatives, and the problems, difficulties, and abuses or potential abuses applicable to condominium and cooperative housing." Section 821 was a response to congressional concern over the problems accompanying the recent rapid growth in condominium development. From 85,000 units in 1970, condominiums as of April 1, 1975 accounted for 1.25 million units nationwide.⁴⁷

⁴⁵ Housing and Development Reporter. Current Developments. December 1, 1975, p. 634.

⁴⁶ HUD Office of Deputy Undersecretary for Management, November 24, 1975. Reprinted in HDR Current Developments, Dec. 1, 1975, pp. 670-671.

⁴⁷ U.S. Department of Housing and Urban Development. Condominium Task Force. HUD Condominium Study. Washington, 1975, vol. 1.

In 1973 and 1974, condominiums accounted for 25 percent of the new for sale housing starts in the United States.⁴⁸ Approximately 100,000 rental units were converted to condominiums and 25,000 units to cooperatives, in the 5-year period ending March, 1975.⁴⁹ The "condominium boom" has been somewhat dampened not only by overbuilding in some local markets but also by problems and abuses, including long-term leases of recreational facilities instead of their outright ownership, shoddy construction, overly complicated legal documents, displacement of existing tenants during conversion, loss of deposits, and the general problems of operating and maintaining property owned jointly by large numbers of families.

In response to the congressional mandate contained in section 821 of the 1974 Housing Act, HUD issued in February, 1975, a model State condominium consumer protection statute for use by State legislators seeking ways to regulate condominium abuses. (A few States have statutes for protection and some cities have passed ordinances to deal with such problems as the conversion of rental property to condominiums). The model, which closely resembles existing Virginia legislation, would require developers to register condominium offerings made to residents within its State, and provide each prospective purchaser with a copy of a current public offering statement. Each of these requirements includes various disclosure provisions by the developer about the developer and the project. Also included are provisions to afford protection in the case of conversions and resales.⁵⁰

On August 22, 1975, HUD transmitted its Condominium Cooperative Study to Congress.⁵¹ It includes a national evaluation of the condominium situation; results of area market studies, conversion studies, mail and telephone surveys of condominium owners and homeowners associations; a summary of the public hearings HUD had held on the problems; a comprehensive compilation of state laws applicable to condominiums; and an extensive analysis of the nature, extent and severity of problems and abuses that can occur in condominium and cooperative development and conversion. The study identifies those factors which will either restrict or further condominium development over the next 25 years, and concludes that condominiums are an accepted form of housing which will continue to constitute a significant proportion of the annual additions to the nation's housing stock.

Further consideration was given to regulation of the condominium industry during hearings held by the Senate Banking, Housing and Urban Affairs Committee in October, 1975.⁵² HUD, State governments, condominium owners and representatives of various parts of the condominium industry testified on S. 2773, which would provide minimum national standards for disclosure and consumer protection in condominium sales and conversions. The bill would differ from one introduced last year in that primary responsibility for the regulation of condominiums would be with the States and not the Federal Government. Under the proposed Act, States would have to adopt consumer protection laws stronger than or equal to Federal standards. If a State

⁴⁸ *Ibid.*

⁴⁹ *Ibid.*

⁵⁰ While HUD has not officially endorsed the statute, a copy of it can be obtained from HUD Public Affairs Office, 451 7th St. S.W., Washington, D.C. 20410.

⁵¹ U.S. Department of Housing and Urban Development. Condominium Task Force. HUD Condominium Cooperative Study. Washington, 1975. 3 vols.

⁵² U.S. Congress. Senate. Committee on Banking, Housing and Urban Affairs. Condominium Consumer Protection Act of 1975. Hearings, 94th Congress, 1st session, October 6, 7, and 8, 1975. 485 pp.

failed to pass such a law, consumers would have a right to sue developers for failure to comply with the Federal statute. S. 2773, introduced by Senators Proxmire and Biden, takes a two-pronged approach to consumer protection. First, developers would have to disclose to prospective buyers information on the project's units, prices, money fees, financing costs, and a two-year projection of the project's budget. Second, recreational or other long-term leases by the developer would be prohibited, and a two year warranty on all common project elements and a one-year warranty on individual units would be required. While HUD supported the idea of a national minimum disclosure form that included many of the standards proposed in the bill, the Secretary pointed out that jurisdiction over real estate matters has traditionally been a concern of State and local governments and that Federal involvement should not discourage the further development of condominiums.⁵³

Mobile Homes

Title VI of the Housing and Community Development Act of 1974 concerns mobile home construction and safety standards "to reduce the number of personal injuries and deaths and the amount of insurance costs and property damage resulting from mobile home accidents and to improve the quality and durability of mobile homes." Interest in mobile homes has increased as a major alternative to higher cost conventional housing, with 95% of all housing units priced under \$20,000 and virtually all units under \$15,000 being mobile homes. There are approximately 3.5 million mobile homes now occupied as primary residences.

In general, local building codes and HUD real estate regulations were not applicable to mobile homes. As a result some mobile homes have been characterized by shoddy, even dangerous, construction. In order to protect their buyers and to upgrade them as a form of low-cost housing, HUD issued regulations in the Federal Register on September 2 and November 11, 1975. The standards contain requirements to guard against wind damage, serious fires, floods and undue energy waste, and take account of regional differences in weather conditions. Enforcement is left to the States.

Also in 1975, a change in Federal mobile home insurance loan ceilings was enacted as part of Public Law 94-173. This allows the FHA to insure loans of up to \$12,500 for regular mobile homes and \$20,000 for double-width homes (increased from \$10,000 and \$15,000 respectively). FHA loans generally had been little used in mobile home financing due to the restrictive loan ceilings which resulted in higher downpayments, beyond the reach of many prospective buyers.

Another action designed to protect mobile homeowners was the Federal Trade Commission's Trade Regulation Rule concerning the warranty performance of mobile home manufacturers, published in the Federal Register on May 29, 1975. The FTC found during investigations based on consumer complaints that mobile home warranty performance does not always conform to the representations of the warrantors. Often mobile home owners are subject to unreasonable delays in warranty service, or have never received sufficient redress

⁵³ *Ibid.*, pp. 29-30.

of their problems due to the failure of mobile home makers to maintain adequate warranty performance systems.

Basically the problem has been the delegation by manufacturers of warranty responsibilities to mobile home dealers and other third parties without sufficient safeguards to assure that both the warrantor and the third party live up to their obligations. The proposed rule stipulates that warranty performance systems must be upgraded to insure the prompt performance of repairs at the site of the mobile home, to provide for the inspection of newly bought mobile homes at the site to determine the existence of defects and assure proper set-up of the home, and to clarify the relationship between the manufacturer and mobile home dealer to provide for effective action on warranty problems.

The Real Estate Settlement Procedures Act Amendments

Initial experience with the Real Estate Settlement Procedures Act (P.L. 93-533), enacted by the Congress in 1974 and put into effect on June 20, 1975, indicated that some of its provisions were causing a good deal of confusion and inconvenience to both the industry and the consumer. Commonly known as RESPA, the Act was the product of four years of efforts to reform real estate settlement procedures and hold down excessive closing costs. Its main features include the advance disclosure of settlement costs, a uniform settlement statement, the distribution of a special information booklet, disclosure of the previous selling price under certain circumstances, prohibition against kickbacks and unearned fees, and limitations on escrow payment, for taxes and insurance.

Strong industry sentiment against RESPA led to a series of hearings by the Senate Banking Committee⁵⁴ and the House Subcommittee on Housing and Community Development.⁵⁵ During the hearings representatives of financial trade associations, consumer groups and the Federal agencies involved identified the difficulties encountered in complying with the provisions of RESPA. Generally, leaders felt that the advance disclosure provisions of RESPA created unnecessary paperwork, increased lending costs, caused moving delays and were not an inducement to consumers to shop around for settlement services and thereby lower their costs. Consumer groups felt that RESPA had not been in effect long enough to give consumers a chance to learn how to comparison shop under it. Also, they felt that one of the main objectives of the advance disclosure requirements was to let the consumer know how much money to have ready at settlement.

Several bills were introduced which would have repealed RESPA altogether; others would have suspended the more controversial provisions of the Act for one year while a more workable solution was sought; still others, including S. 2327, would have amended the bill substantially. On January 2, 1976 the President signed S. 2327, the Real Estate Settlement Procedures Act Amendments of 1975, which

⁵⁴ U.S. Congress. Senate. Committee on Banking, Housing and Urban Affairs. Oversight on the Real Estate Settlement Procedures Act of 1974 Hearings, 94th Congress, 1st session, on S. 2327 and S. 2349, Sept. 15, 16, and 17, 1975, 347 p.

⁵⁵ U.S. Congress. House. Committee on Banking, Currency and Housing. Subcommittee on Housing and Community Development. Hearings on the Real Estate Settlement Procedures Act of 1974. Hearings, S. 2327 and H.R. 10283, October 28, 29, and 30, 1974, 530 p.

became P.L. 94-205. Key provisions of the bill replace the RESPA requirement that lenders disclose the costs of each settlement service at least 12 days prior to closing with a requirement that lenders print estimated settlement costs in the information booklet they give loan applicants. The person conducting settlement will have to provide the borrower with the Uniform Settlement Statement listing final settlement fees not later than the closing, and at least one day prior to closing if the borrower requests it. The Secretary of HUD has suspended until June 30, 1976, the above amendments to prepare new regulations and revise the information booklet; until that time the Uniform Settlement Statement must be furnished at settlement or as soon afterwards as practicable.

The amendments also repeal the requirement of disclosure of the previous selling price and the Truth-in-Lending disclosures of settlement cost under Section 121(c) of the Truth-in-Lending Act. The limit on escrow accounts for taxes and insurance payments was increased to one-sixth from one-twelfth of the yearly payment. The amendments make it clear that payments pursuant to cooperative brokerage and referral arrangement are not prohibited under RESPA anti-kickback provisions. The Secretary of HUD is also permitted to make interpretations that will eliminate confusion over the purposes of the Act in the future.

RESPA continues to prohibit kickbacks and unearned fees, prevents the seller from requiring the buyer to purchase title insurance from a particular company, and makes use of the Uniform Settlement Statement, which industry groups feel is sufficient to carry out the intent of the Act. Many consumer groups feel, however, that the elimination of the advance disclosure provisions has made it impossible for consumers to shop around for settlement services.

The RESPA amendments, which were passed so quickly after the original Act took effect, brings up the original question of whether or not the intent of reforming real estate settlement procedures and holding down excessive closing costs can effectively be carried out by disseminating information on settlement costs to consumers who may or may not be able to use it to their advantage, or whether direct regulation of settlement costs or requiring lenders to pay such costs would be preferable ways of providing consumer protection.

This question may be partially answered by a survey that HUD must conduct under RESPA; it is required to report to Congress by June 30, 1976 on the feasibility of gathering closing cost information and making it available to homebuyers through the settlement cost information booklet lenders must give loan applicants. The survey, being conducted in seven cities, will allow HUD to ascertain whether buyers use the information in the booklet to shop for the lowest priced services.

The Home Mortgage Disclosure Act

Another consumer-related issue was addressed in the Home Mortgage Disclosure Act (S. 1281), signed by the President on December 31, 1975 as Public Law 94-200. The Act's purpose is to give city residents new tools to discourage mortgage lenders from discriminating arbitrarily against their neighborhoods through a practice known as "redlining." Charges have been made that mortgage lenders were

refusing to make loans in various "redlined" inner-city neighborhoods, regardless of the credit-worthiness of the potential borrower. While proponents of the bill argued that redlining was one significant cause of urban decay, lenders denied that the practice existed.

The bill will require lending institutions within SMSA's to disclose the number and total dollar amount of mortgage loans they make each fiscal year within tract areas defined by the Census Bureau (or by ZIP code areas if disclosure by census tract is not feasible). Lenders must also indicate the number and amount of such loans that are Federally insured, used to purchase property that the buyer does not intend for his own occupancy, and for home improvements. The information must be made available for inspection and copying for at least 5 years at a lending institution's home office and one branch office. Theoretically, the bill will provide an incentive to city residents to curtail deposits in institutions found to limit mortgage investment in their neighborhoods.

FEDERAL HOUSING STUDIES

Annual Housing Goals Report

During 1975 the Administration transmitted to Congress the seventh annual housing goals report, as required by the 1968 Housing Act.⁵⁶ This Act requires the President to report to Congress on (1) the progress achieved during the preceding fiscal year toward meeting the housing goal, (2) the outlook for the residential mortgage market in the forthcoming calendar year, (3) the developments and progress during the prior fiscal year and future effort to be undertaken with respect to the preservation of deteriorating housing and neighborhoods, and (4) such information and recommendations as the President deems advisable.

The seventh report documents the continued weakness of the housing market which began in 1973 and continued into 1975. Total housing production in fiscal year 1974 fell 23 percent below the target levels set forth in the second Annual Report on National Housing Goals, and the 1975 estimate would be over 50 percent below the target level. It was noted that while recovery has begun, neither unemployment nor inflation rates nor related economic conditions will reach the levels needed to produce as strong a recovery as would normally occur until perhaps the end of 1975.⁵⁷

The report also indicates the Administration's hesitancy to accept the wisdom of setting aggregate, numerical targets for production in one sector of the economy for a whole decade:

While such targets do focus attention on areas of special national interest, they tend to oversimplify the problem of achieving an appropriate allocation of national resources in our complex economy. One major problem is that it is extremely difficult to foresee economic developments far in advance. As the economy is buffeted by unanticipated events such as the energy crisis, double-digit inflation and high unemployment, the single-minded pursuit of a numerical goal in one sector can lead to policies which are disruptive and which intensify problems in other sectors.⁵⁸

The report stressed the importance of existing housing as a valuable and abundant resource to meet the needs of those people living in un-

⁵⁶ U.S. President. 1975. Seventh Annual Report on the National Housing Goal. Message. . . . Washington, U.S. Govt. Print. Off., 1975 (House Document 94-228).

⁵⁷ *Ibid.*, p. 3.

⁵⁸ *Ibid.*, p. 4.

satisfactory units. A balanced policy which recognizes both the importance of existing housing and the role of new production in renewing the housing stock and meeting expanding or shifting needs was called for as the most efficient method of utilizing the housing stock.⁵⁹

HUD Studies

The Housing and Urban Development Act of 1970 authorized annual housing surveys to be sponsored by HUD and conducted by the U.S. Bureau of the Census. The first one was released in 1975, based on data for 1973. The Annual Housing Survey⁶⁰ was designed to provide a current series of information on the size and composition of the housing inventory, the characteristics of its occupants, the changes in the inventory resulting from new construction and from losses, indicators of housing and neighborhood quality and the characteristics of recent movers. The statistics are presented for areas inside and outside SMSA's and for each of the four major geographic regions.

Other than the decennial census of housing this sample survey is the only source of nationwide data which covers so many housing characteristics. It will facilitate more detailed analyses of the quality of housing and its environment, which is necessary to develop national housing and growth policies.

Also in 1975, HUD published a report of the supply of mortgage credit from 1970 to 1974.⁶¹ It provides the latest revised quarterly and annual mortgage loan gross flow statistics and some analysis of what the data mean and how they may be used to improve the understanding of the mortgage market. The chief focus of the analytic chapters is a description of what has happened in the last five years and of what appear to be emerging trends in the mortgage market.

The 2nd annual report on the Experimental Housing Allowance Program (EHAP)⁶² was released in March, 1975, covering the period from May, 1973 to June, 1974. The objective of the EHAP project, which was authorized in the Housing and Urban Development Act of 1970, is to test the effectiveness of giving monthly cash payments to the needy to assist their buying or leasing housing of their own choice. The experiment consists of three parts: (1) the demand experiment, which looks at the effect allowances have on their users; (2) a supply experiment, which studies the subsidies' effect on the housing market; and (3) an administrative agency experiment, which utilizes different agencies to administer the allowances to determine the most successful administrative mechanism for implementing the program. There are twelve cities involved in the entire effort, and the second annual report reviews the status of the experiments in each city as well as some preliminary impressions of the housing allowance program as a whole.

GAO Housing Investigations

The General Accounting Office conducted several investigations relating to housing in 1975, including the analysis and evaluation of a

⁵⁹ *Ibid.*, p. 4.

⁶⁰ U.S. Bureau of the Census and U.S. Department of Housing and Urban Development. Current Housing Reports Series H-150-73. Annual Housing Survey: 1973. Washington, D.C. U.S. Govt. Print. Off., 1975. 4 vols.

⁶¹ U.S. Department of Housing and Urban Development. Office of Economic Affairs, Office of Policy Development and Research. The Supply of Mortgage Credit 1970-1974. Washington, D.C., 1975. 345 pp.

⁶² U.S. Department of Housing and Urban Development. Office of Policy Development and Research. Second Annual Report of the Experimental Housing Allowance Program. Washington, U.S. Govt. Print. Off. 1975. 59 pp.

number of federally subsidized housing programs administered by HUD and of other housing-related matters. In a report dated March 19, the GAO published findings on the weaknesses in administration of the Section 518(b) program, designed to correct or to compensate owners for structural or other defects which seriously affect the livability of houses insured under the Section 235 program.⁶³ The GAO found that improvements were needed in making and inspecting repairs and in contracting for repairs and settling claims.

In April 1975 the GAO reported to the Subcommittee on HUD-Independent Agencies of the House Appropriations Committee on the comparative cost of HUD's Section 8 leasing and Section 236 rental housing programs. Based on analysis of the comparative estimated costs of the two programs in four counties, only slight cost differences were found, given the same rent levels and same eligible family types. It was pointed out, however, that the total federal subsidy costs required to house all families eligible for Section 8 in new housing are greater than the subsidies required to house all families eligible for Section 236 in new housing due to the programs differing eligibility criteria which result in more families being eligible for Section 8.⁶⁴

Also in 1975 the GAO issued a report on the financial status of the insurance operations of the FHA for fiscal year 1974. As of June 30, 1974, FHA's estimated insurance funds' reserve requirements amounted to \$3,192 million, and the total insurance reserves amounted to \$612.1 million. This resulted in a total estimated reserve deficiency of \$2,579.9 million—a \$642.1 million increase from the prior year. This increase in the estimated reserve deficiency is attributable to a combination of factors, a major one being insurance operation losses, particularly in the Special Risk Insurance Fund.⁶⁵

Other investigations conducted by the GAO during 1975 included a study of improvements needed in the mobile home park mortgage insurance program,⁶⁶ ways that local housing authorities could improve their operations and reduce their independence on operating subsidies,⁶⁷ and the secondary mortgage market activities of FNMA and FHLMC.⁶⁸

PENDING ISSUES IN HOUSING

Federal housing policy has come under close scrutiny as the housing industry slowly recovers from the deepest contraction since World War II. It is likely that this concern will continue, particularly since the multifamily sector is still in a depressed state.

⁶³ U.S. General Accounting Office. *Weakness in administration of the program to Correct Defects in Housing Insurance Under the Section 235 Program: Report to the Congress by the Comptroller General of the United States* (Washington) 1975. 38 pp. (B-114860, March 19, 1975).

⁶⁴ U.S. General Accounting Office. *Comparative Costs of the Department of Housing and Urban Development's Section 8 Leasing and Section 236 Rental Housing Programs: Report to the Subcommittee on HUD-Independent Agencies, House Committee on Appropriation by the Comptroller General of the United States* (Washington) 1975. (B-171630, April 1, 1975), p. 2.

⁶⁵ U.S. General Accounting Office. *Examination of the Financial Statements pertaining to Insurance Operations of the Federal Housing Administration Fiscal Year 1974: Report to the Congress by the Comptroller General of the United States* (Washington) 1975 (B-114860, September 22, 1975) 34 pp.

⁶⁶ U.S. General Accounting Office. *Improvements Needed in the Mobile Home Park Mortgage Insurance Program: report to the Congress by the Comptroller General of the United States* (Washington) 1975. 23 pp. (B-114860, July 2, 1975).

⁶⁷ U.S. General Accounting Office. *Local Housing Authorities can Improve their Operations and Reduce Dependence on Operating Subsidies: report to the Congress by the Comptroller General of the U.S.* (Washington) 1975 60 pp. (B-118718, February 11, 1975).

⁶⁸ U.S. General Accounting Office. *Information on the Secondary Mortgage Market Activities of the Federal National Mortgage Association and Report to the Committee on Banking, Housing and Urban Affairs, U.S. Senate by the Comptroller General of the U.S.* (Washington) 1975. 37 pp. (B-113528, May 6, 1975).

Since Section 8 will continue to be HUD's main instrument for subsidized housing in 1976, the issue of emphasizing existing housing over new construction under the program will most likely cause congressional concern. It is possible that Congress will earmark funds for Section 8 new construction in an attempt to provide some stimulus to the multifamily housing sector. There may also be an expansion of the experimental co-insurance program or inauguration of an interest subsidy for taxable government-issued bonds to assist financing through State HFAs.

This brings up the much broader issue of the effectiveness of providing low and moderate income housing through a Federal program such as Section 8, which is so dependent on the conditions of the general economy and the housing markets. Congress may place more emphasis on direct aid programs such as Section 235 and 202 which are not greatly affected by these factors. However, the experimental housing allowance program is still in progress, and the Section 8 existing program is similar to it; thus, the future direction of Federal housing policy is still uncertain.

Now that the GNMA tandem plan program has had time to have an effect, it is likely that it also will be examined to determine its impact on the single-family housing market. While the outlook for this sector of the housing market is greatly improved, interest rates are coming down very slowly, and sales prices and operating costs are still very high—thus pushing homeownership out of the reach of many middle-income families. Thus there is a question of whether the tandem and other indirect and programs are reaching the moderate-income homebuyers, or assisting those who would have bought homes regardless of a federal subsidy.

The future of financial institution reform seems unclear. The need to aid mortgage lending institutions is widely recognized; however, there are so many controversial provisions in the bills before Congress that passage of comprehensive reform legislation seems unlikely during an election year.

CHAPTER V. IMPROVING THE ENVIRONMENT

INTRODUCTION

Environmental and energy issues continued in 1975 to be a focus for important growth-related questions. Continuing pressures on resources such as fuels, clean air, clean water and land, resulting from economic and population trends, force difficult choices in public policy in order to resolve conflicts over pollution, economics, and resource availability.

It is obvious by now that final resolution is not usually possible for these environmental and resource conflicts, and continuing debate was in evidence in 1975 in several areas over the adjustments necessary to accommodate both economic vitality and environmental quality.

A landmark comprehensive energy bill was enacted into law late in December of 1975, the Energy Policy and Conservation Act, which brought together many of the actions designed to effect the essential elements of a national energy policy. It consolidated a number of key bills and included provisions for a national strategic petroleum reserve, general stand-by emergency authorities, a petroleum entitlements and allocation program, automotive fuel economy standards, energy conservation programs, pricing regulation measures for oil, and expanded energy data collection programs.

There were few other major enactments into law on environmental issues during 1975, but hearings, legislative mark-up sessions, and active discussion in the areas of water pollution, air pollution, other energy measures, and solid waste management were underway, preparing for probable action in these areas during 1976. In the area of land-use planning, legislation to provide a national land-use planning assistance program met with a definitive defeat, probably indicating that this issue will not be an active area in 1976.

The discussion below summarizes the major points currently under debate in environmental issues, as they developed in 1975.

ENERGY AND GROWTH

The impact of energy factors on growth in every sector of the economy had become clear by the beginning of 1975. The shock of the drastically higher prices for oil which followed the Arab oil embargo of 1973 had passed, but the effects were coming to bear in the form of continuing high inflation and attendant rises in unemployment, cutbacks in production in some areas, and drastically higher capital costs for expansion of all types of facilities. In 1975, energy policy formulation was a primary focus for the Congress. Especially important was the perceived need to shape a comprehensive energy policy; a first step was to try to integrate the numerous energy variables which had been scattered among many different agencies and committees of Congress in the piecemeal energy policies of the past.

This pressure of a comprehensive approach to energy policy produced lengthy debate on a number of proposals in the Congress; the result was a wide-ranging measure, the Energy Policy and Conservation Act (EPCA), enacted in December, which, together with the repeal of the oil depletion allowance for large oil and gas companies, marked a turning point in the development of a new national energy policy. Still pending at the end of 1975 were several other measures, and some issues which have not reached the form of legislative proposals but which must be resolved in order to permit full development of energy priorities.

A major issue in the energy debate was a philosophical difference which emerged between Congress and the Administration. The Administration had forwarded to Congress a comprehensive proposal which relied in large part upon price rises in a largely unregulated market to effect curtailment of oil imports and greater conservation of energy. In other words, high prices for energy were to be the key to obtaining energy independence and energy conservation. The Congress, on the other hand, favored more regulation of energy allocation and use and outright limits on imports—with close monitoring and control over rising prices—to achieve these goals. The latter approach is reflected in the EPCA.

The Energy Policy and Conservation Act

The EPCA (Public Law 94-163) was designed to approach energy issues from several directions. The law consolidates the provisions of five major bills which were under consideration in the 94th Congress. These were the Standby Energy Authorities Act (S. 622), the Strategic Energy Reserves Act (S. 677), the Energy Labeling and Disclosure Act (S. 349), the Automobile Fuel Economy Act (S. 1882), and the Energy Conservation and Oil Policy Act (H.R. 7014).

Many provisions in EPCA are in fact very similar to those in its predecessor bill of the 93rd Congress, the National Energy Emergency Act, which had been extensively debated, amended numerous times, vetoed, and then twice reintroduced in that Congress. However, the new act goes well beyond the measures which would have been included in the previous bill, and marks the new determination in Congress to move forward in setting policy in the key energy areas.

The EPCA deals with many issues; they all relate to growth questions insofar as actions to reduce energy shortages and ensure fuel supplies are inherently key determinants of our economic options.

A national strategic petroleum reserve is authorized in the law; by December 15, 1976 a plan for this reserve is to be prepared and transmitted to Congress. It is directed that the reserve should provide storage of up to one billion barrels of petroleum products and not less than 150 million barrels within three years of enactment. The purpose is to reduce the impact of petroleum product supply disruptions and to carry out obligations under the international energy program. Within seven years, the volume of crude oil in the reserve is to be equal to the total volume of crude oil imported during a base period, and within 18 months, 10 percent of this amount is to be in the system.

Part of the effort to establish petroleum reserves was the passage of bills in both the House and Senate (in conference at the end of 1975) to permit development of Naval petroleum reserves, which have been maintained for military purposes at Elk Hills and Buena Vista, California, and in Teapot Dome, Wyoming. Both bills would provide that some production of the oil in these reserves should take place. The oil could be sold on the open market with proceeds directed toward increasing production capacity at the reserves and toward purchase of oil in the open market to construct a national petroleum reserve for commercial and private, rather than military use.

General stand-by emergency authorities for gasoline rationing and energy conservation are also established in EPCA. A contingency plan for both rationing and conservation must be prepared and submitted to Congress; the plans could become effective only in emergency situations upon request of the President and approval by Congress through a resolution passed by each House. The energy conservation plan is based on limitations on fuel or energy use; it is not to provide for use of rationing, taxes, user fees, or other specific financial constraints.

The gasoline rationing contingency plan is to provide for a program for the rationing and ordering of priorities among classes of end users of gasoline and for the assignment of rights entitling certain classes of end users to obtain gasoline with precedence over other classes. The rationing plan could be effected only after the conservation plan was underway, and it had been determined that other methods of limiting demand were inadequate—and after the plan was resubmitted to Congress for approval.

EPCA also continues the petroleum entitlements program and allocation provisions of the Emergency Petroleum Allocation Act of 1973. It provides new discretionary authority for the President to require adjustments in the operations of any refinery in the U.S. with respect to proportions of residual fuel oil or a refined petroleum product, if this would be necessary to assure adequate volume of any priority product in case of shortages.

Automotive fuel economy is another issue treated in EPCA. Private automobiles consume some 40 percent of total demand for oil products in the U.S., and fuel economy of autos has been rapidly decreasing. In 1958, average fuel consumption was 14 miles per gallon; in 1973, it had dropped to 11.6 miles per gallon. EPCA requires that the average fuel economy for passenger autos manufactured after 1977 must be no less than 18 miles per gallon in 1978. By 1985, the standard is to be 27.5 miles per gallon. In addition, manufacturers must attach labels to each automobile indicating its fuel economy, estimated annual cost of operation, and fuel economy range of other comparable automobiles.

State energy conservation plans and consumer product conservation measures are to receive assistance under EPCA. A \$150 million Federal grant-in-aid program (\$50 million per year for the first three years) is authorized to assist States in developing and administering State energy conservation programs. The programs must have a target of at least a five percent reduction in energy consumption by 1980, below levels otherwise anticipated for that time. Federal guidelines for the State plans include such requirements as lighting efficiency

standards and restrictions limiting the open hours of public buildings, programs to promote carpooling, and energy efficiency and insulation requirements for new and remodeled buildings. Energy efficiency labeling of consumer products is also required under specified conditions.

Industrial energy conservation is addressed in EPCA by requiring that energy efficiency targets be established for the 10 most energy-intensive industries. These targets would represent the maximum possible improvement in industrial efficiency which a particular industry could achieve by January 1, 1980, and these industries would be required to report annually on their programs to meet the targets. Since the industrial sector consumes about 40 percent of the total U.S. energy budget, and it has been estimated that some 30 percent of the energy used in this sector is wasted, these measures represent energy conservation effort of considerable importance to energy availability.

Pricing regulation for oil is provided in EPCA, following wide-ranging controversy over how the Government should manage prices. The question of oil prices is critical to economic stability. Expansion of fuel-dependent powerplants and industrial operations hinge in large part on the availability of oil at feasible prices for their operations.

During 1975 the President imposed an import fee on petroleum, in the interest of raising prices to keep imports down. Additional rises in the import fee were postponed, pending congressional response; after enactment of EPCA, the import fee was removed altogether in December. The principle embodied in EPCA was an answer to the question which had been debated for two Congresses: should the management of petroleum prices be left to private producers and distributors of petroleum products, or should those prices be subject to regulation by the Executive within criteria laid down by Congress, closely monitored for conformance? The final version of EPCA provides for a compromise on levels of prices, but accepts and asserts the right and responsibility of the Federal Government to manage and monitor those prices in the market as a whole.

The law limits current domestic crude oil prices to an averaged price of \$7.66, permitting prices as high as \$11.28 on previously uncontrolled oil, as long as the "old" oil prices continued at \$5.25 for example. The President is given authority to adjust the initial averaged price upward, under prescribed criteria and subject to congressional veto, by as much as ten percent a year; no more than three percent can be justified as needed to encourage additional production from difficult sources. The formula includes upward adjustments for inflation, subject to criteria which seek to prevent undue weighting in the inflation rate from increased energy costs themselves. Upward adjustments can continue over 40 months, during which time the average price is expected to rise to present levels for imported oil. Monitoring of prices at all levels of production and distribution would be tightened.

The act specifically prohibits the President from using any authority in this legislation to prescribe minimum prices for crude oil, residual fuel oil, or any refined petroleum product, thus eliminating the possi-

bility of a "floor price" which was urged by the Administration in order to encourage domestic production.

The act provides for a shift from mandatory to discretionary authority in pricing regulation over 40 months, and an earlier shift from mandatory to stand-by authority for continuing allocation regulations. However, the over-all impact of these regulations is to assert the right of public regulation in oil pricing and responsibility for maintaining authority to correct inequities in both price and distribution of domestic and imported crude and refined petroleum products. This represents an unprecedented policy move for the U.S. in peacetime, and in a period not identified as an emergency.

Conversion to coal as a means of conserving oil and gas, and coal production incentives were also addressed by EPCA. It includes incentives to develop underground coal mines through loan guarantees for new market entry operations. Eligibility restrictions limit the loans to very small operators; a limit of \$30 million is applied to loan guarantees for any one operator; and the aggregate outstanding principal amount of loans guaranteed may not exceed \$750 million, of which only 20 percent can be used to develop coal which is not low in sulfur content.

Also, the authority of the Federal Energy Administration is extended to direct powerplants and other fuel-using installations to convert to use of domestic coal.

The expanding energy data collection authority in EPCA is one of the most important of the new energy management measures in the act. The authority of the Federal Energy Administration to gather information under the now-expired Energy Supply and Environmental Coordination Act of 1974 is extended until December 31, 1979. This includes authority for the Comptroller General to conduct detailed verification audits of the books and records of any person or corporation in the energy industry who is required by this or other laws to furnish such information. This provision responds to the data gap which was discovered to be of critical importance to policy formulation during the Arab oil embargo. It was concluded that independent verification of energy information and data supplied by industry is a necessity in order to assure a more reliable data base to be used in policy formulation.

Repeal of the Oil Depletion Allowance

The Tax Reduction Act of 1975 (Public Law 94-12) was the vehicle for repeal of the 22-percent oil depletion allowance, which for decades had been the major tool used by Government to provide petroleum industries additional funds through a tax benefit, funds which presumably would be used in increasing exploration for additional petroleum reserves—although there was no outright requirement that they be used in this way. The vastly higher prices for petroleum commanded by oil companies in the past two years has made the depletion allowance unnecessary for purposes of encouraging resource exploration that effect in the first place. The allowance was kept in effect for a few specified types of operations for limited time periods, but for general purposes were repealed for large oil and gas producers, retroactive to January 1, 1975.

Energy Conservation and Conversion Act (H.R. 6860)

This measure passed the House June 19, 1975, and was pending in the Senate Finance Committee at the end of 1975. It was intended to complement what is now EPCA, which was initiated in the House by the Interstate and Foreign Commerce Committee. H.R. 6860, initiated in the Ways and Means Committee, utilizes primarily tax and fiscal approaches to produce desired effects on energy supplies. It was the subject of extensive debate both in committee and on the floor of the House. Some sections of the bill pending in the Senate are similar to measures already enacted in the Energy Policy and Conservation Act.

Tax incentives for energy conservation are included in the provisions of this bill. These include tax credits for home insulation, for residential solar energy equipment, for electric vehicles, and investment credits for insulation and solar energy equipment. Another bill, H.R. 8650, the Energy Conservation in Buildings Act, also includes financial incentives and assistance, and passed the House September 8, 1975. This bill also authorizes the Secretary of Housing and Urban Development to formulate fuel efficiency standards for new building construction throughout the United States, which could be implemented in local building codes.

Conversion to coal in order to conserve oil and gas is also encouraged by provisions of H.R. 6860. Excise taxes on business use of natural gas, crude oil or other petroleum products would be imposed, and five-year amortization in lieu of regular depreciation, would be provided for installation of energy saving equipment, including waste-recycling, solar energy, and various coal mining, processing and other equipment.

Strip Mining Control Measures

The controversy over strip mining controls continued in 1975. This method of mining coal involves removing all of the soil (termed "overburden") above the coal deposits, and extracting the coal or other resource. The overburden may be replaced and treated to achieve reclamation of the area, but in practice this has not usually been done. This type of mining is both cheaper and safer in terms of manpower, but the environmental costs are high. It has been estimated that of the four million acres of land that have been disturbed by surface mining to date, more than half of it lies unreclaimed, despite the fact that on currently mined land reclamation efforts are being carried out. Acid mine drainage from strip mine land has extremely adverse effects on water supply and productivity of near-by agricultural land.

A strip mining control bill passed both Houses of Congress in the 93rd Congress, but was pocket vetoed. The 94th Congress took it up early in 1975, and by April the two Houses had reached agreement on the measure and passed the Surface Mining Control and Reclamation Act of 1975 (H.R. 25). On May 20 the President vetoed the measure, citing unacceptable levels of lost coal production and unemployment as two of the primary reasons for returning the measure to Congress. In earlier testimony on the bill, Secretary of the Interior Rogers C.B. Morton stated that estimated coal production losses could be from 48 to 141 million tons during the first full year of implementation. The vote in the House failed by a narrow margin to muster the two-thirds majority necessary to over-ride the veto.

The bill which was vetoed would regulate surface coal mining operations through a permit program administered by the Secretary of the Interior. Environmental protection performance standards would be required for Federal and State programs regulating surface mining and reclamation efforts. 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, national forests, scenic areas, and wild river areas. A reclamation fund for reclaiming abandoned mining sites would be established through a tax of 35 cents per ton on surface mined coal and 10 cents per ton on deep-mined coal. At the end of the year, a new bill (H.R. 9725) containing essentially the same features was being readied for renewed action to regulate surface mining.

Meanwhile, the Federal Coal Leasing Amendments Act (S. 391) passed the Senate July 31, 1975, containing environmental protection performance standards and surface-owners' protection provisions applicable to federally owned, coal bearing lands. Some 40 percent of the known coal deposits are on federally held lands, and these lands contain 85 percent of the supply of environmentally desirable, low-sulfur coal. Thus, although limited to Federal lands, this act could go a long way toward instituting reclamation requirements on the Nation's coal lands.

The strip-mining control issue has been the subject of legislation introduced in every Congress since 1960, and was acted upon in each of the past three Congresses. There is every reason to expect continued interest in the need for surface mining regulation.

Outer Continental Shelf Energy Development Legislation

Plans for vastly increased development of the oil and gas resources found on the Outer Continental Shelf (OCS) were announced in 1974. The resources beneath the ocean waters on the Continental Shelf represents between 20 and 40 percent of the Nation's crude oil reserves, it is estimated, and between 13 and 28 percent of natural gas supplies in the U.S. All of the OCS outside the State's three-mile jurisdiction, is held by the Federal Government, and the resources can be developed only after a lease is obtained from the Federal Government. However, such leases and attendant production of OCS resources have potentially great effects on the onshore development of adjacent coastal areas, in addition to their effects on energy supply.

In responding to the initiatives of the Administration toward greatly increased leasing on the OCS, the Senate passed S. 521—a comprehensive revision of OCS procedures—on July 30, 1975; the House OCS Select Committee, which was established to consider a related measure, was in the process of marking up a comprehensive OCS oil and gas development bill which is likely to be the subject of action in 1976.

The major purposes of the OCS legislation are to improve the planning process for resource development on the OCS, to provide a more equitable return from production on federally leased land, to separate leasing commitments for exploration from those for development, and to establish a comprehensive program to those States that must cope with the growth impacts connected with offshore development.

Specifically, the key features of S. 521 are as follows: it would create a new method of bidding for leases offered by the Secretary of the Interior, which would add flexibility to the bidding requirements, including more emphasis on royalty payments from production and less on initial cash bonus payments; it would authorize the Secretary to conduct or contract for exploration activities on the OCS, including exploratory drilling to determine on an experimental basis the presence or absence of commercial quantities of oil or gas before a lease is sold; removes the limit of 5,760 acres on leased areas, in the interest of permitting the Secretary to lease an entire geological area; and it would require that prior to development or production of oil and gas from the OCS, the lessee must submit a development plan for the approval of the Secretary.

The bill would also establish a coastal State fund for the purpose of compensating the coastal State for the adverse impacts, primary and secondary, economic, social and environmental in nature, caused by activity related to OCS oil and gas resource development. An additional fund for offshore oil pollution settlements would also be established to compensate for damages caused by oil or gas discharges.

The fund for compensating coastal States was also part of S. 586, the Coastal Zone Management Act Amendments of 1975 which passed the Senate July 16, 1975. In addition to compensating for coastal energy facility impacts, this measure included provisions to provide for planning energy facility siting of all types, including but not limited to, offshore development.

The question of defining the jurisdiction of coastal States as opposed to the Federal Government over the Outer Continental Shelf was a major issue in 1975. On March 17, 1975, the United States Supreme Court held that the Federal Government, rather than the coastal States, has sovereign rights over the Outer Continental Shelf, i.e., the area beyond three miles of the States' coastlines.¹ The defendant States, Maine, New Hampshire, Massachusetts, Rhode Island, New York, New Jersey, Delaware, Maryland, Virginia, North Carolina, Georgia and Florida were held not to be entitled to any interest in the lands, minerals or resources beyond the three mile limit.

The Court stated that the paramount rights of the United States to the Outer Continental Shelf are an incident to national sovereignty. Congress has recognized such rights in the Submerged Lands Act of 1953² and in the Outer Continental Shelf Lands Act of 1953.³ Under both acts and under the Court's decisions, the coastal States are entitled to all lands, minerals and other natural resources underlying the sea bed and extending outward from the coastline for a distance of only three miles, with certain enumerated exceptions.⁴

The Court, in a decree issued on October 6, 1975 giving effect to its earlier decision, said that the term "coastline" means "the line of ordinary low water along that portion of the coast which is in direct contact with the open sea and the line marking the seaward limit of inland waters." The Court reserved jurisdiction of the case to enter further orders or issue writs necessary to give full force and effect to its decree.

¹ *United States v. Maine*, 420 U.S. 515 (1975).

² 43 U.S.C. § 1301.

³ 43 U.S.C. § 1331 *et. seq.*

⁴ See Section 5 of the Submerged Lands Act of 1953, 43 U.S.C. § 1313.

Energy Research and Development Administration and Energy Priorities

On January 19, 1975, the Energy Research and Development Administration (ERDA) was officially activated; it was established by the Energy Reorganization Act of 1974. ERDA inherited the facilities and research mandate of the old Atomic Energy Commission (AEC), which was abolished in the same act that created ERDA. It brings together in one entity the major Federal energy research and development programs by consolidating energy R&D programs previously located in the AEC, Interior Department, National Science Foundation, and Environmental Protection Agency. At the end of 1975 Pub. L. 94-187 provided ERDA funding authorization of \$5.7 billion, of which about \$1.2 billion was for non-nuclear energy programs.

The issue of priorities among various possible energy sources is as yet unresolved. It is one of particular importance for many types of growth—economic, industrial and urban facilities, and siting of power plants, among others. The very high level of spending in ERDA on nuclear power generation in comparison to other forms reflects the agency's history and origin in the former AEC. However, the spending on particular forms of nuclear research and demonstration was the focus of considerable debate in Congress during 1975. The issue is likely to continue to be a focus for controversy until the question of research priorities is resolved.

Of particular concern was the breeder reactor program. Research and demonstration projects on the liquid metal fast breeder reactor (LMFBR) are estimated now at an over-all cost of \$10 billion through the year 2020. The costs have escalated dramatically; the Clinch River demonstration breeder reactor project, an essential element of the LMFBR program, has already escalated from \$700 million to \$1.7 billion, and it is not expected to be commercially operational until 1982. Among the rationales for the LMFBR is the fact that estimated domestic uranium reserves for non-breeder nuclear plants are not expected to be available for plants built after the year 2000. The breeder reactor, on the other hand, produces more fuel than it consumes. This reduces the fuel supply problem but results in the very difficult problem of disposing of the highly radioactive and toxic excess plutonium—which must be safely stored and guarded for hundreds of thousands of years. More and more Members of Congress are raising questions about the nuclear emphasis in energy research programs, and the safety issues connected with nuclear generation of power have cast long shadows over the future contribution of this source of energy.

In January of 1975, an ERDA review group completed its report on the LMFBR program.⁵ It stated a need to “. . . proceed expeditiously to develop the LMFBR at this time to assure the continued availability of the nuclear power option to meet the Nation's future energy needs.” The report also noted that known reserves of economically recoverable domestic uranium would be committed to existing technological reactors within a few years, and the LMFBR program contained the essential elements for success. In the spring, however, the Natural

⁵ U.S. Energy Research and Development Administration. Report of the Liquid Metal Fast Breeder Reactor Program Review Group. Report ERDA-1. Washington, D.C. January 1975. 59 pp.

Resources Defense Council (NRDC) issued a report which sharply criticized the breeder project, and proposed that the funding for breeder research should be applied instead to solar, geothermal, and fusion power, and energy conservation research. Critical health and safety problems associated with the LMFBR were identified, especially with respect to disposal of plutonium.

On March 19, 1975 the Joint Committee on Atomic Energy established an *ad hoc* subcommittee to review the Liquid Metal Fast Breeder Reactor Program and related activities of the ERDA. The subcommittee queried 90 organizations on questions of energy trends, energy sources, the future role of nuclear power, and safety and environmental concerns. A series of briefings and hearings were held in the spring and summer by the subcommittee, and at the end of the year, the group was in the process of preparing its report and conclusions.⁶

During spring and early summer hearings on the LMFBR program were held by the Joint Economic Committee⁷ and the Subcommittee on Energy and the Environment of the House Committee on Interior and Insular Affairs.⁸ In opening the hearings of the Interior Committee, Representative Udall noted that at that time the ERDA budget for the breeder reactor program was greater than all the elements of the non-nuclear program combined. He said :

We are meeting this week to address an issue of major national importance: should we go ahead with the liquid metal fast breeder reactor—LMFBR—program? And if so, at what pace should we proceed?⁹

He went on to say :

Owing to uncertainties as to the extent of domestic uranium reserves and in the electrical power growth projections and because of competing demands on the energy budget by only recently perceived needs to develop alternative energy sources, there is disagreement both within and outside the Government as to when or if the LMFBR is worth the investment. There are serious reasons to question whether a plutonium breeder will prove to be an environmentally and economically acceptable energy option.

An effort to delay authorizations for proceeding with the breeder program did not succeed in 1975. Debate was extensive, however, and the issue is likely to continue to be an active and controversial one in the coming year.

Meanwhile, on June 30, 1975, ERDA submitted its comprehensive "plan" for energy research and development priorities, entitled "A National Plan for Energy Research, Development, and Demonstration: Creating Energy Choices for the Future."¹⁰ The preparation of this plan was required by Public Law 93-577, the Non-Nuclear Energy Research and Development Act.

⁶ U.S. Congress. Joint Committee on Atomic Energy. Review of the National Breeder Reactor Program. Report of the Ad Hoc Subcommittee to Review the Liquid Metal Fast Breeder Reactor Program. (94th Congress, 2d session) Washington, U.S. Govt. Print. Off., 1976. 147 pp.

⁷ U.S. Congress. Joint Economic Committee. Fast Breeder Reactor Program. Hearings, 94th Congress, 1st session. April 30 and May 8, 1975. Washington, D.C., U.S. Govt. Print. Off., 1975.

⁸ U.S. Congress. House of Representatives. Committee on Interior and Insular Affairs, Subcommittee on Energy and Environment. Hearings, 94th Congress, 1st session. Oversight Hearings on Nuclear Energy—Nuclear Breeder Development Program. June 2, 5, and 6, 1975. Washington, D.C., U.S. Govt. Print. Off., 1975.

⁹ *Ibid.*, p. 1.

¹⁰ U.S. Energy Research and Development Administration. A National Plan for Energy Research, Development, and Demonstration: Creating Energy Choices for the Future. ERDA Report 48. Vols. 1 and 2. Washington, U.S. Govt. Print. Off., 1975.

The plan outlined short-, mid-, and long-term energy priorities, and reported "ERDA's determination that five major changes are needed in the nature and scope of the Nation's energy R, D&D program." The changes were outlined as follows:

Emphasis on overcoming the technical problems inhibiting expansion of high leverage existing systems—notably coal and light water reactors. Achieving an expansion requires the solution of several critical problems involving operational reliability and acceptable environmental impact.

An immediate focus on conservation efforts. These efforts implement first generation existing technology, extend this technology with improved capabilities, demonstrate its viability and widely disseminate the results. The primary targets are automotive transportation, buildings and industrial processes.

Acceleration of commercial capability to extract gaseous and liquid fuels from coal and shale. A two pronged effort is needed to achieve this objective. Existing technologies must be implemented as soon as possible to gain needed experience with large scale synthetic fuel production . . . Also required is an aggressive pursuit of parallel efforts, now underway, to develop a more efficient generation of plants with lower product costs and less environmental impact.

Inclusion of the solar electric approach among the "inexhaustible" resource technologies to be given high priority. The technologies for producing essentially inexhaustible supplies of electric power from solar energy will be given priority comparable to fusion and the breeder reactor.

Increased attention to under-used new technologies that can be rapidly developed. The technologies that are close to implementation and promise a significant impact for the mid-term and beyond are principally solar heating and cooling and the use of geothermal power.¹¹

ERDA announced its plans to update the plan early in 1976, and annually after that. A critique of the ERDA plan offered by the Office of Technology Assessment in October of 1975 was critical of the implementation program described in the plan, and indicated that ERDA placed undue emphasis on long-term, complex technological options, with resultant neglect of near-term, simpler solutions. The OTA began by stating:

The ERDA Plan (Volume I) is a significant milestone in the evolution of a long-term national energy policy. However, the ERDA Program (Volume II), to implement this plan does not appear adequate to achieve the stated goals.¹²

However, the ERDA report had the beneficial effect of beginning the process of considering the Nation's energy priorities as they will develop over the years. The decisions on which energy sources to emphasize are likely to be continuing sources of controversy.

Regional Development Act of 1975: Energy Provisions

Energy impacts on growth and development were recognized in the Regional Development Act of 1975 (Pub. L. 94-188), which amended the Appalachian Regional Development Act of 1965 and the authorizing legislation for the Title V Regional Action Planning Commissions. The increasing demand for coal, the Appalachian Region's most abundant natural resource, was the impetus for amending the stated purpose of the Appalachian legislative mandate to provide a framework for coordinating Federal, State, and local efforts toward:¹³ (1) anticipating the effects on the region of alternative national energy policies and practices; (2) planning for the growth

¹¹ *Ibid.*, Vol. I, p. 8-7.

¹² U.S. Congress. Office of Technology Assessment. *An Analysis of the ERDA Plan and Program*. Washington, U.S. Govt. Print. Off., October 1975, p. 1.

¹³ U.S. Congress. Senate. Committee on Public Works. *Regional Development Act of 1975: Report to Accompany S. 1513*. Washington, U.S. Govt. Print. Off., 1975 (94th Congress, 1st session. Senate Report No. 94-278) pp. 12-13.

and change generated through the accelerated coal development so that it will further the social and environmental well-being of the region; and (3) implementing the activities of Federal, State, and local governments in the region to better meet the special problems generated in the region through national energy policies.

The new legislative mandate was strengthened by a new authorization for the expenditure of up to \$3 million per year for energy-related enterprise development demonstrations (including site acquisition and development).

With regard to the Title V Commissions, the Congress found that these organizations include some of the Nation's major energy producing States, as well as some of the larger user-States and States with unique energy requirements. The Title V Commissions were seen as a useful vehicle for considering and developing regional policies reflecting the opportunities and risks created by the energy situation in a particular area. To that end, a new section was added to the act, directing the Commissions to develop a regional strategy for anticipating and planning for the economic and environmental impacts of the energy crisis on the region and for shaping and implementing ongoing activities so as to meet these impacts in a desirable way. Each Commission was also authorized to carry out energy related demonstration projects addressing its unique energy problem as they relate to the Commission's program.

The legislation directs the Federal Energy Administration, the Energy Resources and Development Administration, the Department of Interior, the Environmental Protection Agency, and other Federal agencies involved in national energy policy to work closely with the Appalachian Regional Commission and the Title V Commissions in formulating regional policies. The legislation cites the importance of the various Commissions as vehicles for representing regional interests before Federal agencies, and for making known to the region the consequence of alternative applications of national energy decisions.

State Actions on Energy

Energy impacts on growth became increasingly clear in each of the 50 States in 1975. The impacts varied greatly as they reflected, among other things, the differences between energy producing States and energy using States. Energy producing States were in a better financial position, but they faced the problems associated with the potential rapid development that was expected to accompany the exploitation of various sources of energy: e.g., coal in Appalachia, off-shore oil along the coastal States, shale oil in Colorado, Utah, and Wyoming. Increased energy costs in petroleum-dependent New England gave added impetus to the movement of industry away from the older Northeastern cities, with all the attendant problems of unemployment and stagnating economies. The reports of study groups from around the country reflected the growing recognition of the close ties between energy policies and growth policies:

In Illinois, tensions will be produced by long-standing conflicts between 'no-growth' environmentalists on the one hand, and coal developers and public utilities on the other. The latter believe the interests of the State and the nation at large would be served by creating a new coal conversion industry in Illinois. Among [environmentalist's] concerns will be water, an abundant supply of which is needed by any conversion plant, and possible encroachment upon highly valued

agricultural land. Interaction among social, economic, and political forces in Illinois on the coal conversion issue will be a microcosm of broader, deeply felt ideological conflicts which are beginning to rage across the country—indeed around the world.¹⁴

It is almost self-evident that the impact of alternative energy-supply programs in the State [Washington] and region on environmental quality are critically dependent upon the way in which the people of the State and region define future alternatives and choose among them. For example, a long-run decision as to desired levels of population growth—some elements of which are clearly within the power of the State to control—will determine the degree to which energy needs and the desire for a quality environment can be reconciled without serious conflict.¹⁵

Does 'no growth' seem a serious option? . . . Recognition that pressures both toward more extensive and toward more intensive energy use are built-in social-features of the Northeastern region seems the analytically sound (as well as the politically prudent) perspective from which to view the future.¹⁶

During 1975 the States acted in a variety of ways to respond to the varying manifestations of the energy problem. The extent of activity is indicated by the fact that in a two-week period in June, 47 bills were enacted in areas ranging from public utility powers and rate structure to new requirements for energy-efficient building standards. Clearly, the States have assumed an important role in dealing with the host of problems that have been associated with energy in recent years. However, the Federal system places certain limits on the actions that States may take.¹⁷ First, States and their political subdivisions may not enact or enforce regulations which violate the Commerce Clause of the United States Constitution: States, in the absence of congressional approval, may not impose regulatory controls which discriminate against, or which unreasonably burden or impede, commerce among the several States or with foreign nations. Second, the Supremacy Clause of the Constitution prohibits States from enacting or enforcing regulations which are incompatible with a Federal regulatory program. Federal legislation ranging from the National Environmental Policy Act to the Emergency Highway Construction Act places limitations on State energy initiatives. Nevertheless, as the 1975 legislative record shows, there is still a wide range of energy-related activities that are open to the States.

The National Conference of State Legislatures reported that State legislatures enacted a total of 323 bills relating to energy in 1975.¹⁸ The pace of State activity varied: California enacted 29 bills and two States (Mississippi and South Carolina) enacted no energy legislation.

Many of the new State laws deal with the role of public and private utilities as providers of energy. This legislation deals with consumer's complaints against utility pricing practices, as well as concerns over the operations of public and private utilities and the location of new

¹⁴ Keenan, Boyd R. Illinois Energy Problems: A National Perspective. IGPA Newsletter, December 1975: 4.

¹⁵ Washington. Energy Policy Council, Final Report; Full Text and Recommendations. (Vol. III) Olympia, 1975. p. V-15.

¹⁶ New York State University. Institute for Public Policy Alternatives. The Northeastern States Confront the Energy Crisis: Papers of the Regional Response to the Energy Crisis—A Conference of Legislative Leaders from the Northeastern States. (NSF-RA-G-75-050) 1975. pp. 199-200.

¹⁷ Jones, William K. Energy Regulations: A Summary View of Federal Limitations on State and Local Governments. In New York State University. Institute for Public Policy Alternatives. The Northeastern States, p. 258.

¹⁸ National Conference of State Legislatures. Energy: The States' Response, 3 vol. Washington, 1975, 1976. (Springfield, Va.: National Technical Service, PB-246 024; PB-246 025)

power plants. One of the most innovative actions relating to utility rates was the enactment of a "life-line" law in California.¹⁹ This law directs the Public Utility Commission to designate a lifeline quantity of gas and electricity necessary to supply the minimum energy needs of the average residential user for end uses of space and water heating, lighting, cooking and food refrigeration. The Commission is to require every electrical and gas corporation to file a schedule of rates and charges providing a lifeline rate, which shall not be greater than the rates in effect on January 1, 1976 and which shall not be increased until the average system rate increases 25% or more over this level.

The location of facilities for energy resource development is a critical factor in determining future development and settlement patterns. In 1975, seventeen State legislatures passed bills relating to the location of such facilities. For example, Connecticut's General Assembly provided authority for local referenda to approve or disapprove the construction of oil refineries.²⁰ The Wyoming Industrial Development Information and Siting Act²¹ prohibits the construction of industrial facilities without a permit from the Industrial Siting Council, which is created by the act. "Industrial facility" is defined as energy generating and conversion plants meeting certain size criteria, and any industrial facility with an estimated construction cost of at least fifty million dollars. The Wisconsin legislature required utilities to consider environmental, consumer, and safety factors in locating power plants and utility lines.²²

The impact of energy resource development on sparsely populated areas was the focus of legislation enacted in Utah. The Resource Development Act²³ provides for prepayment of sales or use taxes by those engaged in development involving natural resources. These funds will be made available to the State Road Commission and the State Board of Education to finance highway and school construction in development areas.

The preliminary results of a survey conducted by the Council of State Governments, published in December, shows that most States have now established energy offices which handle issues ranging from power plant siting to emergency allocation of scarce fuels.²⁴ Forty-one of the forty-three States responding to the survey had some method of emergency energy planning and were responsible for resource allocation. Responsibility for power plant siting was located in the energy offices in twenty-two States. All of the States reported that they had a State executive office which handles energy conservation planning, and thirty-four are involved in research and development. Eighteen States enacted legislation relating to the management of energy in 1975, and fifteen States adopted legislation dealing with emergency powers during an energy crisis.²⁵

The States continued to encourage energy conservation and the development of alternate sources of energy through tax incentives and other measures. For example, the Montana legislature sought to reduce the consumption of fossil fuels by providing tax incentives to encour-

¹⁹ California, A.B. 167, Laws of 1975.

²⁰ Connecticut, Public Act No. 75-327, Laws of 1975.

²¹ Wyoming, Enrolled Act No. 108, House of Representatives, Laws of 1975.

²² Wisconsin, chapter 68, Laws of 1975.

²³ Utah, S.B. 56, Laws of 1975.

²⁴ Energy Spectrum Well Covered by State Offices. State Energy Action, No. 75-43, December 1, 1975.

²⁵ National Conference of State Legislatures, op. cit.

age investment in nonfossil forms of energy generation and in energy conservation in buildings.²⁶ The legislation allows for a property tax exemption of up to \$100,000 appraised value for capital investment in a system for the utilization of solar heat, wind, solid wastes, the decomposition of organic wastes, or systems which convert solid wood wastes into electric power. Additional incentives are offered to building owners who make capital expenditures for energy conservation purposes, defined as "reducing the waste or dissipation of energy or reducing the amount of energy required to accomplish a given quantity of work."

Twelve State legislatures enacted legislation to provide tax breaks for people who install solar equipment in their homes.²⁷ The National Conference of States Legislatures' Task Force on Energy reviewed recent State legislation affecting solar development, and summarized the various approaches used by the States in encouraging the use of solar energy as well as other renewable energy resources:²⁸

Tax incentives (12 States) ;

Energy research, development, and demonstration (11 States) ;

Life-cycle costing to identify the balance between higher initial costs of renewable energy as opposed to the higher operational costs of nonrenewable energy, and application of this costing to new or remodeled State buildings. (5 States) ;

Solar installations in State buildings (4 States) ;

Regulation of land use based on rights to solar energy (2 States) ;

Public education on the potential of solar energy resources and the various conversion technologies and the facilitation and promotion of private solar activities occurring throughout the State.

AIR QUALITY

Air quality laws continued to be a focus of controversy in 1975, especially with respect to their impact on growth. New or prospective energy facilities, growth in many industries, and manufacturing operations of most types must accommodate their functions to air quality regulations promulgated by the Environmental Protection Agency. These requirements may require expenditures on air pollution abatement equipment, and may even have critical influence on the choice of locations for such facilities.

In 1975, no new legislation was enacted, but comprehensive modifications of the existing air quality laws were under consideration in the Congress. The regulations on some aspects of air quality issues, which became effective in January, 1975, were the focus of important litigation on the question of permissible deterioration of air quality.

Hearings were held in the Senate on implementation of air quality legislation;²⁹ amendments to the Clean Air Act Amendments of 1970 were reported to the House Interstate and Foreign Commerce Committee by its Subcommittee on Health and Environment;³⁰ a related

²⁶ Montana, H.B. 663. Laws of 1975.

²⁷ National Conference of State Legislatures, op. cit.

²⁸ National Conference of State Legislatures. Energy Task Force. *Turning Toward the Sun: Abstracts of State Legislative Enactments of 1974 and 1975 Regarding Solar Energy*. Washington, 1975. 38 pp.

²⁹ U.S. Congress. Senate. Committee on Public Works. Subcommittee on Environmental Pollution. *Implementation of the Clean Air Act—1975. Hearings, 94th Congress, 1st session, March 19, 20, April 21, 22, 23, 1975. Parts I and II*. Washington, U.S. Govt. Print. Off., 1975.

³⁰ U.S. Congress. House. Committee on Interstate and Foreign Commerce. Subcommittee on Health and Environment. *Clean Air Act Amendments of 1975; Summary of the Bill (H.R. 10498) (Committee Print) Washington, U.S. Govt. Print. Off., 1975. 17 pp.*

measure was under consideration in the Subcommittee on Environmental Pollution of the Senate Committee on Public Works. Mark-up of the bill by the full committees in both House and Senate was pending at the end of the year.

"No Significant Deterioration"

A controversial growth-related issue in the Clean Air legislation has been whether or not air quality in relatively clean-air areas should be permitted to deteriorate below existing levels until they reach the primary or secondary standard levels which were established to assure public health (human) and public welfare (property and vegetation) qualities, respectively. It was successfully argued in the courts that the air quality law was intended to "protect and enhance" air quality and this meant that in areas where air is cleaner than required by these primary and secondary standards, it must be maintained at that level or above.

This requirement has been bitterly criticized by industrial and business spokesmen as a "no-growth" provision in the law which restricts establishment of new industrial and utility plants and other types of economic growth. However, the provision has been defended by numerous State governments and by public interest groups as a measure which will not restrict growth, but will instead force adoption of effective air pollution control technology when these facilities are constructed. Many of the States which have spoken in defense of the "no-significant deterioration" requirement claim that it is essential for protection of other important economic functions, such as agriculture, tourism, and others.

The regulations of the Environmental Protection Agency which clarified how the "no significant deterioration" provision would be carried out were effective in January, 1975, and apply only to sulfur dioxide and particulate matter. They have been the focus of extensive litigation since then, as described below under "court actions." These regulations call for establishment of three classifications into which areas can be placed:

Class I: areas in which no change in air quality would be allowed;

Class II: areas in which moderate deterioration in air quality levels would be permitted, but only with application of stringent air pollution control constraints;

Class III: areas in which air quality would be allowed to deteriorate until it reached the level of the national standards.

Under the EPA regulations, all areas of all States would initially be designated Class II; the States, which have responsibility for implementing the Clean Air Act under their individual State implementation plans, could redesignate any area into classification I or III when it was deemed available.

Impacts of industrial development within Classes I and II would be determined through a pre-construction review process applied to proposed facilities in 19 specific industrial categories. The purpose of the review would be to assure that proposed facilities would not violate allowable deterioration levels in the class designations, and that their construction incorporated the "best available" control technology. John Quarles, Deputy EPA Administrator, made this statement in announcing the regulations:

The intent is not to restrict or prohibit economic growth, but rather to ensure that desirable growth is planned and managed in a manner which will minimize adverse impacts on the environment.²¹

The question of the effects of the regulations on economic growth in areas classified as I or II is unresolved. Energy producers argue that they would preclude the development of large amounts of coal and other fuel resources in the Western States. However, in a summary of the impacts of strict State regulations on industry and energy development, New Mexico spokesmen argued that no significant restriction on development has occurred:

Despite dire predictions, there have been absolutely no signs that stricter New Mexico requirements have shut down or slowed development of the [state's] coal fields. Old plants have kept operating, large new plants have been built and put on line, and future plants scheduled. Earlier this year permit applications were filed for two more coal-fired generating units to be built in the State . . .²²

The comprehensive legislation approved by the House Subcommittee and submitted to the full Committee on Interstate and Foreign Commerce in November, 1975, would contain an amendment designed to clarify the no-significant deterioration provision. It would have these purposes:

(1) To protect health from harmful exposures occurring at levels below the national ambient standards.

(2) To protect national parks and other areas of special natural, recreational, scenic, or historic value.

(3) To prevent competition for industry among States on the basis of some areas permitting significant deterioration of air quality and others not doing so.

(4) To prevent interstate air pollution which significantly degrades air quality.

(5) To assure careful evaluation of all consequences and opportunity for full public participation prior to a State's decision allowing deterioration in existing clean air areas.

The resulting amendments require retention of the three area classifications in the current regulations; Class I would be mandatory for national parks and national wilderness areas exceeding 10,000 acres in size, which represents 1.2 percent of U.S. land area. Any reclassification of Federal land would be subject to State and local approval, and reclassification could not interfere with the classification of other areas. Only new and modified sources emitting 100 tons of each pollutants annually would be required to obtain preconstruction permits allowing them to proceed on the basis that they would not exceed permissible pollution levels. Initially, most other areas which are cleaner than the ambient standards would be classified as Class II. Reclassification of all areas could be carried out by a State under specified procedures. Public hearings and preparation of an analysis of the health, environmental, economic, social and energy effects of the proposed reclassification must be carried out. Also, any reclassification to Class III must be approved by appropriate local governments and must not interfere with the classification of any other area.

The Senate had under consideration another version of this legislation which would stipulate two classes.

²¹ Environmental Protection Agency press release, August 16, 1974. Reprinted in hearings: U.S. Congress, Senate, Committee on Public Works, Subcommittee on Environmental Pollution, Implementation of the Clean Air Act—1975. Hearings, 94th Congress, 1st session, March 19, 20, April 21, 22, 23, 1975. Part 1. Washington, U.S. Govt. Print. Off., 1975, p. 882.

²² *Ibid.*, p. 26.

The final decisions on how to clarify the "no significant deterioration" requirement will be made in the second session of the 94th Congress. However, the issue has already been explored and debated, and perceived as a key growth-controlling factor in environmental legislation.

Indirect Source Review Authority

The requirement that facilities which would cause certain levels of increases in auto traffic be reviewed for compliance with ambient air quality levels would also be modified in the legislation under review in 1975. This is an other aspect of the Clean Air Act which could affect the location of facilities and industries associated with economic growth.

The revisions would limit this authority in several ways. A finding of necessity would be required on the basis that the program must apply to prevent exceeding ambient air quality standards after deadlines for attainment of them, taking into account the requirements for new motor vehicle emission standards. The assumption is that the original auto emission requirements for 1975 and 1976 were met on time instead of delayed. The assumption would reduce likelihood that the determination of necessity would be made for any area.

Other limitations include that the program be necessary to attain the primary (health) standards, and that the Federal Government may not step in to require or administer regulations for indirect sources—only the State or local governments may carry out the program.

Other Modifications

A series of other changes would be made in the House measure, including extension of compliance dates for stationary sources of air pollution, such as power plants and factories.

The grounds upon which an extension may be granted include lack of adequately demonstrated technology to meet necessary emission limitations, a shortage of clean fuels or technology, and delay of construction of a replacement facility.

Compliance date extensions for conversion to coal required under the Energy Supply and Environmental Coordination Act of 1974 are also proposed in the House bill. Compliance could be extended to 1980 instead of 1979, and possibly until 1985 under specified conditions.

All of these requirements, and their possible extension in compliance requirements, are important to industrial and manufacturing operations, and are frequently a focus of controversy in growth-related issues.

In summary, the air pollution control legislation on the books has sparked wide ranging confrontations connected with industrial, manufacturing, and energy facility growth. The modifications of this law now under consideration will continue to provide a forum for the debate over how environmental protection can productively interact with economic growth.

Court Actions on Air Quality

Petitions for certiorari to the United States Supreme Court have been filed in three recent appeals court decisions dealing with the validity of State transportation controls promulgated by the Environmental Protection Agency (EPA) under the Clean Air Act.³³ Where a State implementation plan was found by the EPA to be inadequate to achieve applicable air quality standards, the agency promulgated its own plan for the State which included land use and transportation controls. The EPA required the State and local governments to administer and enforce the plan under Section 113 of the Clean Air Act.³⁴ In some cases the States were directed to enact legislation carrying out specified transportation controls, or were directed to administer programs such as inspection/maintenance, vehicle retrofit and bikeway systems.

The appeals court decisions in the fourth³⁵ and ninth³⁶ circuits held that the EPA lacks the power under the Clean Air Act to impose sanctions or penalties against a State that fails to administer and enforce a transportation control program. The fourth circuit court stated its conclusion as follows:³⁷

And, while it may be true that some, or even many, of the attributes of state sovereignty have been diminished by the exercise by Congress of the broad rights accorded the nation under the commerce clause, it is equally true that if there is any attribute of sovereignty left to the states it is the right of their legislatures to pass, or not to pass, laws. . . . Inviting Maryland to administer the regulations, and compelling her to do so under threat of injunctive and criminal sanctions, are two entirely different propositions. We are thus of the opinion, and so hold, that the EPA was without authority under the statute . . . to require Maryland to establish the programs and furnish legal authority for the administration thereof.

The most recent decision on this question issued from the U.S. Court of Appeals for the District of Columbia.³⁸ That court held that Congress can order the States to operate their transportation systems in accordance with Federal air quality regulations since State activities do contribute to air pollution. Therefore, the court upheld the EPA imposed bus lane regulations as valid Federal regulations of State activities which affect commerce. The court also upheld the EPA imposed regulations prohibiting States from registering motor vehicles which do not conform to specified retrofit and inspection/maintenance standards. However, the court refused to hold that the States could be forced to administer the actual inspection/maintenance and retrofit programs saying that such a requirement goes beyond the EPA's authority and infringes upon State sovereignty.

³³ Clean Air Amendments of 1970, Public Law 91-604, 84 Stat. 1676, amending 42 U.S.C. § 1857 *et. seq.* (Supp. 1969).

³⁴ 42 U.S.C. § 1857c-8.

³⁵ *Environmental Protection Agency v. Maryland*, 8 E.R.C. 1105 (4th Cir. 1975). Petition for certiorari was filed in this case to the United States Supreme Court on January 7, 1976.

³⁶ *Environmental Protection Agency v. Brown*, 521 F. 2d 827 (9th Cir. 1975). Petition for certiorari was filed in this case to the United States Supreme Court on December 24, 1975.

³⁷ *Environmental Protection Agency v. Maryland*, 8 E.R.C. at 1114.

³⁸ *Train v. District of Columbia*, 521 F. 2d 971 (D.C. Cir. 1975). Petition for certiorari was filed in this case to the United States Supreme Court on January 26, 1976.

Because of the differences in interpretation given to the Clean Air Act by the fourth, ninth and D.C. circuits a United States Supreme Court resolution of the questions involved will be needed.

The United States Supreme Court has agreed to hear a case, *Union Electric Company v. Environmental Protection Agency*,³⁹ involving the extent to which courts can review the technological and economic feasibility of air pollution control requirements in Clean Air Act implementation plans. The Union Electric Company, in a petition for review of the Missouri implementation plan, contended that compliance with the emission standards in Missouri's plan was economically impossible. The company declared that it and other electric utilities might have to shut down large generating plants because compliance with present emission standards would be economically infeasible. However, the Environmental Protection Agency (EPA) asserted that it cannot consider economic or technological factors in its approval or rejection of a State implementation plan, and so such considerations cannot be raised in a petition for judicial review of that plan. The Eighth Circuit Court of Appeals agreed with the EPA and refused to allow review of economic and technological factors.

There presently exists a split in the circuit courts on this issue of whether economic or technological infeasibility can be considered in complying with emission standards. Basically in agreement with the *Union Electric* decision of the eighth circuit court, above, are decisions of the sixth⁴⁰ and seventh⁴¹ circuit courts. In particular, the seventh circuit court upheld the EPA's approval of the Illinois and Indiana sulfur oxide emission restrictions despite allegations that meeting such limitations was technologically infeasible.⁴² However, the third circuit court has held⁴³ that the Clean Air Act implicitly requires the EPA to determine the technological feasibility and economic impact of a State implementation plan and to disapprove a plan if it is found to be technologically infeasible. The U.S. Supreme Court's decision in the *Union Electric* case will help resolve the current differences in the holdings of the circuit courts.

On June 16, 1975 the U.S. Court of Appeals for the Sixth Circuit transferred six petitions for review of EPA regulations to prevent significant deterioration of air quality to the U.S. Court of Appeals for the District of Columbia.⁴⁴ The EPA had issued the significant deterioration regulations⁴⁵ following a court order in the case of *Sierra Club v. Ruckelshaus*.⁴⁶

Petitions for review of those regulations were filed in the fifth, sixth, seventh, ninth, tenth and D.C. circuits. The petitions filed in the fifth and ninth circuits were then transferred to the sixth circuit, and the seventh and tenth circuit cases were transferred to the D.C. circuit. The transfer of all the petitions to the D.C. circuit clears the way for consideration by that court of all the challenges to the regulations.

³⁹ No. 74-1542, certiorari granted on October 6, 1975; lower court decision at 7 E.R.C. 1697 (8th Cir. 1975).

⁴⁰ *Buckeye Power v. Environmental Protection Agency*, 5 E.R.C. 1611 (6th Cir. 1973).

⁴¹ *Indiana and Michigan Power Company v. Environmental Protection Agency*, 7 E.R.C. 1433 (7th Cir. 1975).

⁴² The court did note that technological and economic factors might properly be considered by the EPA or the courts in an enforcement proceeding under the Clean Air Act.

⁴³ *St. Joe Minerals Corporation v. EPA*, 7 E.R.C. 1465 (3rd Cir. 1975). See also *Duquesne Light Company v. Environmental Protection Agency*, 8 E.R.C. 1065 (3rd Cir. 1975).

⁴⁴ *Dayton Power and Light Company v. Environmental Protection Agency*, 7 E.R.C. 2002 (6th Cir. 1975).

⁴⁵ 39 Fed. Reg. 42510 (1974). These regulations became effective on January 6, 1975.

⁴⁶ 334 F. Supp. 253 (D. D.C. 1972). *aff'd. per curiam* (D.C. Cir. 1972), *aff'd. by an equally divided court sub nom, Fri v. Sierra Club*, 412 U.S. 541 (1973).

WATER QUALITY

The subject of water quality and the control of pollution in the Nation's waters is another environmental issue closely related to growth questions. The requirements in current water quality legislation place a significant economic burden on industrial and municipal sources of pollution. The major thrust of water pollution control legislation in effect today was established in 1972, with the passage of P. L. 92-500, the Federal Water Pollution Control Act Amendments of 1972. This law switched from reliance by Government on controlling pollution through standards for how clean waters should be to reliance on control of pollutants at their source, through use of best possible technology. Basically, three deadlines were set: 1977, by which time "best practicable technology" must be in effect for all pollution sources (generally this means secondary treatment to remove pollutants); 1983, by which time "best available technology" must be applied; and 1985, by which time complete elimination of all pollution discharges into waterways is set as the goal to be achieved. A Federal grant program was also established, which was to provide some 75 percent of the costs of publicly owned treatment plants.

In 1975, legislation was introduced to modify some of the requirements of the 1972 act, and hearings were held.⁴⁷ However, no action was taken during the year. Major changes suggested are summarized below.

Also during 1975 the National Commission on Water Quality made a "staff draft report" of their findings, preceding a complete report and recommendations to be issued in 1976. The Commission was established by Public Law 92-500 in order to assess whether a mid-course "correction" would be needed between 1972 and 1983 to make the requirements achievable. Its specific charge, in Sec. 315, is to "... make a full and complete investigation and study of all the technological aspects of achieving, and all aspects of the total economic, social, and environmental effects of achieving or not achieving the effluent limitations and goals set forth for 1983 in Section 301(b) (2) of this Act."

The consideration of H.R. 9560, which modified the 1972 act, and submission of the staff report of the National Commission on Water Quality were the major events relating to water quality issues in 1975. However, it can be anticipated that 1976, the second session of the 94th Congress, will see more activity in several areas of concern, and it will also be the year in which action is likely to be taken on water quality legislation, and in which the recommendations of the Commission will be formally submitted.

Findings of National Commission on Water Quality

The Commission found that significant delays had occurred in the funding of treatment plants (due to impoundment of funds and extended time periods spent on processing and administering grant applications) with a resulting delay in moving toward the 1977 requirements for "best practicable technology" (BPT). This delay in achieving the 1977 requirements will mean, the Commission con-

⁴⁷ U.S. Congress, House of Representatives, Committee on Public Works and Transportation, Subcommittee on Water Resources, To Amend the Federal Water Pollution Control Act, 94th Congress, 1st session, Hearings on H.R. 9560, September 23, 24 and 30, 1975. Washington, U.S. Govt. Print. Off.

cluded, a delay in the 1983 requirement for "best available technology" (BAT). However, the Commission also found that achievement of 1977 goals will cause far greater incremental costs and economic, social, and environmental impacts than will the 1983 requirements.

The report found that publicly owned treatment works will not all be in conformance with the secondary treatment requirement by 1977, and that dependent largely upon Federal funding, conformance could be achieved in 11 years with 75 percent Federal funding of all eligible construction categories, a total Federal outlay of \$118.5 billion. And this pattern "would require radically accelerated processing of all phases of grant administration and treatment plant construction."⁴⁸

For industrial polluters, the Commission indicated "BPT" is technologically achievable, but will not be achieved by 1977. Achievement might be reached by 1980, but at any rate is likely to be reached well before achievement by publicly owned treatment works. Capital costs to industry for achievement of 1977 requirements were estimated to be \$44.31 billion.

The report predicted that projected plant closures following from the implementation of the requirements would be significant in six industries: pulp and paper, metal finishing, textiles, fruits and vegetables, feedlots, and meat packing. But it indicated that the water quality requirements were not in themselves the basic cause of closures in most cases: "Concentrated in a small, high-cost segment of each of these industries (usually 5-10 percent of capacity), closures are generally the old, small, single-plant firms that, in many cases, might not remain economically viable over the next decade in the absence of required expenditures for water pollution control . . . Except for metal finishing, however, in no other case is this result attributable solely to water pollution control expenditures; it is rather a reflection of existing trends in the industry which Public Law 92-500 tends to accelerate."⁴⁹

In the case of 1983 requirements, as currently defined, there is an uncertain degree of additional technological change required between the 1977 and 1983 "BPT" and "BAT"—virtually no difference at all in the case of publicly owned treatment works. Additional costs for industry for the 1983 requirements are estimated at \$30.56 billion—but \$14.09 billion of this is for metal finishing industries.

The general conclusion of the report is that the delays in Federal construction grant funds to the States for publicly owned treatment plants adversely impacted the timely achievement of the 1983 requirements and the interim (1977) goal. It stated:

The obligation of Federal construction grant funds has not progressed with either the facility or the efficiency the Congress intended. Now, three years after enactment of Public Law 92-500, only about 40 percent of the authorized \$18 billion of Federal funds has been obligated for construction of publicly owned wastewater treatment works, and only about \$1.4 billion of the appropriated amount has been actually expended.⁵⁰

The draft report of the Commission is only chapter I of a lengthy report which will be well over 1,000 pages and will present the findings of the investigations of the Commission in considerable detail. The official report of the Commission, and its recommendations, based in large part on these findings, will be submitted in early 1976.

⁴⁸ National Commission on Water Quality, Staff Draft Report, Issues and Findings, Washington, November 1975, p. I-9.

⁴⁹ *Ibid.*, pp. I-20-I-21.

⁵⁰ *Ibid.*, p. I-65.

*Proposed Changes in the Federal Water Pollution Control Act
Amendments (FWPCA) of 1972*

H.R. 9650 was introduced to amend key areas of the current water quality control program. It would extend several programs through 1977, including State water pollution programs, areawide waste management, clean lakes provisions, and general authorizations.

Section 4 would permit a property tax to be used to satisfy user charge requirements under the FWPCA. This was opposed by environmentalists as mitigating the incentive for industrial and commercial facilities to reduce waste volumes and develop new technology to reduce pollutant loads; however, other testimony favored the ad valorem tax due to exorbitant costs of installing meters and billing on a user basis.

Another section would increase funding of initial areawide waste management planning grants to 100 percent funding for the first two years and 75 percent funding after that. This was almost universally endorsed in the hearings.

A new delegation of certification responsibility to the States was pro-

posed in this bill. States would be responsible for certifying the adequacy of facilities plans, the consistency of the project with areawide planning, and the legal, institutional and managerial capabilities of local applicants. This was opposed by environmental groups, who suggested that the States lacked manpower and administrative and technical capabilities to assume greater responsibilities under the municipal construction grant program. However, State and local officials, industrial groups and EPA supported this change.

Compliance deadlines for municipal waste treatment facilities to meet secondary treatment requirements would be extended in this bill. They would be granted on a case-by-case basis but could not extend beyond July 1, 1982. This was objected to by environmentalists, but is in keeping with the findings of the National Commission on Water Quality, described above.

However, all of these provisions were merely under consideration, and no action was taken by the committee in 1975 to finalize them. These amendments, and perhaps other legislation based on the final report of the Commission are likely to be the subject of action in 1976.

LAND-USE PLANNING

The year 1975 was not a good year for advocates of national legislation that would provide States with Federal funding for land use programs. As in the previous three Congresses, legislation was introduced (S. 984 in the Senate; H.R. 3510 in the House) but not enacted. In both the 92nd and 93rd Congresses, the Senate passed a land use bill, and the House Interior Committee reported legislation, but no bill was enacted. In the first session of the 94th Congress, neither Interior Committee reported a bill. The House Interior Committee's decision in June, 1975, to table H.R. 3510 was a decisive defeat for the bill. No further action was taken on the land use measures, and prospects for further consideration of the bills looked bleak as 1975 came to a close.

The legislation would have provided States with Federal grants to develop and implement programs that would provide for greater State participation in planning and regulating certain critical land uses and areas.⁵¹ In return, Federal actions affecting land use in a State with an approved program would have to be consistent with the State land use program.

Although the requirements for State grants are similar in both the House and Senate bills, S. 984 would require States seeking grants five years after enactment to have an operating energy facility planning program as a part of their land use planning. The Senate bill envisions the establishment of an office of Land Resource Planning Assistance in the Department of the Interior to administer an \$880-million, eight-year, land resource planning grant program. The grants would be used to encourage the States to develop State land resource and energy facility planning programs within five years of enactment which include the establishment of a State land use planning agency, inventory and data collection programs, methods to induce public participation, and authority to implement the program. A State choosing to participate in the grant program would be required to develop a program to regulate land sales and development projects in predominantly rural areas and to (1) control development and guide land use in areas of critical State concern, (2) guide land use in areas impacted by key facilities, (3) control large-scale development, (4) influence location of new communities, and (5) promote continued use of food and fiber lands.

The energy facility planning provisions of S. 984 would require States participating in the grant program to develop coordinated review and approval processes at the State level for new energy facilities. The energy planning program is to be compatible with State land and water and coastal resource planning. The Federal Energy Administration, not the Interior Department, is given responsibility to review and approve the energy planning element of the State land resource program.

Similar in many respects to S. 984, H.R. 3510 requires participating States to develop land use programs which include a statement of policies defining the State's role in land use decisions and procedures for planning or regulating key facilities, large scale subdivisions, developments of regional impact and areas of critical State concern. The State program is also to include policies and procedures to promote continued use and productivity of prime food and fiber producing lands, and policies and procedures to encourage land use patterns designed to conserve energy. H.R. 3510 also requires Federal public land agencies to develop and maintain land use plans for areas under their jurisdiction.

Partially because of the publicity attending the proposed legislation, and partially because of growing suspicion of big government, an increasing amount of attention is being given to the role of the Federal Government in influencing land use. Well over 100 Federal

⁵¹ U.S. Congress, Senate, Committee on Interior and Insular Affairs, Subcommittee on the Environment and Land Resources, Land Resources Planning Assistance Act and the Energy Facilities Planning and Development Act, Hearings, 94th Congress, 1st session, May 2, 1975, Washington, U.S. Govt. Print. Off., 1975. U.S. Congress, House of Representatives, Committee on Interior and Insular Affairs, Subcommittee on Energy and the Environment, Land Use and Resource Conservation, Hearings, 94th Congress, 1st session, March 17, 18, 25, April 14, 1975, Washington, U.S. Govt. Print. Off., 1975.

programs directly influence the use of land—and scores of other programs may affect land use patterns.

Much of the physical infrastructure of the Nation is federally subsidized. Highways, mass transit systems, roads, sewers, water resources development projects, airports and the like—these have long been recognized as major land use determinants, but planning of such projects has not usually been directly tied to a land use regulatory process that could minimize adverse or conflicting impacts. Hence, in many areas, this federally subsidized infrastructure may have exacerbated urban sprawl, and caused a generally wasteful land use pattern.

In recent years, Congress and the Executive have made first steps towards more rational delivery of the infrastructure. The so-called "A-95" review process, named after an OMB circular designed to implement two laws passed in the 1960s, is intended to provide State and local agencies with an opportunity to review major federally supported projects before their approval, thus assuring their conformance to State plans and programs.

More recently, the 1972 amendments to the Federal Water Pollution Control Act and the 1974 Housing and Community Development Act set forth frameworks for dealing comprehensively with the land use effects of the infrastructure connected with water quality and housing, respectively. Section 208 of the Federal Water Pollution Control Act Amendments calls for the establishment of areawide planning agencies to plan for the land use affects of sewage treatment facilities constructed under the act. (The FWPCA, administered by EPA, is now the largest Federal public works program—involving \$16 billion.) The 1974 Housing Act amends Section 701 of the Housing Act of 1954 to require local planning developed under the act to include a land use element. The so-called 701 program has long been criticized as affecting little on-the-ground change—despite major expenditures over the last 20 years.

Funding of the two programs was a subject of controversy in the 94th Congress, with the Administration proposing significant cuts in each program. This will be a continuing issue in 1976.

The Senate, in 1975, passed a major land use-oriented amendment (S. 586) to the Coastal Zone Management Act of 1972 (P.L. 92-583), to provide greater emphasis on the impacts of energy development in the coastal zone, and to provide impact funds to State and local governments for adverse effects of energy facilities. The 1972 Coastal Zone Management Act is very similar in philosophy to the proposed land use bills. Coastal areas have long been prime sites for energy development. With accelerated leasing of OCS lands for oil and gas leasing, and plans to construct many new nuclear power plants in the coastal zone, energy development in the coastal zone has become a major issue. The Senate-passed bill is designed to assure that new energy development is consistent with State coastal zone management plans, and that States consider national needs in siting energy facilities.

With passage of the Flood Disaster Assistance Act by the 93rd Congress, the Nation's flood insurance program was significantly strengthened by requiring local governments to develop flood plain land use ordinances consistent with HUD guidelines. Penalty for non-compli-

ance is loss of Federal or federally regulated construction loans (including mortgage loans) in flood-prone areas. A major purpose of the program was to reduce annual Federal expenditures for bailing out communities that are flooded, by minimizing new development on flood plains or assuring that such new development as is placed on flood plains is flood resistant. As implementation of the program began in 1974 and 1975, most flood prone communities entered the program. In some instances, however, communities argued that the flood plain program was an infringement on local land use prerogatives. Legislation was introduced in the 94th Congress to make the program voluntary, but by the end of 1975 no bill was enacted.

The Clean Air Act of 1970 has been interpreted by the courts to require a major land use planning effort in order to prevent the significant deterioration of clean air areas and in order to control indirect sources of air pollution—shopping centers and other facilities which while non-polluting in themselves nevertheless attract such a large number of automobiles that a violation of a clean air standard may ensue. The 94th Congress is in the process considered major amendments to the 1970 act, including language pertaining to the land use implications of the act.

State Action on Land Use

A rather pessimistic evaluation of current State legislation regarding comprehensive land use planning offers five reasons for what is seen as a shift away from sweeping land use proposals:⁵²

The failure of Congress to pass federal land use legislation in 1974 and 1975 has put a damper on many state efforts to enact land use controls. Without federal aid and federal sanctions, many states are unwilling to allocate their resources to developing a land use program.

Land use planning on both the federal and state level has failed to produce measurable results in the past.

Many conservative political groups have singled out land use controls as an especially dangerous threat. Any restrictions on the use of private property is resisted.

The 'gravy days' for environmentalists are over . . . Although public support for a clean environment remains . . . there is increasing concern that environmental concerns be balanced with other interests.

Recession, inflation, and economic austerity have meant an emphasis on fewer new programs, and reduction, or at least no expansion of existing programs.

There is no doubt that these conditions do prevail, and that they affect the climate regarding land use regulations at both the Federal and the State level. However, the States did move on a variety of land use matters in 1975, and one State enacted comprehensive land use legislation.

The Wyoming State Land Use Planning Act⁵³ establishes a State land use commission with rulemaking authority, and requires the development of land use plans at the State and local level. Counties are required to develop countywide land use plans incorporating the land use plans of all incorporated cities and towns within the county within twelve months after the adoption of statewide land use plans. If the county does not submit such a plan, the State will develop an appro-

⁵² LUP Reports Survey: States Find Difficulty in Passing New Land Use Planning Legislation. Land Use Planning Reports, v. 4, February 16, 1976: 8.

⁵³ Wyoming, Enrolled Act No. 112, House of Representatives, Laws of 1975.

priate local land use plan utilizing goals established by local governmental units.

Florida, Idaho, Nebraska, and Virginia acted in 1975 to require all or specified local governments to prepare and adopt land use plans and regulations. The Florida Local Government Comprehensive Planning Act requires all municipalities and counties in Florida to prepare and adopt comprehensive plans by July 1979.⁵⁴ The plan must be economically feasible and proposals in the plan for the expenditure of public funds for capital improvements must carry fiscal proposals relating to such improvements. The act also provides that the unit of local government adopting the comprehensive plan must include a specific policy statement which indicates the relationship of present and proposed development within the boundaries of the unit of local government to the comprehensive plans of adjacent local governments and to the State comprehensive plan. Among other things, each plan must include a future land use element, a conservation element, a housing element, and a recreation and open space element.⁵⁵

The Idaho legislature also required all cities and counties in the State to develop and implement comprehensive plans according to State guidelines.⁵⁶ In Nebraska, the legislature required counties with large populations to prepare and enforce land use plans after July 1, 1977. Counties will also pick up the land use planning and regulatory powers of any small cities or villages that fail to enforce zoning and subdivision regulations.⁵⁷ Prior to 1975, all localities in Virginia which had a planning commission were required to adopt a land use plan. The Virginia General Assembly made this requirement statewide in 1975, by requiring all localities in the State to establish a planning commission.⁵⁸

The Montana legislature required local governments to classify land in certain broad categories,⁵⁹ such as residential, commercial and industrial. Once these classifications have been made, property owners must indicate how their land will be used. Property tax rates will be based on the classification, so that if the use varies from the classification the tax rates also will vary. To gain the best tax rate, property must be used according to the classification.

Hawaii's land use management system has been in existence since 1961, and was the first attempt at comprehensive State land use planning. The 1975 legislature modified the act to define more clearly and restrict the discretionary powers of the Land Use Commission.⁶⁰

The new law provides for a Land Use Guidance Policy, with which all land use classifications must be consistent. The entire State is classified into one of four categories: urban, rural, agricultural, and conservation. New urban district classifications will be granted only when it is necessary to accommodate urban growth.

Many States responded to specific land use problems in 1975, rather than taking a more comprehensive approach. New regulations were enacted for coastal, shoreline, or estuaries protection in Hawaii and Texas. Surface mining came under increased or new State controls in

⁵⁴ Florida, Chapter 75-257, Laws of 1975.

⁵⁵ Bartley, Ernest R. Local Government Comprehensive Planning Act of 1975. Florida Environmental and Urban Issues. v. III, September/October 1975: 13.

⁵⁶ Idaho, Chapter 188, Session Laws of 1975.

⁵⁷ Nebraska, LB410, Laws of 1975.

⁵⁸ Virginia, Chapter 641, Acts of Assembly 1975.

⁵⁹ Montana, Chapter 549, Session Laws of 1975.

⁶⁰ Hawaii, Act 193, Session Laws of 1975.

Alabama, California, Iowa, Maryland, North Dakota, South Dakota, Tennessee, Texas, and Wyoming. Natural areas were granted State protection in North Dakota, and agricultural areas of 500 acres or more in Illinois. Other actions ranged from power plant siting laws to scenic river protection.

Court Actions on Land Use

Challenges to State or local use regulations have often in recent years, involved the argument that the particular regulation overly restricts the use of land and thus constitutes a "taking" by the Government for which just compensation must be paid to the landowner. Particularly in the areas of flood plain zoning, coastal or wetlands use restrictions, the courts have generally held that such regulations are valid exercises of the police power in that they proscribe future activities harmful to the public and so do not require any compensation to the landowner.

In two recent decisions handed down by the highest courts in New Hampshire⁶¹ and Connecticut⁶² developers were denied permits to fill sections of privately owned marshlands. The developers alleged that the denial of the permits rendered their land economically useless and therefore constituted a taking of private property without just compensation. However, both State Supreme Courts held, in similar reasoning, that the financial effect of State regulations must be balanced against the health, safety and welfare of the community. The importance of wetlands as a valuable ecological resource in need of preservation and protection is such as to justify the denial of a fill permit even if it deprives the developers of economic profit from a particular use of the land. Rights in property are not absolute but are subject to reasonable governmental restraints and regulations. Since not every use of the land is prohibited—the landowner may still make any reasonable unrestricted use of the land consistent with the governmental regulations—there is no practical taking of property by the Government and so no compensation is due the landowner.

In another case⁶³ the California Supreme Court held that municipalities are not bound to compensate landowners for any diminution in market value of land due to a change in zoning. The Court cited well-settled law to the effect that a zoning ordinance which reduces the value of privately owned land does not constitute a taking for which just compensation is required. A change in a zoning classification is a possibility clearly foreseeable by the purchaser of property and is taken into consideration in market prices. As such, the municipal zoning body is not liable for compensation when a fall in market value occurs after a change in zoning classification.

On the Federal level, the U.S. District Court for the District of Maryland recently held that various sewer hook-up moratoria in effect in the river basins of two Maryland counties do not violate the Fifth and Fourteenth Amendments to the U.S. Constitution.⁶⁴ Several con-

⁶¹ *Sibson v. State*, No. 6904, Sup. Ct. N.H., March 31, 1975.

⁶² *Brecciaroli v. Connecticut Commissioner of Environmental Protection*, No. 7559, Conn. Sup. Ct., April 15, 1975.

⁶³ *HFH, Inc. v. Superior Court*, No. L.A. 30382, Cal. Sup. Ct., November 12, 1975.

⁶⁴ *Smoke Rise v. Washington Suburban Sanitary Commission*, 8 E.R.C. 1350 (D. Md. 1975).

struction firms applied for sewer hook-ups to service the planned construction of single-family residences. Their applications were denied by the Washington Suburban Sanitary Commission following a determination that the existing sewerage facilities were overburdened. The firms sought relief on the grounds that the moratoria orders deprived them of their property without just compensation and without due process.

Speaking for the court, Chief Judge Edward S. Northrop said that the sewer service moratoria orders were not an attempt on the part of the Commission to create a public benefit, but to prevent a public harm by preventing further overflows of raw sewerage into the rivers and streams of the State. Since there existed a rational basis for the imposition of the moratoria orders, particularly in view of the inter-jurisdictional complexities of the sewer service problem, there was no "taking" of private property requiring just compensation.

Additionally, the court rejected the argument of the construction firms that health department regulations which prohibited certain private septic systems violated the Fifth and Fourteenth Amendments. The court said that such regulations were "designed as a tool to guide growth to the end that neither environmental quality nor economic efficiency would be compromised as water and sewer services expanded throughout the county."⁶⁵ The regulations thus constituted a proper exercise of the State's police power to comprehensively plan for orderly growth.

NATIONAL ENVIRONMENTAL POLICY ACT

The National Environmental Policy Act of 1969 (NEPA, P.L. 91-190) provides for a general policy of environmental protection and enhancement, and also has an action provision that all major Federal actions which significantly affect the environment must be evaluated in an environmental impact statement which lists the benefits and the adverse environmental impacts—and identifies alternative courses of action. The statement is to be prepared by the responsible Federal agency.

Since its enactment, NEPA has been the focus of controversies over whether impact statements should be prepared on numerous individual programs and projects and over whether specific statements adequately carry out the intent of the law.

1975 Amendments

In 1975, NEPA was the subject of continuing attention. Public Law 94-83 amended NEPA to clarify procedures applying to preparation of the impact statements on the State level.⁶⁶ The amendment per-

⁶⁵ *Ibid.* at 1366.

⁶⁶ U.S. Congress. House. Committee on Merchant Marine and Fisheries. *State Participation in Environmental Analyses; Report Together with Minority Views to Accompany H.R. 3130.* Washington, U.S. Govt. Print. Off., 1975. (94th Congress, 1st session. House. Report No. 94-144) 11 pp.

U.S. Congress. Senate. Committee on Interior and Insular Affairs. *Amending the National Environmental Policy Act to Clarify the Federal and State Roles in the Preparation of Environmental Analyses on Certain Federal Programs; Report to Accompany H.R. 3130.* Washington. U.S. Govt. Print. Off., 1975 (94th Congress, 1st session. Senate. Report No. 94-152) 23 p.

mitted States and State agencies to prepare the impact statements for their participation under Federal grant programs, if they have the required capability. Without this clarification, the responsibility for the impact statement remains with the responsible Federal official. The amendment states:

A statement prepared after January 1, 1970, shall not be deemed legally insufficient solely by reason of having been prepared by a State agency or official if the responsible Federal official furnishes guidance and participates in such preparation and independently evaluates such statement prior to its approval and adoption. This procedure shall not relieve the Federal official of his responsibilities for the scope, objectivity, and content of the statement, nor of any other responsibilities under this Act.

The issue of interstate impacts and impacts on Federal lands by state actions was also dealt with in the amendment. After January 1, 1976, the act requires that in instances where a proposed action may have significant impacts on another State or on Federal lands, the responsible Federal official must notify and solicit the views of those affected States or managers of Federal lands and where there is any disagreement on impacts, the Federal official must prepare a written assessment of the impacts and opposing views for incorporation into the environmental impact statement on the action.

This clarification is related to a precedent established with respect to NEPA responsibility in the Housing and Community Development Act of 1974 (P.L. 93-383), in which the responsibility for preparing the environmental assessment and resulting impact statement on community development block grants was delegated to the applicants. This was questioned at the time the law was enacted as possibly counter to the intent of NEPA, which required the Federal official to prepare impact statements; however, the nature of the block grant program, in which designation of specific projects would often follow approval of grants, was cited as the rationale for this change in procedure. The amendment of 1975 clarifies the legitimacy of preparation of statements in such procedures as long as they are done under guidance of Federal officials.

NEPA and the Department of Housing and Urban Development

On January 7, 1975, the Department of housing and Urban Development issued the regulations for "Environmental Review Procedures for Community Development Block Grant Program."⁶⁷ The regulations stated that all applicants for assistance under Title I (Community Development Block Grants) shall be required to assume responsibility for carrying out "all provisions of NEPA relating to particular projects for which the release of funds is sought. In assuming such responsibility, the applicant's chief executive officer shall carry out the responsibilities of the 'responsible Federal official' as that term is used in NEPA. . . ." Applicants eligible to receive HUD 701 Comprehensive Planning Assistance grants, the regulations provided, may request 701 funds for the development of environmental review systems as part of their comprehensive planning activities.

During 1975, HUD initiated a review of the impacts on communities of the new requirement that they prepare the impact statements related to community development block grants. The 1974

⁶⁷ 40 Federal Register 1392, January 7, 1975.

law had not said that the Secretary must delegate this authority, only that it may be delegated. However, the HUD regulations make environmental impact procedures very nearly an integral part of the application process. Thus applicants must certify before release of funds that they have fulfilled the requirements of environmental assessment and/or impact statements under the regulations (which permit environmental clearance in cases where a full statement is not required for valid reasons, such as if the project or program would not have a 'significant' effect on the environment). Whether or not the local and State governments have capability for adequate environmental assessments was a question associated with the instigation of the new process; it is the capability and related costs and burdens on the communities that HUD prepared to assess during 1975, with the expectation that a report on such community impacts would be available in 1976.

Meanwhile, a General Accounting Office report was issued in 1975, which criticized the Department of Housing and Urban Development for its ineffective efforts in environmental assessment.⁶⁸ Its conclusions were summarized as follows:

In the five years since passage of the National Environmental Policy Act, the Department of Housing and Urban Development has not developed and put into effect an adequate program for assessing the environmental impacts of projects proposed for its approval.

GAO believes that the Department's compliance with the act will be limited until top management places a higher priority on meeting the law's requirements. One way would be to elevate the responsibility for implementing the act's provisions to a higher and more independent level within the Department's organization.

The report recommended that the HUD Secretary should elevate the environmental function to the highest practical independent organizational level, emphasize to management the need to give higher priority to complying with NEPA requirements, require clearance personnel to make more effective use of the environmental expertise available in other Federal, State, or local agencies, and set up a specially designed training program periodically to instruct personnel in performing more adequate clearances.

With specific reference to the delegation of NEPA responsibilities under the Community Development Block Grant Program, the report suggested to Congress:

Under regulations for implementing the Housing and Community Development Act of 1974, the Department has made localities responsible for assessing the environmental impacts of projects to be funded with community development block grants. Its offices, however, retain responsibility for the function for housing assistance or insurance projects, which accounted for most actions before passage of the 1974 act.

Considering the Department's lack of priority and emphasis on assessing the environmental impacts of projects which it approves, the Congress may wish to question during future hearings how effectively localities are carrying out their responsibilities for the environmental review of proposed projects.⁶⁹

Court Actions on NEPA

Where the Federal Government undertakes comprehensive, regional planning such as in developing the Northern Great Plains coal re-

⁶⁸ U.S. General Accounting Office. *Environmental Assessment Efforts for Proposed Projects have Been Ineffective.* (Report No. B-170186.) Washington, U.S. Govt. Print. Off., 1975. 49 pp.

⁶⁹ *Ibid.*, p. 11.

serves, such planning constitutes major Federal action subject to the National Environmental Policy Act (NEPA), whether or not the Federal agencies recognize they are engaging in comprehensive planning. This ruling was contained in an opinion by Judge J. Skelly Wright of the U.S. Court of Appeals for the District of Columbia.⁷⁰

Several environmental groups brought suit against the Interior Department, Agricultural Department and the U.S. Army alleging that the combined actions of the agencies in authorizing development of coal resources in the Northern Great Plains region required the preparation of a comprehensive, regional impact. The plaintiffs asserted that a comprehensive impact statement must be prepared whenever a group of individual Federal projects are related geographically, environmentally, or programmatically.

The appeals court agreed with the plaintiffs and held that "when the federal government, through exercise of its power to approve leases, mining plans, right-of-way, and option contracts, attempts to 'control development' of a definite region, it is engaged in a regional program constituting major Federal action within the meaning of NEPA, whether it labels its attempts to 'plan', a 'program', or nothing at all."⁷¹

The court did note the practical difficulties inherent in imposing a broad, affirmative requirement of comprehensive planning on the Government: "An infinite number of geographic, environmental, or programmatic inter-relationships might be found among the various individual federal projects underway throughout the country. . . . Use of NEPA to force a comprehensive plan on an unwilling agency as a means to force that agency to undertake a comprehensive impact statement might intrude on agency discretion, while overly involving the courts in the day-to-day business of running the Government."⁷² However, the court added "we are not willing to hold that the less comprehensive planning an agency chooses to do the less NEPA requires it to do."⁷³

Although the court did hold that the proposed regional development of the coal resources in the Northern Great Plains constituted a major Federal action, it stopped short of ordering preparation of a comprehensive, regional environmental impact statement. The court noted that the impact statement would not be required unless the proposed action is found to have "progressed beyond the 'dream' stage into some tangible form so that the time for an impact statement is ripe."⁷⁴ The court thus remanded the case back to the district court for such a determination.

The U.S. Court of Appeals for the Fourth Circuit affirmed a lower court decision which held that the National Environmental Policy Act (NEPA) does not apply to a project built with Federal revenue sharing funds.⁷⁵ The question arose in the context of the construction of a new city hall and judicial building in Durham, North Carolina. The local communities were aided in financing the project

⁷⁰ *Sierra Club v. Morton*, 514 F. 2d 856 (D.C. Cir. 1975). Petition for certiorari to the United States Supreme Court was filed in this case on August 8, 1975.

⁷¹ 514 F. 2d at 878.

⁷² *Id.* at 874-5.

⁷³ *Id.* at 875.

⁷⁴ *Id.* at 879.

⁷⁵ *Carolina v. Simon*, 8 E.R.C. 1399 (4th Cir. 1975).

through the use of Federal revenue sharing funds. The court held that this Federal participation did not render the project a "major federal action significantly affecting the quality of the human environment" so as to require preparation of an impact statement under NEPA.

SOLID WASTE MANAGEMENT

In its first session, the 94th Congress again was faced with the issue of solid waste management, which was left unsettled without new legislation in 1974 at the end of the 93rd Congress. However, by the end of 1975 the proposals of the House and Senate Commerce Committees were still pending, and neither committee had reported bills. Extensive hearings were held in the House Committee in April⁷⁶ and by the end of the year it seemed possible to identify certain elements that were likely to emerge in the legislation which would be marked up early in 1976.

Two new elements were favored for inclusion in the Federal solid Waste law: the management of hazardous wastes under Federal guidelines, closely monitored and implemented by the States; and a national ban on open dumping, which is seen as a major incentive toward development and use of recycling technologies.

Other important aspects of the issue which were earmarked for probable inclusion in the final bill were stronger assistance programs for State planning of solid waste management; continued research and development of resource recovery through recycling or through the use of solid waste for energy production (the latter receiving considerable interest in view of the on-going effort to utilize new energy resources); and continued assistance to communities in evaluating alternative resource recovery systems and possible technology transfer for use of better techniques and processes.

The question of banning non-returnable containers was widely discussed in the hearings. Officials from States which do have beverage container ban laws—Oregon, South Dakota and Vermont—favored the ban on non-returnable containers. However, the measure was opposed by the spokesman for the National Solid Waste Management Association, Eugene J. Wingerter, who indicated that the primary Federal role should be technical assistance and technology demonstration, regulation of hazardous wastes, and financial assistance for State and local programs. By the year's end it seemed most likely that the ban on non-returnable beverage containers would not be included in measures reported to the Congress.

A significant action designed to improve the economic viability of recycling of materials was the adoption of legislation to eliminate rail freight discrimination against recycleable commodities. The existence of freight rates which make cost higher for transport of recycled materials than for raw materials has long been a significant impediment to resource recovery programs. The Rail Revitalization and Regulatory Reform Act of 1975 (in conference at the end of 1975) includes among its provisions important changes in freight rate

⁷⁶ U.S. Congress, House of Representatives, Committee on Interstate and Foreign Commerce, Subcommittee on Transportation and Commerce, Waste Control Act of 1975, Hearings, 94th Congress, 1st session, April 8, 9, 10, 11, 14, 15, 16, and 17, 1975. Washington, U.S. Govt. Print. Off., 1975.

schedules for recyclable materials, an important step in progress toward increased recycling.

However, action on broad revisions in the solid waste legislation will await the second session of the 94th Congress. In the Senate a one-year extension of the Solid Waste Disposal Act of 1970 (S. 2709) passed near the end of the first session; the House is expected to pass the one-year extension, since the current legislation would otherwise expire June 30, 1976.

CONTINUING ISSUES IN ENVIRONMENTAL IMPROVEMENT

As the summaries above indicate, most of the issues in air quality, water quality, strip mining controls, solid waste, and energy policy will be subject to continuing debate in the second session of the 94th Congress, with action in all of these areas likely. Land use planning assistance will be the subject of continuing concern, but the future of legislative efforts to obtain a Federal program is uncertain at present; this issue may not be taken up again in 1976.

Other issues of concern to the environment which were not active in 1975 may be the focus of interest in 1976; one such area is noise control. The Noise Control Act of 1972 expired on June 30, 1975, but the program was continued through the end of the year on a continuing resolution. An extension of the act, H.R. 5272, was passed by the House on July 29, 1975, and by the Senate December 1st. By the end of the year, conferees had not been appointed. No substantive alterations in existing law were made in this legislation; however, it is entirely possible that if the issue is taken up in 1976, greater attention will be given to revisions of the law.

A continuing, unabating interest in energy issues is certain to occupy a certain role for Congress in 1976. Among the many issues due for consideration is extension of the Federal Energy Administration, the agency created in 1974 to deal with the energy crisis, and which is due to expire June 30, 1976. The Energy Policy and Conservation Act signed in December, 1975, assigned substantial new duties to the FEA without actually extending the agency; it is likely that an extensive examination of the agency's functions will be carried out by Congress before extending it.

CHAPTER VI. IMPROVING GOVERNMENT CAPABILITY

INTRODUCTION

Two goals of the National Growth Policy spelled out by the Congress in the Housing and Urban Development Act of 1970 (Public Law 91-609) relate to the capacity of governments to manage growth:

Strengthen the capacity of general governmental institutions to contribute to balanced urban growth and stabilization; and

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.

An assessment of activities in 1975 that related to these goals indicate that the Nation is still a long way from achieving the capacity—at any level of government—to deal with the inter-related issues that influence growth or that are influenced by growth or lack of growth. At best, one can say that there is a new awareness of these interrelationships, and a new urgency for a comprehensive approach to the intertwining growth ramifications of the recent crises involving energy, economics, and the environment.

The complexities involved in developing the institutional capacity to deal with growth related issues were reflected in the Congress in 1975, during reviews of existing national policies regarding growth, forest and rangeland resources, and environmental protection. New national policies and policy mechanisms dealing with energy, land use, economic planning, science and technology, oceans, food, and materials were hotly debated, but not finally resolved.

Both houses of Congress were engaged in improving their ability to deal with the complexities of modern life. The Senate established a Commission on the Operation of the Senate, and the House began implementing the Committee Reform Amendments of 1974. Both houses began to implement the provisions of the Congressional Budget and Impoundment Control Act of 1974, which was designed to give the Congress a tool for setting national priorities through the budget process.

In the Executive Branch, the Domestic Council was the focus of attention as a potential mechanism for developing coherent national policies, including a growth policy. Management by objectives continued to be used in varying degrees by the agencies, as a means of setting agency-wide goals and monitoring progress toward achieving these goals. The utility of the inflation impact statements required in 1974 by Executive Order 11821 was being questioned both by industrial spokesmen and by State and local officials who had hoped the statements would provide them with a means of evaluating the economic impact of various Federal actions on their own economies and finances.

The increased intensity of the impacts of Federal policies regarding energy, the economy, and environmental protection on State

and local fiscal and physical growth led to an increased intensity, in 1975, of demands on the part of State and local officials for a greater voice in the decisionmaking process. State and local officials demanded, and to some extent received, the opportunity to be heard as decisions are being formulated, rather than after the decisions are made. The Office of Management and Budget plans to respond to this demand by supplementing existing formal intergovernmental consultation procedures with less formal procedures for participation of these officials in preliminary discussions as new Federal regulations are drafted.

General revenue sharing was the subject of a number of hearings, but action on renewal of the programs was still pending at the end of the session. No major grant consolidations were proposed or enacted. Revenue sharing and grant consolidation are both seen as methods to simplify the fragmented Federal aid system, thereby improving its manageability.

The implementation of the Joint Funding Simplification Act moved at a slow pace, and by the end of the year final regulations had not yet been released. One factor in the delay may have been the uncertainty surrounding the continuation of the Office of Federal Management Policy in the General Services Administration. Congress, through the appropriations process, questioned the utility of the Office; at the end of the year, in response to Congressional directives, the functions of the OFMP survived, but were moved to the Office of Management and Budget. The Federal Regional Councils, which were designed as a coordinative mechanism for Federal grant-in-aid administration, were given new Presidential support and were directed to place greater emphasis on their intergovernmental relations mission.

State and local governments have an important role to play in planning and managing growth. Two of the major Federal instruments for enhancing the capacity of these governments to fulfill this role—701 planning grants and the Intergovernmental Personnel Act—appeared to be in some trouble in 1975. Some members of Congress questioned the utility of the 701 program, and the funding of the program was cut. An amendment to the Intergovernmental Personnel Act, which would have extended the 75-25 match, rather than decreasing it to 50-50, was defeated in the House; action was pending in the Senate at the end of the year.

IMPROVING FEDERAL POLICYMAKING MACHINERY

The goal of Improving Federal policymaking machinery is to achieve a means by which all of the interrelated decisions and activities relating to growth can be meshed into a coherent framework. The tasks involved are spelled out in the Study Committee on Policy Management Assistance's working definition of their term "policy management:"¹

The public management capabilities of elected officials to perform on an integrated cross-cutting basis, the needs assessment, goal setting, and evaluation functions; to establish priorities and to mobilize and allocate resources; and to initiate and guide the planing, development and implementation of policies strategies, and programs that are related to sustaining or improving the physical, socio-economic or political conditions that have a bearing on the quality of life in a community.

¹ Waldo, Dwight. Policy Management Assistance—A Developing Dialogue. Public Administration Review, v. 35, Special Issue, December 1975; 694 pp.

This goal was not achieved at the Federal level in 1975, but various activities were underway which might eventually lead to improved policymaking mechanisms.

Toward a National Policy

The first session of the 94th Congress produced numerous bills and many hours of debate which centered around past and present efforts to spell out national policies and to create policy-making mechanisms in several areas, most of which were related to the issue of national growth. None of these issues were finally resolved, but the debates helped to focus the attention of the country on the philosophical, political, organizational, and economic aspects of national policies in growth-related areas.

National Growth Policy

The status of national growth policy in the United States received direct attention in September 1975, when the House Subcommittee on Housing and Community Development held oversight hearings on the President's second biennial report on national growth, a report required by Title VII of the Housing and Urban Development Act of 1970.² While Title VII does not charge the President with the formulation of a single, comprehensive, master plan for national growth and development, it does charge the President with reporting on important trends and developments in national growth and with taking the lead in making recommendations toward the development of policy that would provide a framework for the development of growth policies at other levels within the Federal system. Both the policy recommendations and the information and analyses presented in the President's report were seen as potential guidelines and benchmarks against which State and local governments could formulate their own growth policies and programs.

Witnesses at the oversight hearings were almost unanimously supportive of the notion of a national growth policy, saying that such a policy is required to achieve a coherence in developing a variety of policies in individual functional areas that affect the growth and development of communities and that impinge directly on the quality of American life. There was also general agreement that the 1974 growth report was an improvement over the report submitted in 1972, but there was a consensus that the report had failed to come to grips with important growth issues and that it had little if any utility as a policy tool for either the Executive Branch or the Congress. Witnesses criticized the report for its failure:

² U.S. Congress. House. Committee on Banking, Currency, and Housing. Subcommittee on Housing and Community Development. National Growth and Development. Hearings, 94th Congress, 1st session on The President's Second Biennial Report on National Growth and Development Submitted December 1974 in Accordance with Section 703(a) of the Housing and Urban Development Act of 1970. September 4, 5, and 8, 1975. Washington, U.S. Govt. Print. Off., 1975. 673 p. U.S. Congress. House. Committee on Banking, Currency and Housing. Subcommittee on Housing. Staff Summary Report on the Oversight Hearings on the President's 1974 Report on National Growth and Development. (Committee Print) Washington, U.S. Govt. Print. Off., 1976. 29 p. The third biennial growth report was submitted by the President in February 1976. A critique of this report will be found herein at Appendix E.

- To discuss the implications of the data it presented ;
- To make substantive policy recommendations or even discuss policy options or alternatives ;
- To draw conclusions about how new population trends should be managed ;
- To address satisfactorily quality of life issues in both rural and urban areas of the country ;
- To present the policy implications of increased rates of household formation and urban density ;
- To advance either answers or substantive recommendations to questions it posed ;
- To come to grips with the difficult intergovernmental issues related to growth policy, to involve State, regional, and local government officials in the preparation of the report ; and
- To address fully the issues of critical importance for regional development—issues such as the development of Western energy resources.

Witnesses before the Subcommittee made five types of recommendations: (1) recommendations dealing with the process through which this report is prepared; (2) recommendations dealing with the substance of the report; (3) recommendations on the relationship of the report to other Federal policy documents; (4) recommendations for formulating national growth policy; and (5) recommendations on the implementation of national growth policy.

In 1974, the Congress enacted Public Law 93-426, which provided for the establishment of a National Commission on Supplies and Shortages and an Advisory Committee on National Growth Policy Processes. The Committee was instructed by the Congress "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 of 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." By late 1975, the organization of this Advisory Committee was almost completed.³

National Forest and Rangeland Policy

The Forest and Rangeland Renewable Resources Planning Act of 1974 (P.L. 93-378) established a new policy making process for the management of the Nation's forest and rangeland. The legislation called for a comprehensive assessment of forest and rangeland renewable resources, which would analyse the present situation and would provide options for the future. In September 1975, the U.S. Forest Service released a draft summary and assessment of renewable resources, as required by the Act. The Forest Service outlined eight alternative approaches for the development of a Renewable Resources Program:⁴

- (1) Limit the use of resources, a "go slow" approach which calls for selective strengthening of land management standards.
- (2) Maintain current trends and standards, with "moderate" allocation of lands as wilderness areas, and with land and water programs aimed at complying with State and local air and water quality standards.

³ The Advisory Committee, chaired by Arnold A. Saltzman (Chairman of the Board, Seagrave Corporation) was appointed on January 28, 1976. For a list of the Committee membership and a work plan of the Committee, see: Mansfield, Mike. The Advisory Committee to the National Commission on Supplies and Shortages. Remarks in the Senate. Congressional Record, [daily ed.], v. 121, January 29, 1976: S782-783; Humphrey, Hubert H. Advisory Committee on National Growth Policy Processes. Remarks in the Senate. Congressional Record [daily ed.], v. 121, February 19, 1976: S1998-2001.

⁴ Forest Service Offers Alternative Approaches for Resource Development. Land Use Planning Reports, v. 3, September 8, 1975: 5-6.

(3) Continue current trends, but with greater emphasis on recreation and amenities on Forest Service lands. This should provide greater environmental protection in the long run.

(4) Full production on Forest Service timber lands, using highly productive sites first. According to the Forest Service, this approach would provide "a high degree of economic and community stability," with only slightly adverse environmental effects.

(5) Initiate a "high timber and wilderness" program that would increase both timber production and wilderness classifications. The Forest Service estimates that this should decrease opportunities for dispersed recreation, with only slight benefit for wilderness resources in the long run.

(6) Accelerate investment to provide intensive management of all forest and rangelands, allocate a large amount of Forest Service lands to wilderness and de-emphasize developed recreation on those lands. The Forest Service believes that this would lead to some adverse environmental effects, but that the effects would be short-term.

(7) Help hold relative prices to a reasonable increase by assuring a sufficient supply of developed recreation, timber, and range production from all forest and rangeland. The Forest Service estimates that this would cause greater adverse environmental impacts than the accelerated investment strategy.

(8) Help hold relative prices constant by assuring a sufficient supply of developed recreation, timber, and range production from all forest and rangeland. This strategy would yield the most timber and forage from the National Forest System, and would create the greatest income for the Forest Service and counties, according to the Forest Service.

In a decision which may have a far reaching effect on the U.S. Forest Service's management of our nation's timber resources, the Fourth Circuit Court of Appeals has upheld a lower court ruling barring the cutting of trees other than those which are large, physiologically mature or dead, and individually marked, in the Monongahela National Forest of West Virginia.⁵ The court based its holding on the statutory language and legislative history of the Organic Act of 1897.⁶ The Forest Service argued that the Act should be construed liberally, rather than literally, since a literal reading would frustrate the science of silviculture and forest management. The court responded that "[e]conomic exigencies . . . do not grant the court a license to rewrite a statute no matter how desirable the purpose or result may be."⁷

The Forest Service also argued that its long-standing administrative interpretation of the Organic Act, including the use of "clear-cutting"⁸ as a management policy in national forests, was entitled to considerable weight. However, the court noted that:⁹

A line must be drawn between according administrative interpretations deference and the proposition that administrative agencies are entitled to violate the law if they do it often enough.

The court acknowledged that the provisions of the Organic Act, enacted over seventy-five years ago, may be anachronistic and no longer in the public interest, but it held that "the appropriate forum to resolve this complex and controversial issue is not the courts but the Congress."¹⁰

National Environmental Policy

The requirement for a biennial national growth report, the establishment of the Advisory Committee on National Growth Policy Processes,

⁵ *West Virginia Division of the Izaak Walton League v. Butz*, 8 E.R.C. 1076 (4th Cir. 1975); accord, *Zieski v. Butz*, 6 E.L.R. 20129 (9th Cir. 1975).

⁶ 16 U.S.C. §§ 473-482, 551.

⁷ 8 E.R.C. at 1083.

⁸ Clearcutting is the felling of all trees within a designated area regardless of size, age, or health of the trees.

⁹ *Id.* at 1081.

¹⁰ *Id.* at 1083.

and the Forest and Rangeland Renewable Resources Planning Act were all attempts by the Congress to develop better methods for growth-related policy making. They did not in themselves establish policies. However, one law enacted in recent years did establish a national policy with regard to the environment, and provided for a process through which the policy would be implemented. The National Environmental Policy Act of 1969, which was amended for the first time in 1975, required wholly new environmental procedures of all Federal agencies.¹¹ The Council on Environmental Quality, in an assessment of the impact of this legislation, concluded that:

NEPA has required all federal agencies to introduce sound environmental skills and analysis into their planning and decisionmaking, to broaden their consideration of alternatives, to plan with other agencies, and to inform and involve the public at every step of the way. Most of these requirements were long perceived as desirable government objectives, but they were not effected until NEPA became law.¹²

The Council suggested that NEPA's future operations could be improved by earlier identification of and communication with affected decisionmakers and interest groups, improvements in the analysis of "secondary impacts" on the "human environment," and a systematic review of past forecasting attempts in order to improve future forecasting and decisionmaking.

National Economic Policy Planning

The economic, environmental, and energy crises which have developed in recent years indicated the need for new national policies and procedures in a number of areas. One proposal, which sparked interest and comment in the national media as well as from industrial spokesmen, economists, and public officials, called for new policies and procedures in national economic planning. This legislation, The Balanced Growth and Economic Act of 1975 (S. 1795), was introduced in May by Senators Humphrey and Javits along with seven other Senators.¹³

If enacted, this bill would establish procedures within Congress and the Executive Branch to formulate long-term national economic goals and to recommend policies that will match goals and resources. The new procedures would result in a national economic plan that will be developed with full participation by the Executive Branch, the Congress, State and local officials, and private citizens. The plan will establish long-term economic objectives, paying particular attention to the attainment of the goals of full employment, price stability, balanced economic growth, an equitable distribution of income, efficient utilization of private and public resources, balanced regional and urban development, stable international relations, and meeting essential national needs in various sectors of the economy. No action was taken on the bill in 1975, but it served as the focus for a national debate on

¹¹ For details on the 1975 amendments and other issues related to NEPA, see Chapter 5.

¹² U.S. Council on Environmental Quality. *Environmental Quality; Sixth Annual Report*. Washington, U.S. Govt. Print. Off., 1975, p. 626.

¹³ Humphrey, Hubert H. *The Balanced Growth and Economic Planning Act of 1975*. Remarks in the Senate. *Congressional Record* [daily ed.], v. 121, May 21, 1975: S8831-S8838.

the issues.¹⁴ The Joint Economic Committee held hearings on the subject of national economic planning in June and November.¹⁵

In the House, the Subcommittee on Fisheries and Wildlife Conservation and the Environment of the Merchant Marine and Fisheries Committee, and the Subcommittee on Environment and the Atmosphere of the Science and Technology Committee also expressed an active interest in long-range planning mechanisms. At the request of these subcommittees, the General Accounting Office and the Congressional Research Service have undertaken a major study on the structures and mechanisms by which long-range planning and analysis can be done. The long-range planning activities of five key Federal agencies and several private institutions will be examined and evaluated. In addition, the study will compare and analyze selected models of structures, processes, and mechanisms for long-range policy planning in Government and will evaluate selected forecasting methodologies used to identify futures issues.

National Science and Technology Policy

The Congress also considered the need for a national science and technology policy and the need for creating a mechanism to see that scientific and technological considerations are taken into account in policy formulation at the Presidential level. On November 6, 1975, the House enacted H.R. 10230, the National Science and Technology Policy and Organization Act of 1975. The findings of the Congress, as articulated in this bill, include the following:

That the many large and complex scientific factors which increasingly influence the course of national and international events require appropriate provision involving long-range, inclusive planning as well as a more immediate program development, to incorporate scientific and technological knowledge in the national decisionmaking process.

That science and technology should contribute to national goals, including, but not limited to: increasing the efficient use of essential materials and products, and generally contributing to economic opportunity, stability, and appropriate growth; assuring adequacy of food and energy for the Nation's needs; improving the Nation's health and medical care; and preserving, fostering, and restoring a healthful and esthetic natural environment, and developing improved housing and urban and rural systems.

The bill defines a national policy for science and technology, which includes the following growth-related principle: "The enlistment of science and technology to foster a healthy economy in which the directions of growth and innovation are compatible with the prudent and frugal use of resources and with the preservation of a benign environment." The bill also lists measures to be taken to implement a national science and technology policy and specific procedures which, if followed, would expedite and facilitate such implementation.

¹⁴ See, e.g., Tugwell, Rexford G. The Humphrey-Javits Planning Bill; A Critique. Center Report, December 1975: 3-6; Heilbroner, Robert L. The American Plan. New York Times Magazine, January 25, 1976: 9ff; Humphrey, Hubert H. Planning Economic Policy. Challenge, v. 18, Mar.-Apr. 1975: 21-27; American Enterprise Institute for Public Policy Research. The Economic Planning Proposal. Washington, 1975. 25 pp.

¹⁵ U.S. Congress. Joint Economic Committee. National Economic Planning, Balanced Growth, and Full Employment. Hearings, 94th Congress, 1st session, June 11 and 12, 1975; November 13 and 14, 1975. 2 vol. (To be published)

The impetus for this legislation was the abolishment of the Office of Science and Technology in 1973. Since that time, the Congress had sought the best design for a mechanism to replace this entity. Hearings were held in both Houses on this matter and on the broader question of a national policy for sciences and technology.¹⁶ The legislation enacted by the House, in addition to defining a national science and technology policy, also establishes an Office of Science and Technology Policy in the Executive Office of the President and a Federal Science and Technology Survey Committee to study the Federal science and technology effort, including missions, goals, personnel, funding, organization, and facilitates. This legislation, along with other versions of the bill, was pending in the Senate at the end of the year.

National Oceans Policy

For the past 15 years, the Congress has made various efforts to focus national attention upon the importance of the oceans as a source of food, minerals, commerce, and recreation. In 1975, the issue of the proper use of the oceans became especially important as a result of the potential development of oil resources on the Outer Continental Shelf.¹⁷ The oceans are of enormous present and potential benefit to all citizens of the United States because of their extensive supply of living and nonliving resources, their utilization as a pathway for maritime commerce, and their continuing impact upon national security, balanced growth, technology, scientific understanding, and the quality of world environment. The depletable resources of the ocean necessarily will be utilized increasingly in future years as a principal source of protein, raw materials, and energy. The coastal margin of the United States, as one of the Nation's prime resources, is under ever-expanding pressure, because of its desirability for siting of commerce, industry, and habitation, and especially because of the pressures for the development of off-shore oil.

In 1974, through S. Res. 222, the Senate authorized the Committee of Commerce to make an investigation of national ocean policy for the purpose of:

- (1) determining national capabilities in the oceans;
- (2) determining the adequacy of current Federal programs relating to the oceans and recommending improvements;
- (3) establishing policies to achieve the goal of full utilization and conservation of living resources for the oceans;
- (4) assessing the needs for new policies for the development and utilization of the nonliving resources of the oceans;
- (5) encouraging implementation of coastal zone management;
- (6) establishing a comprehensive national policy for understanding and protecting the global ocean environment through education, exploration, research, and international cooperation; and
- (7) making an assessment of proposals for national and international jurisdiction over the oceans.

¹⁶ U.S. Congress. House. Committee on Science and Astronautics. Federal Policy, Plans, and Organization for Science and Technology. Hearings, 93rd Congress, 1st session, July 17, 19, 23, 24, 1973. Washington, U.S. Govt. Print. Off., 1973. 180 pp. Federal Policy, Plans, and Organization for Science and Technology, Part II. Hearings, 93rd Congress, 2d session, June 20, 25-27, July 9-11, 18, 1974. Washington, U.S. Govt. Print. Off., 1974. 826 pp. U.S. Congress. House. Committee on Science and Technology. The National Science Policy and Organization Act of 1975. Hearings, 94th Cong., 1st sess. on H.R. 4461 and H.R. 7830. June 10, 11, 17, 19, 23, 1975. Washington, U.S. Govt. Print. Off., 1975. 1041 p. U.S. Congress. Senate. Committee on Labor and Public Welfare. Committee on Commerce, and Committee on Aeronautical and Space Sciences. National Policy and Priorities for Science and Technology. Joint Hearings, 94th Congress, 1st session, on S. 32, S. 1987, and related bills. Oct. 28, Nov. 4, 12, 1975. (To be published)

¹⁷ The Outer Continental Shelf issue is discussed in detail in Chapter 5.

During 1975, the National Ocean Policy Study Group issued several reports on various aspects of the oceans, including the development of oil and gas on the Outer Continental Shelf.¹⁸

National Food Policy

The production, consumption, and distribution of food becomes entangled in growth-related issues in a number of ways. For example, in some areas of the country there is a major conflict between preservation of agricultural land for food production purposes and developing the land to provide housing. Modern food production is energy-intensive rather than labor-intensive. This was one factor in the great rural area migration that took place over the past twenty years. In some areas, there may be competition for water rights between the producers of energy and the producers of food. Finally, the attainment of a higher quality of life, which is one of the goals of a national growth policy, includes access to an adequate diet.

Food and nutrition policies were the focus of activity at both the Federal and State levels in 1975. A national nutrition policy has been the subject of two recent Federally sponsored conferences. The 1969 White House Conference on Food, Nutrition, and Health, and the 1974 National Nutrition Policy Study Hearings of the Senate Select Committee on Nutrition and Human Needs have brought together representatives of government, industry, academia, and the public for the purpose of formulating recommendations on such a policy. The policy has not yet been proposed, but major background considerations for the formation of this policy have been enunciated:

- (1) What is the nutritional status of the Nation's populations?
- (2) What is the level of nutrition awareness of the Nation's peoples?
- (3) How does the state of the Nation's economy effect the nutritional status of its population?
- (4) What activities in nutrition are currently being administered by the Federal government? Are these activities coordinated, or do they overlap?
- (5) What Federal programs in nutrition made an impact on the health status of the Nation's peoples?
- (6) What effects have food and nutritional considerations had on the Nation's foreign policy and programs?
- (7) How can a National Nutrition Policy be an integral part of the Nation's food and agriculture policy?

In May 1975, the Senate Select Committee on Nutrition and Human Needs published a report which presented a "National Nutrition Plan."¹⁹ This plan outlines one possible way to centralize Federal nutrition activities so that a National Nutrition Policy might easily be coordinated and implemented.

In October 1973, Governor Francis W. Sargent of Massachusetts appointed a Commission on Food for the purpose of recommending programs and policies that would assure Massachusetts residents an adequate supply of food both now and in the future. The Commission's final report was released June 25, 1974, and formed the basis for a

¹⁸ U.S. Congress. Senate. Committee on Commerce. National Ocean Policy Study. *Effects of Man's Activities on the Marine Environment*. (Committee Print) Washington, U.S. Govt. Print. Off., 1975. 135 pp. *Energy Facility Siting in Coastal Areas*. (Committee Print) Washington, U.S. Govt. Print. Off., 1975. 126 pp. *Planning Guidelines and Work Schedule for the 94th Congress*. (Committee Print) Washington, U.S. Govt. Print. Off., 1975. 20 pp. *Report of the National Ocean Policy Study, 1975*. (Committee Print) Washington, U.S. Govt. Print. Off., 1975. 31 pp.

¹⁹ U.S. Congress. Senate. Select Committee on Nutrition and Human Needs. *Toward a National Nutrition Policy: Nutrition and Government* (Committee Print) Washington, U.S. Govt. Print. Off., 1975, 67 pp.

State policy for food and agriculture which was prepared by the Secretary of Environmental Affairs and the Department of Food and Agriculture, at the direction of Governor Michael S. Dukakis. The policy is "designed to preserve our agricultural land, to increase production and processing of local products, to promote local purchase of Massachusetts-grown produce, and to improve our importing and marketing strategies with respect to our imports."²⁰

National Materials Policy

Complex problems arising from the interdependence of materials, energy, and the environment have increased calls for a unified national materials policy. Production of many essential materials has been hindered at times by a lack of adequate energy supplies. Recent shortages of natural resources materials led to shortages of many industrial and consumer products. Increasing U.S. dependence upon foreign producers for basic industrial raw materials has become a matter for concern. Some see the need to recover and recycle a larger proportion of discarded materials from solid waste as being critical. Development of a unified national materials policy to deal with these and other problems is now being considered by the Congress. The following major issues are being considered :

- (1) Need for maintenance of a healthy, efficient, domestic materials-producing industry.
- (2) Means for assuring adequate supplies of materials at prices established in competitive markets.
- (3) Availability of adequate reserves of materials needed for military production under the conditions of supply that might prevail in time of war emergency.
- (4) Avoidance of sudden, wide, and costly fluctuations in materials supply/demand relationships, in materials costs, and in material-production and supply patterns.
- (5) Prevention of the discharge of waste materials into the environment in amounts and ways that threaten to impair human health and comfort, injure the ecological balance, and degrade the esthetic quality of man's surroundings.
- (6) The role of adequate supplies of basic industrial raw materials in the Nation's future industrial growth.
- (7) Ramifications of the increasing dependence of the Nation's industry upon imports of raw materials from abroad.
- (8) Advisability of attempting to attain national self-sufficiency in basic industrial raw materials, as for example in energy materials.
- (9) Prospects that underdeveloped nations may form materials cartels to promote their own social, economic, or political goals at the expense of the developed nations, as happened with the oil-producing nations.

Thus far during the 94th Congress, materials-related legislation has been introduced that would promote the development and conservation of the Nation's materials resources, establish a comprehensive information system for materials, promote better planning of materials use and conservation, stimulate the recovery and reuse of waste materials, aid in prevention of future materials shortages and regulate the import and export of materials in short supply, establish a materials stockpile for economic as well as strategic purposes, and control

²⁰ Brooke, Edward W. A Food Policy for Massachusetts. Remarks in the Senate. Congressional Record, v. 122, Jan. 27, 1976: S589-S599. Includes the texts of the final report of the Governor's Commission on Food and the "Policy for Food and Agriculture in Massachusetts—Issues and Programs."

the handling and use of hazardous and toxic materials. Hearings were held on the subject of the management of materials resources,²¹ and the General Accounting Office issued a report on Federal materials research and development.²² The latter report found that a national materials research and development program cannot be formulated without a definition of basic objectives of national materials policy. Currently, there is no system for assigning priorities to actions directed towards achieving national materials goals. There is no established institutional capability to assess alternatives and trade-off considerations between potential actions. The General Accounting Office made three recommendations aimed at modernizing the materials policy formulation process and management of Federal materials R&D activity:

(1) The Congress should consider establishing an institution to analyze national materials issues and provide guidance on a continuing basis.

(2) A comprehensive unclassified information system for materials research and development should be established, building on existing information in the Smithsonian Science Information Exchange.

(3) The Science Information Exchange should include in its information system data pertaining to material research and development outside the Federal Government.

Congressional Policy Making Mechanisms

Nineteen seventy-five was an active year for Congressional reorganization, as the House started to implement the Committee Reform Amendments of 1974 (H. Res. 988), the Senate established a Commission on the Operation of the Senate, and both Houses began to implement the provisions of the Congressional Budget and Impoundment Control Act of 1974.

Implementation of the Committee Reform Amendments of 1974

The Committee Reform Act sought to improve policy making procedures by strengthening Congressional oversight of program administration and by integrating some of the concepts and principles of futures research into the policy making process. Congressional review over Executive branch activities apparently achieved an all-time high during the First Session of the 94th Congress, with a final tally listing at least 237 separate series of hearings which focused on program administration by various departments and agencies. These hearings covered a wide variety of topics, including rural development, new communities, flood insurance, community development block grants, environmental research and development, and general revenue sharing.

The hearings provide a valuable tool for identifying unanticipated impacts of Federal programs, and for assuring that the programs are being administered equitably and efficiently. While oversight relates to the past and to the present, futures research emphasizes the purpose of creating a more anticipatory and creative government, capable of thinking about options for the future and working to achieve a de-

²¹ U.S. Congress. Senate. Committee on Commerce. Subcommittee on Science, Technology, and Commerce. Management of Materials Resources. Hearings, 94th Congress, 1st session, pursuant to S. 1410 and S. 1415. Dec. 2 and 3, 1975. (To be published)

²² U.S. General Accounting Office. Federal Materials Research and Development: Modernizing Institutions and Management. Report to the Congress by the Comptroller General of the United States. [Washington] 1975. (OSP-76-9, Dec. 2, 1975)

sirable future. The House Committee Reform Amendments of 1974 directed all House Committees (with the exception of Appropriations and Budget) to "on a continuing basis undertake futures research and forecasting on matters within the jurisdiction of that committee." The various committees have responded to this directive in various ways, based upon their own needs and goals. One method of implementing this clause has been to establish a separate "futures" subcommittee within the committee structure. An example of this is the Subcommittee on Future Foreign Policy Research and Development of the Committee on International Relations. Other committees have opted not to implement the foresight provision in this fashion, but instead have chosen to utilize their oversight subcommittees in a futures capacity, or to integrate forecasting methodologies into the committees' jurisdictional areas without any subcommittee structure. Still other committees have not yet decided on the best manner in which to act on this requirement. Other Congressional futures activities included a September conference on "Outsmarting Crises: Futures Thinking in Congress," and the initiation, in December, of a series of hearings entitled "Choosing Our Environment: Can We Anticipate the Future?"

Commission on the Operation of the Senate

On July 29, 1975 the Senate passed S. Res. 227, which established the Commission on the Operation of the Senate. Changes in society and in the political environment have been reflected in a growing and more complex Senate workload in recent years. Rising public expectations with respect to the performance of government, the increase in scale and complexity of social and economic institutions, expansion of government activity, and an increasing need for analysis and information regarding the long-term impacts of legislative policy have greatly increased the pressures on members of the Senate, their staffs and supporting services. The Commission was directed to assist the Senate in meeting the need it has recognized to improve the effectiveness of its operations. To this end, the Commission has initiated studies with the following goals in mind:

- To assist Senators to conserve their time;
- To improve information for decision making;
- To improve the working environment for Members and staff; and
- To review operating relationships with other institutions.

Implementation of the Budget and Impoundment Control Act of 1974

The Budget and Impoundment Control Act of 1974 (Public Law 93-334) created 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 procedures called for by the Act will not become fully operational until fiscal year 1977, but during the first session of the 94th Congress the new budget process underwent a "trial run." The first

and second budget resolutions did enunciate Congressional revenue and expenditure priorities, which differed from those of the Administration. The Budget Committee reports provided information on the breakdown of spending among sixteen categories of Federal activity, so that priorities could be identified and, in some instances, changed. New institutions—the Congressional Budget Office and the House and Senate Budget Committees—were put into place and began to define their roles. While it is too soon to make any definitive evaluation of the success of these new procedures and institutions, it did appear that the Congress was committed to making the new process work, although resistance to change and debate over priorities were frequently intense.

In addition to establishing new budget procedures for the Congress, the Act also contained less controversial provisions relating to the information needs of Congress, building on earlier provisions of the Legislative Reorganization Act of 1970. In August 1975, the General Accounting Office submitted its second annual report on the implementation of these provisions, including progress on identifying and specifying congressional information needs, developing standard terminology, definitions, classifications, and codes for Federal fiscal, budgetary, and program-related data, and improving procedures for monitoring recurring reporting.²³ In a related report on Congress's ability to handle information, GAO issued a report on the need for effective followup systems to consider study commission recommendations.²⁴ The Federal Government often uses special study commissions to examine problems or issues of national concern and to recommend action by the executive branch and the Congress. In spite of the extensive study efforts and expenditure of large amounts of money, benefits expected from some of these studies are not being achieved because their recommendations are not being acted upon by the responsible Federal agencies. In order to remedy this situation, GAO recommended that Congress consider the following actions:

Legislation creating future study commissions specify as clearly as possible a commission's study objectives and an action program by the executive branch to evaluate recommendations and carry out those meriting implementation.

The Federal Advisory Committee Act be strengthened by requiring that the executive branch periodically report to the Congress on the status of action taken.

The appropriate House and Senate committees having jurisdiction in the area covered by a study commission hold hearings about the commission's findings and recommendations to provide oversight over the executive branch action program and development of necessary legislative changes.

Executive Policy Making Mechanisms

In the Executive Branch, the Domestic Council became the focus of attention as a possible mechanism for developing coherent national domestic policies. The Office of Management and Budget continued to implement the Management by Objectives process, which is intended to reconcile Presidential and agency goals, and to monitor progress toward achieving those goals. The inflation impact state-

²³ U.S. General Accounting Office. Progress in Improving Fiscal, Budgetary, and Program-Related Information for the Congress; Report to the Congress by the Comptroller General of the United States [Washington] 1975. (OPA-76-1; Aug. 29, 1975) 26 pp.

²⁴ U.S. General Accounting Office. Better Followup System Needed To Deal with Recommendations by Study Commissions in the Federal Government; Report to the Congress by the Comptroller General of the United States. [Washington] 1975 (RED-76-33; Dec. 4, 1975) 40 pp.

ments, required by Executive Order 11821, received disappointing reviews from State and local officials who had hoped that these statements would provide them with a fiscal impact statement on all major proposals affecting them.

The Role of the Domestic Council

The Domestic Council was established in the Executive Office of the President pursuant to Reorganization Plan No. 2 of 1970, effective July 1, 1970. The duties of the Council are prescribed by Executive Order 11541 of that date and in the President's Memorandum for Members of the Council, issued February 13, 1975:²⁵

- Assessing national needs and identifying alternative ways of meeting them.
- Providing rapid response to Presidential needs for policy advice.
- Coordinating the establishment of national priorities for the allocation of available resources.
- Maintaining a continuous policy review of on-going programs.
- Proposing reforms as needed.

The Memorandum also spelled out certain specific activities which the Domestic Council was directed to undertake in order to perform these duties:

Identify major policy problems areas requiring Administration attention and actions.

Coordinate the formulation of policy options in the domestic area for my consideration.

Initiate fact-finding analysis, develop policy options and recommendations for Presidential decision, Administration action and legislation.

Review in conjunction with OMB departmental legislative proposals for their impact on present policy and legislation and consistency with Administration policy.

Establish guidelines in conjunction with OMB for formulation of Departmental and Agency administrative regulations to ensure consistency with Administration policy objectives and legislative intent.

In its five years of existence, the Domestic Council's role has been revised several times, as has its working procedures. Its commitment to the functions of long-range policy planning and analysis has frequently been undermined by the continuing need to tackle day-to-day "brush fire" situations. Nevertheless, as one observer of the Council has noted:

Even its critics concede that the Domestic Council serves a necessary function and that the President needs an institutional arm to sort out the advice and recommendations of competing agencies, particularly in an era of complex issues that cross department lines and directly bear on the public sector—as, for example, problems involving energy and environment or crime and changing social attitudes.²⁶

The very fact that the Council survived the transition from one President to another may indicate that it serves a function that is necessary to all Presidents, and is not just the reflection of the working style of one President.

One of the most visible activities of the Domestic Council in 1975 was the sponsorship, at the direction of the President, of a series of Public Forums across the country to explore public concerns and recommendations on domestic policy. More than 6,000 people partici-

²⁵ U.S. President, 1974—(Ford) Domestic Council: The President's Memorandum for Members of the Council, February 13, 1975. Weekly Compilation of Presidential Documents, v. 11, Feb. 17, 1975: 191-192.

²⁶ Bonafede, Dom. Domestic Council Tries To Match Early Promise. National Journal, v. 7, December 13, 1975: 1687.

pated in the forums, which were held in Denver, Tampa, Austin, Philadelphia, Indianapolis, and Los Angeles. According to the Domestic Council, the most frequently expressed concerns were:²⁷

High unemployment and inflation, excessive government spending and lagging economy.

The lack of Congressional action on a comprehensive energy policy.

The need to achieve environmental protection along with economic growth and job opportunities.

The inequities in social programs and the bureaucratic red tape of the Federal government in administering them.

The rising cost of health care and the fact that we do not have a comprehensive health policy or system.

The excessive and ever-changing Federal regulations of business and state and local governments.

Management by Objectives

The Domestic Council was established as an institution with the ultimate goal of providing a mechanism for bringing the elements of long range planning, goal setting, and policy analysis into the operations of the Executive Branch. Management by objective is a technique which is now used, to a varying degree, in all Executive agencies to incorporate the basic elements of planning, coordination, and appraisal of performance into agency operations.

This technique, which was initiated at the direction of President Nixon in 1973, has been accepted and utilized by the various agencies in varying degree and in various ways. Furthermore, changes in leadership at the Office of Management and Budget, which is responsible for directing and monitoring MBO efforts, may result in increased emphasis on the program evaluation elements of MBO at the expense of other elements.²⁸ According to one observer, the basic elements of all MBO efforts are "setting objections, tracking programs, and evaluating results."²⁹ The various agency practices for implementing MBO include the following:³⁰

Setting of goals, objectives, and priorities in terms of results to be accomplished in a given time.

Developing plans for accomplishment of results.

Allocating resources (manpower, money, plant and equipment, and information) in terms of established goals, objectives, and priorities.

Involving people in implementation of plans, with emphasis on communications for responsiveness and on broad sharing in authoritative goals and objectives.

Tracking or monitoring of progress toward goals and objectives, with specific intermediate milestones.

Evaluating results in terms of effectiveness (including quality), efficiency, and economy.

Generating and implementing improvements in objectives and results (increasing productivity through improved technology, better utilization of people, etc.).

Essentially, MBO consists of one approach toward assuring that agency goals and programs are consistent with national and, especially, Presidential goals and policies. As such, it might be one com-

²⁷ U.S. Executive Office of the President. Domestic Council. White House Public Forums on Domestic Policy, 1975; Report to the President. Washington, U.S. Govt. Print. Off., 1976. p. 9.

²⁸ Haveman, Joel. OMB's New Faces Retain Power, Structure Under Ford. National Journal, v. 7, July 26, 1975: 1071-1077.

²⁹ Newland, Chester A. Policy/Program Objectives and Federal Management: The Search for Government Effectiveness. Public Administration Review, v. 5, January/February 1976. p. 26.

³⁰ Ibid.

ponent of the mechanisms needed to implement a national growth policy:

Inflation Impact Statements

Inflation impact statements, like management by objectives, were not directly intended to contribute to improving Federal policy making machinery as it relates to growth. Nevertheless, the information generated by this required statement³¹ could be useful in analyzing the effect of Federal actions on local economies and growth patterns.

OMB Circular A-107, which implemented the inflation impact statement requirement, called for statements to accompany major legislative proposals and regulations from executive agencies. Major legislation or regulation was defined as that impacting on consumers, businesses, markets, or Federal, State, or local governments. In November 1975, OMB published six benchmarks to aid in deciding which regulations required inflation impact statements:³²

Regulations which would cost more than \$100 million altogether to comply with, or would cost any one industry more than \$50 million.

Regulations which would increase energy consumption by the equivalent of 25,000 barrels of oil a day.

Regulations which would reduce production by \$100 million a year.

Regulations which threaten to reduce competition or create a monopolistic power in a market that accounts for more than \$100 million a year.

Regulations which would cause a 3 percent or greater decline in the supply of a critical material.

Regulations which would reduce employment by at least 0.2 percent.

The inflation impact statement requirement has been criticized by some agencies, on the grounds that the procedure is expensive and adds more red tape to the governmental process; by some affected industries, which have complained that the agencies underestimate the cost to private industry of proposed regulations; and by State and local governments, who say that so far the circular has provided them with no information. The latter point is seen by OMB as a misunderstanding of the purpose of the procedures, which "are not intended primarily to deal with the fiscal note problem, but rather are aimed at improving the decision-making process within agencies by forcing them to consider other external factors and alternatives prior to finalizing regulations and rules."³³ The inflationary impact reporting requirement will expire on December 31, 1976 unless it is renewed by the President.

Intergovernmental Consultation

Procedures for incorporating State and local viewpoints into the Federal policymaking process received attention in both the Executive branch and in the Congress. By the end of the year, State and local public interest groups appeared to have made major headway in their goal of gaining early input into Executive branch decisions which would have major impact on their operations.

Witnesses at the oversight hearings on the President's 1974 report on national growth stressed the need to develop mechanisms for in-

³¹ U.S. President, 1974-(Ford) Inflation Impact Statement: Executive Order 11821, Weekly Compilation of Presidential Documents, v. 10, December 2, 1974: 1504.

³² The Impact of Impact Statements: Red Tape. Business Week, No. 2410, December 8, 1975: 76B.

³³ Implementation of Circular A-107 Disappoints State, Local Officials. Intergovernmental Perspective, v. 2, Winter 1976: 5.

volving State, regional and local representatives in the process of formulating national growth policy and in the preparation of the biennial reports. They reiterated the need for both growth policy and the growth reports to reflect the distribution of powers and responsibilities within the American federal system. A central concern in this regard was the importance of determining ways in which Federal and non-Federal growth and development policies can be mutually supportive and identifying areas where there is conflict between national priorities and non-Federal goals and activities. The following recommendations were made for assuring intergovernmental inputs into the preparation of the biennial growth reports:

(1) Adjust the language of the enabling legislation so that it is mandatory rather than permitted to establish an advisory board, "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."

(2) Require the Advisory Board, as in the previous option, but also adjust the language so that the membership of the Advisory Board would be identical to that of the Advisory Commission on Intergovernmental Relations.

(3) Require the participation of ACIR as an advisory body to the President in the preparation of the growth report.

The emergence of the economic and energy crisis of recent years emphasized the increasing interdependence of the several levels of government in the United States, and made it more urgent to develop procedures through which policy makers at each level would consider the impact of their actions on all other levels.³⁴ The Study Committee on Policy Management Assistance, for example, pointed out the need for the Federal government to provide a "window" into the Federal government for State and local governments. At the policy making stage, this would require "Further reorientation of Federal programs to give State and local governments more voice in their design, development and evaluation and to reduce for the latter the administrative burdens of using Federal programs."³⁵ The Committee found that certain components of an intergovernmental policy making capacity were already in place, including the Domestic Council, the Office of the Vice President, the Advisory Commission on Intergovernmental Relations, the Office of Management and Budget, the Federal Regional Council System, and agency intergovernmental relations offices. However, the Committee also found that "the key missing element has been formal machinery in the Federal government for making on-going adjustments in Federal policy toward State and local government, and for persevering in the implementation of policy changes."³⁶ To that end, the Committee recommended:³⁷

A policy focal point should be designated in the Executive Office of the President, with responsibilities for overall direction, coordination, and evaluation of intergovernmental policy and programs, including capacity building components.

³⁴ For background, see Federalism, 1975-76. National Journal Reprints, January 1976. 45 p.

³⁵ U.S. Executive Office of the President. Strengthening Public Management in the Intergovernmental System; a Report Prepared for the Office of Management and Budget by the Study Committee on Policy Management Assistance. Washington, U.S. Govt. Print. Off., 1975, p. 34.

³⁶ Ibid, p. xi.

³⁷ Ibid, p. 36.

Initially, this policy unit should focus on: more effective involvement of State and local governments in the formulation and implementation of Federal policy, programs, and budgets related to State and local requirements; mechanisms for coordinating budget cycles and processes, both on an interagency and inter-governmental basis; continuous review of the impact of Federal policies on the capacity of State and local governments to govern, manage, and deliver services within the Federal system (the cooperation of these governments in their representatives in the review process should be sought).

The need for early participation in Federal policy making by States and localities was stressed at a December 18, 1975 meeting between President Ford and representatives of the Nation's Governors. While the renewal of general revenue sharing was the top priority item on the Governor's agenda, the second item was the need for: "a clear Administration directive to involve Governors at the start, not the conclusion, of the policy development process and to ensure that their participation throughout the process is thorough and reflective of the role and needs of individual states."³⁸ One result of this meeting was a Presidential directive to the General Services Administration to develop a technique for conference calls among Governors to discuss fast-breaking events which have Federal-State implications. The Governors will be able to utilize the conference calls to develop positions on Federal policies as they are being developed, and then will use their Washington office to make these positions known. Informal communications between representatives of State and local governments and Federal agencies will be encouraged by the Office of Management and Budget during the early stages of policy making. This will supplement existing procedures for more formal participation by these groups:³⁹

[OMB Circular No. A-85] provides for consultation on and review of proposed Federal regulations by Public Interest Groups representing State and local government. The existence of a formal procedure may, in some cases, have tended to substitute for or even discourage less formal participation of these groups in preliminary discussions of issues that might be considered in drafting such regulations. Therefore, we have decided to give more emphasis to earlier communication and discussion between agencies and these representatives of State and local government.

The Congress also took cognizance of the need for greater inter-governmental communication and consultation in 1975, although no final action was taken on the proposals for remedying the situation. Senate Concurrent Resolution 12, introduced by sixteen Senators, called for the presentation of a message on the State of the States by the Chairman of the National Governors' Conference to a joint session of Congress. Such a presentation was expected to be valuable for the following reasons:

Congress needs a direct and regular report from the States, like the State of the Union. An address from time to time, by the head of the Governors' Conference would be beneficial. It would allow one Governor to outline the common problems of the States. It would also be a direct and obvious sign of our continuing concern over the impact of Federal policies on State government.⁴⁰

³⁸ Peirce, Neal R. State, Local Officials Hit "Unnecessary" Federal Regulations. *National Journal*, v. 8, Jan. 10, 1976: 50.

³⁹ Correspondence from Office of Management and Budget, Feb. 9, 1975, pp. 4-5.

⁴⁰ Brock, William. Senate Concurrent Resolution 12—Submission of a Concurrent Resolution Providing for a joint Session of Congress To Receive a "State of the States" message from the National Governors' Conference. *Congressional Record* [daily ed.], v. 121, February 7, 1975: S1668-1669.

Another bill, the Modern Congress Act of 1975 (S. 563) would establish a permanent, 24-member bipartisan Federal-State Legislative Council to explore, research, and recommend solutions to problems of mutual concern.

GENERAL REVENUE SHARING AND PROGRAM CONSOLIDATION

Public Law 92-512, the State and Local Fiscal Assistance Act of 1972, provided for the distribution of \$30.2 billion to State and general purpose local units of government through December 1976. Popularly known as "revenue sharing," this program departed from the usual pattern of Federal categorical grant programs by placing relatively few restrictions on how recipient units of government may use their funds. This departure was hailed by some as a proper return of decision-making powers to levels of government closer to the citizen, and was condemned by others as an abdication of national responsibilities and goals, particularly with reference to civil rights and citizen participation. The program expires on December 31, 1976 unless it is renewed by the Congress.

Federal aid to State and local governments is currently distributed in three forms: traditional categorical grants, block grants which consolidate categorical grants into a single grant for a particular function and which usually have fewer restrictions on use, and general revenue sharing. The Advisory Commission on Intergovernmental Relations estimates that in FY 1975 block grants accounted for an estimated 10 percent of total Federal assistance; revenue sharing and general support aid 14.3 percent; and categorical grants 75.7 percent. The dollar amount distributed through categorical grants has tripled since 1966, while their percentage of the total Federal aid mix has decreased from 98 percent to 75.7 percent.⁴¹ Proponents of the increased use of revenue sharing or block grants to distribute Federal funds argue that this will make the Federal aid system more manageable than the use of narrowly directed categorical grants. Opponents argue that categorical grants are necessary to meet the special needs of various individuals (such as minorities, the poor, the aged) who might be overlooked or ignored by State or local governments. Debate over these issues in 1975 centered around the question of the renewal of general revenue sharing, which is one of the most thoroughly studied programs in history: the Office of Revenue Sharing estimates that several millions of dollars were spent on research.⁴²

General Revenue Sharing

In April 1975, the President sent a message to the Congress which strongly endorsed the renewal of general revenue sharing through September 30, 1982.⁴³ The Administration bill (H.R. 6558, S. 1625) would appropriate \$43.1 billion to finance the program, would increase the maximum per capita allocation allowed for country areas or units

⁴¹ ACIR Grant Study Releases Preliminary Figures. Intergovernmental Perspectives, v. 1, Fall 1975: 17.

⁴² U.S. Dept. of the Treasury. Office of Revenue Sharing. Research on General Revenue Sharing as of December 1975: Bibliography and Abstracts. Washington, 1975, p. 11.

⁴³ U.S. President, 1974-(Ford) State and Local Fiscal Assistance Act Amendments of 1975; Message Transmitting a Draft of Proposed Legislation To Extend and Revise the State and Local Fiscal Assistance Act of 1972. Weekly Compilation of Presidential Documents, v. 11, April 28, 1975: 439-441.

of local government from 145% to 175%, and would revise the civil rights and citizen participation provisions of the current law. Civil rights provisions would be strengthened by authorizing the Secretary of the Treasury to use various remedies to enforce the nondiscrimination provisions of the act, including authority to withhold all or a portion of entitlement funds due a State or unit of local government, or terminate one or more payments of entitlement funds and to require repayment of entitlement funds previously expended in a program or activity found to have been discriminatory. Public participation would be strengthened by requiring that recipient governments must provide a procedure for assuring citizen participation in the allocation of revenue sharing moneys. The bill would also give the Secretary of the Treasury full discretion to determine the form and content of recipients' use reports.

Other legislation regarding general revenue sharing reveals some of the differences of opinion over the operations of the program. Some proposals would eliminate the States as recipients of general revenue sharing funds, restricting the benefits of the program to local governments. Other proposals would remove the requirement that local governments spend revenue sharing funds for certain specified "high priority" items, thereby giving local governments greater freedom in the use of the funds. Another proposal would provide no general revenue sharing unless the Federal budget is in balance or shows a surplus.

Oversight hearings were held on various aspects of the general revenue sharing program in 1975, and the House Subcommittee on Intergovernmental Relations began the process of drafting legislation to extend the program.⁴⁴ The Subcommittee prefaced hearings on revenue sharing with an earlier series of hearings on the subject of fiscal relations in the American federal system. The purpose of these hearings was to obtain the views of leading scholars on the major issues in intergovernmental fiscal relations as background for the later hearings on bills to extend general revenue sharing.⁴⁵

The hearings were structured to provide basic information on fiscal and institutional relationships, including Federal and State aid programs, the growth of the public sector, Federal, State and local revenue sources, the budgetary crisis of large cities, problems in the delivery of local public services, and the possibility of shifting the delivery or costs of certain services to higher levels of government or to the private sector. The House Subcommittee on Civil and Constitutional Rights held hearings on the civil rights aspects of general revenue sharing, including the enforcement of civil rights provisions by the Office of Revenue Sharing.⁴⁶

The Joint Economic Committee's Subcommittee on Fiscal Policy focused on suggested alterations in the revenue sharing distribution

⁴⁴ U.S. Congress. House. Committee on Government Operations. Subcommittee on Intergovernmental Relations and Human Resources. State and Local Fiscal Assistance Act of 1972 (Revenue Sharing Act). Hearings, 94th Congress, 1st session. Sept. 30-Oct. 2, Oct. 7-8, 21-23, 29-30, Nov. 4-6, 12, December 2, 1975. Washington, U.S. Govt. Print. Off., 1976.

⁴⁵ U.S. Congress. House. Committee on Government Operations. Fiscal Relations in the American Federal System. Hearings, 94th Congress, First session. July 9, 10, 11, 15, 22, 23, and 24, 1975. Washington, U.S. Govt. Print. Off., 1975. 486 p.

⁴⁶ U.S. Congress. House. Committee on the Judiciary. Subcommittee on Civil and Constitutional Rights. Civil Rights Aspects of General Revenue Sharing. Hearings, 94th Congress, 1st session. Oct. 8 and 9, 1975. Washington, U.S. Govt. Print. Off., 1975. 276 pp.

formula, particularly methods of incorporating need and fiscal capacity measures into the formula.⁴⁷

In the Senate, the Subcommittee on Intergovernmental Relations continued its oversight activities with regard to revenue sharing by publishing a compilation of evaluations of the program and by reviewing the results of GAO case studies of the operation of revenue sharing in 26 local communities.⁴⁸ The GAO case studies were designed to provide information on seven subjects:

- (1) The specific operating and capital programs funded in part or in whole by general revenue sharing in each local government.
- (2) The impact of revenue sharing on local tax rates and tax laws, including comparison of the tax burden on families of three different income levels.
- (3) Public participation in the local budgetary process, and the impact of revenue sharing on that process.
- (4) The percentage of the total local budget represented by general revenue sharing.
- (5) The impact of cutbacks in other Federal assistance programs and the degree, if any, that revenue sharing has been used to replace the cutbacks.
- (6) The record of each jurisdiction in complying with the civil rights, Davis-Bacon, and other provisions of the law.
- (7) The fiscal conditions of each governmental unit, including its surplus or debt status.

Finally, the Subcommittee on Revenue Sharing of the Senate Committee on Finance, which has legislative jurisdiction over the program, held hearings designed to review the administration and monitoring of the program by the Office of Revenue Sharing, the way in which these funds have been utilized by the recipient governments, and the ramifications of the program on the structure and organization of units of local government.⁴⁹

All of these activities were preparation for final action on the question of the extension of general revenue sharing, which will probably be a hotly debated issue in 1976.

Grant Consolidation

The consolidation of various categorical programs into block grants for certain general functions is also likely to be an issue in 1976. Some efforts at consolidation have already taken place in recent years, including the Partnership for Health program enacted in 1966, the Community Development Act of 1974, the Comprehensive Employment and Training Act of 1973, and the Education Amendments Act of 1974.

Despite these efforts to impose some order on what many see as the chaotic state of Federal domestic assistance programs, the General Accounting Office reported that numerous fundamental problems still plague the system.⁵⁰ GAO found that the present Federal assistance delivery system:⁵¹

⁴⁷ U.S. Congress. Joint Economic Committee. Subcommittee on Fiscal Policy. General Revenue Sharing Program. Hearings, 94th Congress, 1st session. June 24 and 25, 1975. Washington. U.S. Govt. Print. Off., 1975. 106 pp.

⁴⁸ U.S. Congress. Senate. Committee on Government Operations. Subcommittee on Intergovernmental Relations. Revenue Sharing: A Selection of Recent Research. Committee Print. Washington, U.S. Govt. Print. Off., 1975. 464 pp. Revenue Sharing—1975. Hearings, 94th Congress, 1st session. July 23, 1975. Washington, U.S. Govt. Print. Off., 1975. 95 pp.

⁴⁹ U.S. Congress. Senate. Committee on Finance. Subcommittee on Revenue Sharing. General Revenue Sharing. Hearings, 94th Congress, 1st session. April 16 and 17, May 21 and 22, 1975. Washington, U.S. Govt. Print. Off., 1975. 454 pp.

⁵⁰ U.S. General Accounting Office. Fundamental Changes Are Needed in Federal Assistance to State and Local Governments; Report to the Congress by the Comptroller General of the United States. (Washington) 1975 (IGGD-75-75, Aug. 19, 1975), 91 p.

⁵¹ *Ibid.*, p. 44.

Lacks an adequate means for disseminating grant-in-aid information needed by State and local governments.

Creates a high degree of funding uncertainty due to late congressional authorizations and appropriations and executive impoundment of appropriated funds.

Fosters complex and varying application and administrative processes.

Is fragmented, with similar programs being administered by different Federal agencies or agency components and with programs too restrictive to meet State and local needs.

Causes the planning and implementation of State and local projects to be significantly impeded.

It is clear that the fragmented, uncoordinated nature of the Federal delivery system may unintentionally impede rather than assist State and local efforts to develop and implement sound growth policies. For example, GAO notes that there are 186 programs which can provide funds entirely or in part for community development:⁵²

47 are for planning, research, and training;

23 are for construction and renewal operations;

9 are for historic preservation;

10 are for recreation;

35 are for Indians; and

29 are for rural development.

To local officials who are trying to put together a comprehensive community development project, the complexities of dealing with this wide variety of programs are increased by the fact that the Department of Housing and Urban Development, which is commonly regarded as having the major mission in community development, administers only 19 of the 186 programs. The remaining programs are spread throughout 20 Federal agencies.

GAO recommended that the complexity of the current delivery system of Federal assistance be reduced by legislation which would consolidate programs serving similar objectives into broader purpose programs, and would place programs serving similar goals within the same agency. GAO suggests that one approach to achieving these objectives would be the enactment of proposed amendments to the Intergovernmental Cooperation Act of 1968. These amendments would direct the President periodically to examine the various assistance programs and recommend, subject to Congressional approval, those program consolidations deemed necessary or desirable. Legislation to implement this recommendation was introduced in 1975 (S. 2390), but no action was taken.

FEDERAL GRANT ADMINISTRATION

In recent years, the procedures and mechanisms for delivering the various benefits of Federal assistance programs to State and local governments have been under fire. Critics charge that the system is so complex and uncoordinated that it unnecessarily complicates the lives of State and local officials, that program impacts may or may not coincide with State and local objectives, and that State and local officials frequently are not informed of Federal activities within their jurisdictions.

The Joint Funding Simplification Act of 1974 (P.L. 93-510) was enacted in an attempt to remedy some of these problems, and draft

⁵² *Ibid.*, p. 8.

regulations for the implementation of the Act were published in 1975. Executive branch organizational arrangements for monitoring and implementing efforts to standardize Federal grant requirements and procedures were revised, at the direction of the Congress. Efforts to rationalize and strengthen Federal field administration through the Federal Regional Councils and Standard Federal Regions continued through 1975. Despite these activities, however, the General Accounting Office found, in several studies, that problems continue to plague the Federal aid system, and that even more changes are necessary before any real improvement can be expected.

Simplification of Administrative Requirements

The experimental Integrated Grant Administration Program (IGA), which began on January 14, 1972 was designed to demonstrate a means of coordinating the delivery of separate Federal assistance programs so as to accomplish a single or closely related goals of the recipient unit. The Joint Funding Simplification Act of 1974 was enacted in order to give legislative authority to this and similar efforts. IGA and Joint Funding are essentially management tools designed to make the current Federal aid system work more smoothly, as opposed to the more fundamental restructuring implicit in revenue sharing and consolidation. Their success depends, to a great extent, on the cooperation and support of the Federal agencies involved.

Evaluations of IGA by the Office of Federal Management Policy and by GAO, and the long delay in issuing regulations to implement Joint Funding, indicate that this cooperation and support may be difficult to achieve.

Not surprisingly, the OFMP assessment found that grantees have endorsed IGA overwhelmingly, and their general conclusion is that IGA is a viable process and should continue.⁵³ Federal agency reaction, however, was tempered by the fact that IGA tends to change long-established procedures, and to require the establishment of new and different relationships with grantees and with other Federal agencies. As one Federal participant said, in a summary of his day-to-day experiences with IGA:

IGA is worth the effort in the minds of local public administrators. Thus, it is worthwhile for Federal officials to accept the grief of testing new support systems with State and local public administrators.

GAO evaluated the operation of six IGA projects during Fiscal Year 1974.⁵⁴ According to GAO, the IGA program was intended to achieve the following broad intergovernmental goals:

Provide a mechanism by which State and local governments could be given timely and unified Federal assistance.

Enhance the capability of Federal Regional Councils to help solve critical problems of State and local governments.

Encourage greater financial and technical State involvement in solving local problems.

Encourage the development of work programs whereby State and local planning agencies jointly undertake common or coordinated activities and share staff.

⁵³ U.S. General Services Administration. Office of Federal Management Policy. *Integrated Grant Administration: Assessment Report*. Washington, 1975. 45 p.

⁵⁴ U.S. General Accounting Office. *The Integrated Grant Administration Program—An Experiment in Joint Funding; Report to the Congress by the Comptroller General of the United States*. (Washington) 1976. (GGD-75-90, January 19, 1976) 42 p.

Synchronize, where possible, the funding cycles of Federal, State, and local agencies.

Coordinate project monitoring, including requests for project modification.

Foster cooperation at Federal, State, and local levels.

Cut redtape by streamlining the administrative requirements of Federal assistance programs used to fund individual projects.

From the point of view of a recipient unit of government, the process of applying for and administering several Federal programs from several Federal agencies, all of which are needed to complete one local project, can be both time-consuming and frustrating. The need to juggle varying deadlines, record-keeping requirements, and funding procedures can make it difficult if not impossible to carry out the project. The IGA experiment was designed to ease this process by providing for:⁵⁵

One Federal contact point so that a grantee would not have to deal separately with representatives of different Federal agencies.

A consolidated grant application in lieu of a separate application for each Federal program under which funds were requested.

A single grant award notice with synchronized funding periods rather than a number of grant awards, each with its own funding period.

One channel for delivering Federal assistance funds rather than several different advance payment or reimbursement systems.

A single financial reporting system in lieu of multiple reports for differing financial periods.

Coordinated program monitoring requirements rather than separate requirements for each Federal assistance program providing funds.

One project completion report rather than individual reports for each Federal assistance program contributing to the project.

A single audit in lieu of separate audits for each Federal assistance program.

This list of expected benefits graphically illustrates the problems that the experiment was designed to solve. GAO concluded, however, that the necessary Federal agency coordination and commitment to the experiment were lacking, and that IGA failed to achieve its full potential. Because of the weaknesses revealed in the GAO evaluation, GAO recommended that the General Services Administration, which had administered the IGA experiment, and was to administer Joint Funding, should proceed cautiously in implementing Joint Funding.

Whether in response to this admonition, or because of agency resistance to the provisions of the Joint Funding Simplification Act is not clear, but it took the General Services Administration a year after the passage of the Act to publish draft regulations.⁵⁶ The proposed regulation was developed in cooperation with an interagency group representing the major Federal grantmaking agencies. Its purpose is to establish one set of administrative requirements to be followed by all Federal agencies in supporting jointly funded projects, and to encourage the simplification and standardization of various agency administrative requirements for such projects.

The proposed regulations assign certain responsibilities for implementing the program to Federal agencies, the Federal Regional Councils, and the General Services Administration. The heads of all Federal agencies administering programs of assistance to State and local governments are responsible for:

(1) Issuing internal directives, orders, or regulations to assure implementation of the proposed regulation.

(2) Identifying related assistance programs which are likely to be particularly suitable or appropriate for providing joint support.

⁵⁵ *Ibid.*, p. 4.

⁵⁶ 40 Federal Register 59554-59564, December 24, 1975.

(3) Designating an office or official at agency headquarters who will be responsible for coordinating intra-agency implementation of the regulation and will serve as the primary point of contact for other Federal agencies and prospective applicants with respect to agency joint funding activities and policies; designating officials in each regional office to perform the same functions, and to work with the Federal Regional Council.

The Federal Regional Councils, among other things, are directed to promote Federal-State provisions of joint assistance and to maintain continuous oversight of jointly funded projects and to evaluate the overall effectiveness of joint funding practices within the region. The General Services Administration was assigned the responsibility for overseeing the implementation and application of joint funding policies and practices, providing administrative assistance to all those affected by joint funding, and preparing a report on actions taken under the Act, with recommendations for its continuation, modification, or termination. Presumably, final regulations for joint funding will be issued early in 1976 and the program will become operational.

One factor in the delayed implementation of the joint funding program may have been the uncertainty surrounding the management of this and other efforts to improve the administration of Federal assistance programs. Originally, Joint Funding, along with Federal Management Circulars 74-7, 74-4, and 73-2, was administered by the Office of Federal Management Policy in the General Services Administration. The Office had been transferred from the Office of Management and Budget to the General Services Administration in 1973. However, in the course of the Fiscal Year 1976 appropriations process the Congress expressed some concern as to whether "this office may have outlived its usefulness, or at least may not be performing the functions originally intended for it when it was transferred."⁵⁷ Consequently, the conference committee requested the Office of Management and Budget to study the functions of the Office and report its findings and recommendations to the Congress by November 1, 1975. Although OMB recommended that the Office should remain within GSA,⁵⁸ the Congress decided that the personnel and functions of the Office should be transferred back to OMB and, in a conference report on supplemental appropriations, provisions were made for this transfer. According to the report:⁵⁹

The conferees, in providing funding and manpower to OMB to support the transfer of certain government-wide management and financial policy functions from the General Services Administration, are emphasizing the sense of the Congress that these policy activities should be continued. Representatives of state and local governments have demonstrated a need for continuation of these activities which are designed to simplify and provide improved government-wide guidance and coordination of federal assistance programs.

The transfer was implemented on December 31, 1975 through Executive Order 11893. The various functions of the Office of Federal Management Policy were placed into different divisions of OMB, with the Joint Funding program being placed in the Division of Intergovernmental Relations and Regional Operations.

⁵⁷ U.S. Congress. House. Committee on Conference. Making Appropriations for the Treasury Department, the U.S. Postal Service, the Executive Office of the President, and Certain Independent Agencies; Conference Report to Accompany H.R. 8597. Washington, U.S. Govt. Print. Off., 1975. (94th Congress, 1st session. House. Report No. 94-421) p. 10.

⁵⁸ Federal Management Office Transferred to OMB. Intergovernmental Perspective, v. 2, Winter 1976: 4.

⁵⁹ U.S. Congress. House. Committee on Conference. Making Supplemental Appropriations for Fiscal Year 1976; Conference Report to Accompany H.R. 10647. Washington, U.S. Govt. Print. Off., 1975. (94th Congress, 1st session. House. Report No. 94-718) p. 19. Enacted as Public Law 94-157.

In recent years, efforts have been made to improve the operation of the Federal aid delivery system by providing better information to recipient units on the Federal programs operating within their jurisdictions, and by coordinating Federal and State auditing procedures. In 1975, the General Accounting Office evaluated the performance of the Office of Management and Budget and other Federal agencies in implementing Sec. 201 of the Intergovernmental Cooperation Act of 1968. This section requires Federal agencies to give States information on grants awards made to them and to their political subdivisions. OMB implements the requirements of the Act through Circulars A-95 and A-98. In May 1973, responsibility for implementing the Act was transferred to the Treasury, which issued Treasury Circular 1082, embodying the relevant language of the OMB Circulars.

Among other things, GAO found that the language of the Act which requires that States be informed of the purpose and amounts of "grants-in-aid," that they and their political subdivisions have received was too restrictive, and that the Act should be amended to require reporting on other forms of Federal assistance, such as loans. GAO also found that despite the efforts of OMB, "Federal agencies have not consistently furnished States with complete, accurate, and timely information on grants-in-aid provided to States and their political subdivisions."⁶⁰ In November 1975, in a new attempt to assure effective flows of information to State and local governments, a new standard applications facesheet was developed and published in the Federal Register.⁶¹ At the same time, a proposed revision of Treasury Circular 1082 was published.⁶² Among other things, the revision would extend the coverage of the Circular to require reporting to the States on forms of Federal assistance other than grants-in-aid.

Another GAO report found that efforts to achieve a more efficient use of auditors through better coordination of Federal, State, and local auditing have been impeded because of difficulties in reimbursing State auditors for work involved in auditing Federal programs.⁶³ Federal policy allows State audit costs to be charged against federally assisted programs, but State assisted programs, but State auditors are having difficulty obtaining reimbursements because Federal and State program officials must approve State audit costs before they can be paid from program funds. GAO found that Federal and State program administrators resist using program funds to pay for State audits. Furthermore, reliance on program administrators for audit resources can inhibit the auditor from maintaining the independence required for effective auditing. GAO recommended that the Administrator of General Service work with OMB and with other Federal agencies to develop effective procedures for reimbursing State and local auditors for audits of federally assisted programs.

Standard Federal Regions and Federal Regional Councils

In order to improve the coordination of the field operations of Federal agencies, ten Standard Federal Regions and ten Federal Regional

⁶⁰ U.S. General Accounting Office. *States Need, But Are Not Getting, Full Information on Federal Assistance Received*; Report to the Congress by the Comptroller General of the United States. (Washington) 1975. (GGO-75-55, March 4, 1975) p. 27.

⁶¹ 40 Federal Register 54372-54377, November 21, 1975.

⁶² *Ibid.*, 54378-54379.

⁶³ U.S. General Accounting Office. *Problems in Reimbursing State Auditors for Federally Assisted Programs*. Report to the Congress by the Comptroller General of the United States. (Washington) 1975 (FGMSD-75-22, June 25, 1975) 20 p.

Councils were established in 1969. The Office of Management and Budget reports that OMB Circular No. A-105, which was designed to achieve conformance and consistency with the ten Standard Federal Regions saw increasing action during 1975. According to OMB, "While it is not always possible to secure absolute congruence, there were only two regional shifts among Federal agencies during the past year where it was impossible to achieve consistency within the standard regions."⁶⁴

The Federal Regional Councils are decentralized, interagency coordinating mechanisms established by Presidential Executive Order. Membership on the Councils is generally restricted to senior regional policy officials of Federal domestic agencies whose assistance programs and direct operations have significant relationship to the activities of State and local government. The Councils serve as a focal point for efforts at decentralizing Federal agency operations and for promoting responsiveness to the problems of State and local government and the general public.

During the early months of the Ford administration, the activities of the FRCs were somewhat curtailed, but at a June 1975 meeting with the FRC Chairmen, the President endorsed the concept of Federal Regional Councils, stating:⁶⁵

I look to the Federal Regional Councils to provide assistance in our efforts to reform and make government more responsive, to decentralize and coordinate Federal activities, and to increase State and local government participation in the Federal decision-making process.

This official policy sanction seems likely to generate stepped up activities by the FRC.⁶⁶

Since the Councils were established in 1969, their focus of activity has focused on three primary mission areas: intergovernmental relations, interagency program coordination, and the delivery of unique services. On June 25, 1975, the Under Secretaries Group for Regional Operations decided to place increased emphasis on the FRC intergovernmental role, and to strengthen the working relationships and substantive programs that have been established between the FRCs and State and local government. To this end, the FRCs have been instructed to attempt to put their relationships with State and local government on a more systematic and structural basis. The objective is to develop a better base for intergovernmental understanding and cooperation that will lessen the tendency to meet problems on an ad hoc basis. Some of the areas where the Councils will be endeavoring to develop systematic arrangements for assisting State and local government to manage federally assisted programs include planning coordination, capacity building, technical assistance and consultation, joint funding simplification, and oversight of A-95 compliance.

The membership of the Federal Regional Councils was expanded by Executive Order 11892 of December 31, 1975, which added the Department of Commerce and the Federal Energy Administration.

⁶⁴ Correspondence from the Office of Management and Budget, February 9, 1976, p. 4.

⁶⁵ U.S. Executive Office of the President. Office of Management and Budget. Intergovernmental Relations and Regional Operations Division. Fiscal year 1976 FRC Guidelines: Role, Guidance, and Management. (Washington) 1975 p. 1.

⁶⁶ Federal Regional Councils: An Update. ACIR Information Bulletin, No. 75-5, August 1975: 2.

STATE AND LOCAL CAPABILITY

A new term appeared in the governmental lexicon in 1975: the "new structuralism." This term described the trend toward "action by the federal government to 'reform' the structure of state and local governments in order to 'improve' their capacity, presumably to take advantage of revenue sharing funds and other similarly broadened federal grants-in-aid."⁶⁷ The author of the term argues that there is a philosophical difference between the aims of the "new federalism", which created much of the impetus for the "new structuralism," and the aims of the "new structuralists." One objective of the new federalism was to devolve certain responsibilities and authorities associated with Federal programs to general purpose units of State and local government, relying on State practice to establish definitions and structures of general purpose local government. The new structuralists argue that if Federal programs are to be decategorized and decentralized, they should be managed by State and local governmental units that meet Federally defined standards and criteria that add up to a "proper" structure for these governmental units. Nathan urges that Federal efforts take into account the diversity of American federalism and the varying needs and conditions of the various States and localities, and should not impose a monolithic, uniform, "proper" structure on a nationwide basis.

This view was reiterated by a National Governors' Conference evaluation of proposals for Federally-aided policy management activities at the State level. The evaluation concluded: ⁶⁸

The states take the view that it is not appropriate to form a new categorical policy management grant-in-aid program regardless of who administers it or what form it takes. Rather, the state position is that if policy management capability is important enough to the states, it should be funded by the states themselves. This does not imply that there are not enough important steps to be undertaken in a federal-state partnership to deal with improving the operation of the federal grant-in-aid system as it exists. Rather, it reflects a state viewpoint that federal financial assistance inevitably invites federal problem definition, federal specification of organizational arrangements to meet the problem, and a federal review and audit to determine if the expenditures of the grant were "proper" on the basis of administrative guidelines administered after the fact. Furthermore, it seems ironic for the states to argue that the federal system is now so far out of equilibrium that the only way to cure the problem is to have the national government pour substantial sums of money directly into the governor's office and help the governor carry out his role as the chief manager of the state policy and programs. The idea is repugnant, and the governors will not accept it.

The growing Federal interest in State and local government capability was highlighted in 1975 by the publication of the final report of an interagency Study Committee on Policy Management Assistance.⁶⁹ The report summarized the reasons for Federal concern about the management capacity of State and local governments:

⁶⁷ Nathan, Richard P. *The New Federalism versus the Emerging New Structuralism*. *Publicus*, v. 5, Summer 1975: 111.

⁶⁸ National Governors' Conference. *Center for Policy Research and Analysis. The States, Governors, and Policy Management: Changing the Equilibrium of the Federal System*. In U.S. National Science Foundation. *Office of Intergovernmental Science and Research Utilization. Report of the OMB Study Committee on Policy Management Assistance; Background Papers and Resource Materials*. (Washington) 1975, p. 239E.

⁶⁹ U.S. Executive Office of the President. *Office of Management and Budget. Strengthening Public Management in the Intergovernmental System: A Report Prepared for Office of Management and Budget by the Study Committee on Policy Management Assistance*. (Washington) 1975. 63 pp.

First, it depends on them for the delivery of many of the services financed by Federal domestic programs (e.g., waste water treatment, welfare, health care, law enforcement), that is for the accomplishment of agency missions.

Second, if devolution and decentralization of government authority in the Federal system are to work, State and local governments must become sophisticated enough in their management to confront the new complex problems and inter-relationships in our society. They must learn how to work cooperatively with each other on metropolitan, State and regional bases and to draw on outside sources of expertise, including the Federal government.

In addition to recommendations addressed to the establishment of mechanisms to improve the working relationships in the intergovernmental system,⁷⁰ the Study Committee dealt specifically with the question of expanding and coordinating policy management assistance to State and local governmental units. While the Committee found strong support for increased emphasis on policy and resource management in Federal assistance programs, it also found considerable reservations among State and local elected officials in advocating Federal assistance for the policy and resource management functions. These reservations "... involve understandable concerns about possible Federal encroachment into local policy matters or the imposition of particular management structures or processes. These concerns must be taken into account in the design of such assistance."⁷¹ Based on its findings, the Committee recommended that:⁷²

(1) The Federal government should strongly reaffirm its commitment to public management assistance for State and local governments.

(2) The Federal government should initiate a joint effort with key State and local elected officials and their and their representatives to develop a policy and strategy for delivery of public management assistance embracing the three functions of policy management, resource management, and program management.

(3) Public management assistance should reflect the diversity and variation of State and local governments' management needs and should be tailored to the needs of each recipient unit through the development of joint Federal-recipient needs assessment processes.

(4) Such assistance should also provide incentives for more intensive State government efforts to (a) strengthen, through financial and technical assistance, local governments' management capacity and (b) remove institutional constraints (such as those on the organization, structure, finances and personnel of local government).

(5) The designers of an expanded and coordinated public management assistance effort should build on current Federal strengths in technical assistance and capacity building and should consider strengthening the capability of user-oriented, non-Federal resources such as State community development agencies, public interest groups, university public service institutes and programs, and professional associations.

(6) As an interim strategy, Federal agencies should substantially increase their level of investment in policy and resource management assistance relative to program management assistance and monitor and evaluate the response of States and local elected leaders to this investment.

(7) The Federal government should develop a more adequate information base on agency activities relating to public management assistance that can be used for planning and evaluation of programmatic efforts as well as for disseminating information on objective evaluations of projects and techniques that State and local officials view as successful.

There were a number of other developments relating to State and local capabilities in 1975. The "701" Comprehensive Planning Program, which has long served as an "intergovernmental function glue

⁷⁰ *Ibid.*

⁷¹ Strengthening Public Management, p. x.

⁷² *Ibid.*

program," was revised in several significant ways, and was the target of much speculation over the future direction and size of the program. Extension of the Intergovernmental Personnel Act was considered by the Congress, but the fate of the program was unresolved at the end of the year. National legislation affecting State and local personnel policies was the subject of much controversy and several court cases. In the meantime, both State and local governments continue to act on their own to improve their own capabilities for the management of public programs and policies, including those related to growth.

Planning Assistance

The Study Committee on Policy Management Assistance identified the "701" program as one of only two sources of direct Federal assistance to State and local governments for the purpose of promoting policy and resource management capacity on any continuing basis. The importance of 701 for growth management was summed up in the sixth annual report of the Secretaries of Agriculture and Housing and Urban Development on financial and technical assistance provided for nonmetropolitan planning districts in fiscal year 1975:⁷³

The 701 Comprehensive Planning and Management Program is the Federal Government's principal instrument for improving the capacity of State and local governments to handle complex rural development issues and for supporting the development of comprehensive development plans. The results of 701-supported areawide development efforts have encouraged regional council involvement in such activities as attracting new industry, jobs, and tourism; in addressing zoning, land-use, and physical development issues; and in responding to health, law enforcement, nutrition, and housing needs.

Furthermore, increased interest in comprehensive planning has developed because of "adverse judicial reaction to ad hoc decisionmaking at the local level, often thought to be replete with bias, ignorance and capriciousness; concern for the environment and an effort to prevent its destruction, . . . attempts by citizen and planning groups, among others, to devise a planning process that will inventory, analyse and build upon possible alternatives in arriving at strategies and choices, and increasing state participation in the planning process."⁷⁴

In spite of this apparent support for the idea of comprehensive planning, and the role of 701 as a source of support for the planning and management process, the fate of the program was far from assured at the end of 1975. The amount of funding for the program was a particular source of controversy throughout the year. The budget for fiscal year 1975 requested an appropriation of \$100,000,000, but on November 26, 1974 the President proposed deferring half of that until fiscal year 1976. On December 14, 1974, Senator Humphrey introduced S. Res. 451 to disapprove the deferral, but no action was taken before the 93rd Congress adjourned.

Action on the deferral came shortly after the opening of the 94th Congress. Resolutions were introduced in the House (H. Res. 55) and in the Senate (S. Res. 451) to disapprove the deferral. After one day

⁷³ U.S. Department of Agriculture and U.S. Department of Defense and Urban Development. *Financial and Technical Assistance Provided by the Department of Agriculture and the Department of Housing and Urban Development for Nonmetropolitan Planning Districts in Fiscal Year 1975*. (Washington) 1975, p. 8-9.

⁷⁴ Sullivan, Edward J. and Laurence Kressel. *Twenty years After—Renewal Significance of the Comprehensive Plan Requirement*. *Urban Law Annual*, v. 9, 1975: 33-34.

of hearings, the HUD Appropriations Subcommittee in the House voted 10 to 1 against the resolution to disapprove. The full committee did not report the bill to the floor of the House, thus leaving the fate of the deferral entirely in the hands of the Senate, and signaling the problems that 701 would have throughout the year in the House. In the Senate, the resolution was reported favorably to the floor of the Senate on February 2, 1975, and was passed on March 13, 1975. This was the first time that the power to deny deferral proposals had been used by the Congress.

The debate over the level of funding for 701 was to continue throughout the year. When the debate was over, appropriations for the program had been cut by \$25 million, from \$100 to \$75 million. Supporters of increased funding argued that more funds were necessary because of an increase in eligible recipients, because of inflation, and because of the complexities of fulfilling new requirements for the program. Opponents argued that the community development block grant program can provide planning funds, that there are adequate functional planning funds available in other programs, and that there is no evidence that 701 planning is implemented or that the program aids the economy.

These various points were reflected in other 701 developments in 1975. The point that there are functional planning funds available in other programs is true; the unique aspect of 701 funds is that they provide the "sole funding source available for reconciling or unifying planning systems."⁷⁵ Over the years, various groups have recommended that the various functional planning grants should be consolidated into a single grant that can be adapted to State or local planning needs, rather than being tied to the needs of Federal functional programs. Throughout 1975, the Department of Housing and Urban Development put increasing emphasis on the use of 701 as a coordinating mechanism that could tie together all of the functional plans into a unified land use plan which will meet all or most of the requirements of the Federal agencies concerned.

This effort involves Federal to Federal coordination, State agency to State agency coordination, and State-Areawide-Local coordination. Considerable activity at the Federal level took place in 1975. For example, the Department of Housing and Urban Development signed an agreement with the Office of Coastal Zones Management, U.S. Department of Commerce, under which HUD will accept the coastal zone management program approved by CZM as a basis for meeting appropriate components of the land use planning required for continued 701 eligibility. Other provisions include encouragement by CZM of the designation or substantive involvement of areawide comprehensive planning organizations as coastal zone management agencies. HUD and CZM assisted agencies will be required to use common or compatible data bases and goals and objectives.

In another agreement with the Environmental Protection Agency, EPA agreed to accept the 701 required comprehensive plan as meeting its requirements under the Section 208 water quality program. Discussions were also underway between HUD and the Economic Development Administration regarding coordination of the planning organizations and work programs funded by the two agencies. Finally,

⁷⁵ Houston, Lawrence O. *The Cost of Chaos, in Council of State Planning Agencies. State Planning Issues*, Lexington, Ky., Council of State Governments, 1975 : 56.

HUD and the Federal Energy Administration signed an agreement to encourage State planning for long and short range solutions to the nation's energy needs and to coordinate energy planning activities among State, regional, and local government officials.

New regulations issued in August 1975 made several changes in the operation of the 701 program, and the combination of reduced funds and more eligible recipients led HUD to tighten the criteria for fund allocation. The new regulations⁷⁶ include new criteria for project approval, including the capability of the applicant to coordinate planning, and progress in implementing policies, plans, and programs. Under the regulations, recipients must develop short and long term policies to determine where growth should occur; plans for the type, intensity, and timing of growth; criteria for guiding and controlling growth; and procedures and mechanisms for coordinating land use planning among various levels of government. Land use elements which may be included are a land use inventory and projections; housing needs; identification of public facilities and other services needed to support projected land uses; impact of a plan on other programs such as coastal zone management; means to conserve energy through land use strategies; and the effect of Federal actions.

Intergovernmental Personnel Actions

Federal impacts on State and local personnel systems have increased dramatically during the 1970's. During 1975, State and local employees were the subject of considerable public attention, and new tensions developed between Federal policymakers and State and local administrators as the Federal influence became more pervasive. Three factors have contributed to this upsurge of interest in State and local personnel resource management:⁷⁷

The rapid growth of state and local government employment and payroll costs have made human resources the most costly segment of government.

The enactment of public laws [equal employment opportunity, occupational health and safety, fair labor standards, labor-management relations] have complicated the role of public managers.

New and extended management responsibilities have resulted from increasingly complex rules and regulations in federal grants-in-aid.

The Intergovernmental Personnel Act of 1970 was enacted in response to the latter factor, with the aim of providing "more effective means to improve personnel administration in State and local government" so as to increase the ability of State and local governments to participate as full partners in the Federal system. Legislation to amend the Act was considered by the Congress in 1975, and was passed by the House;⁷⁸ action was pending in the Senate as the first session ended. The bill reported to the full House⁷⁹ contained a provision which would extend the Federal-State cost sharing ratio of

⁷⁶ 40 Federal Register 36856-36865, August 22, 1975.

⁷⁷ Shapek, Raymond A. Federal Influences in State and Local Personnel Management: The System in Transition. *Public Personnel Management*, v. 36, January-February 1976: 41.

⁷⁸ U.S. Congress. House. Committee on Post Office and Civil Service. Amendments to the Intergovernmental Personnel Act of 1970. Hearings before the Subcommittee on Employee Political Rights and Intergovernmental Programs. March 4, 5, 1975. Washington, U.S. Govt. Print. Off., 1975, 124 p.

⁷⁹ U.S. Congress. House. Committee on Post Office and Civil Service. Amendments to the Intergovernmental Personnel Act of 1970. (94th Congress, 1st session. House. Report No. 94-242) Washington, U.S. Govt. Print. Off., 1975, 47 p.

the grant program, which was set at 75-25, but which would decrease to 50-50 under present provisions of the Act. However, despite strong support for the amendment, the House rejected the proposed extension, apparently reacting to arguments that the States and localities should contribute more. The bill makes other changes in existing law by:

Authorizing reimbursement of State and local governments for up to 75 percent of the salary of recipients of Government service fellowships and establishing an obligated service requirement for these fellowships.

Modifying the IPA's mobility program by adding provisions designed to promote flexibility, fairness, and equity.

Authorizing public employee unions to apply directly to the Civil Service Commission for training grants in labor management relations.

Requiring States and localities to notify employee organizations, upon request, of IPA programs or projects which relate to the formulation of policies and procedures affecting conditions of employment and to provide such organizations access to summaries of such programs or projects.

Requiring biennial evaluations of the grant and mobility programs by the Comptroller General of the United States.

The IPA authorizes the U.S. Civil Service Commission to make grants to State and local governments to improve their personnel management and training. Five to six hundred projects have been funded each year, ranging from training programs for newly elected Governors and States legislators to developing a personnel system in a small city. Although most of the grants focus on specific personnel assistance, more than 15 percent of the grant funds have been used to provide managerial and administrative training or to stimulate system improvements affecting the jurisdiction's total management capability. By the end of 1975 over \$52 million had been awarded in grants to State and local chief executives to strengthen personnel management or to train and develop employes. Including matching contributions, this amounted to an overall improvement effort of more than \$70 million. Local units of government had received 62 percent of the benefits of these programs, with about 60 percent going for personnel and management improvement projects and the remaining 40 percent for training.⁸⁰

The preliminary results of an IPA program evaluation⁸¹ indicate that 72 percent of the projects evaluated involved a new activity by the recipient government, most of which would not have been undertaken without IPA funds because of lack of local resources. More than half (54 percent) of the projects in the evaluation sample involved intergovernmental effort, and in two-thirds of these projects the grant was credited with initiating the first instance of intergovernmental cooperation in personnel management.

The Intergovernmental Personnel Act has proved to be very popular with State and local officials. Other Federal activities affecting State and local personnel matters have been less popular with these officials, and one action has become the subject of a major court test of Federal-State-local relationships.

The Employment Retirement Income Security Act (ERISA) of 1974 (Pub. L. 93-406) placed the Federal Government in a field pre-

⁸⁰ Correspondence from U.S. Civil Service Commission, Bureau of Intergovernmental Personnel Programs, Feb. 19, 1976.

⁸¹ *Ibid.*

viously left substantially to private enterprise. The Act included provisions that required that four separate Congressional committees study public employee retirement programs and report back to Congress by December 31, 1976. The first in a series of nationwide hearings on legislation which would bring under Federal scrutiny the public pension plans sponsored by State and local governments was held in September 1975.⁸²

Although the initial inclination of Congress was to separate legislation dealing with public and private pension plans, some experts are urging that ERISA simply be extended to the public sector with only minor changes. In brief, the Act provides: (a) for a detailed system of reporting and disclosure of the plan and its financial status; (b) that anyone 25 years of age or who has one year of service may participate; and (c) a series of alternative vesting guideline standards for benefit accrual, funding criteria and fiduciary responsibilities. ERISA does not provide for portability rights, but a Congressional task force, staffed by members of the four committees conducting pension studies, is also to report back with recommendations in that area.

Immediate action on Federal legislation is unlikely, but the potential ramifications for State and local governments is significant. In 1972, there were 2,400 pension plans covering 9.1 million State and local employees. These plans had assets of \$68.8 billion and paid benefits to 1.5 million individuals. Recent revelations about the pension plans in New York and other major cities make it likely that these pension plans will receive increased attention in the months to come.

State and local elected officials have generally opposed any Federal mandating of pensions standards. They also have opposed recent Federal legislation to extend certain provisions of the Fair Labor Standards Act (FLSA) to State and local employees (Public Law 93-259), and proposed Federal legislation that would extend collective bargaining rights to State and local employees. The FLSA amendments have been challenged in court by representatives of State and local officials, and at the end of the year the case was pending in the U.S. Supreme Court.⁸³ The suit contends that the FLSA amendments of 1974, which were stayed by the U.S. Supreme Court on December 31, 1974, violate constitutional federalism by abrogating the federal division of powers as set out in the Constitution. The States also argued that governments are not commercial enterprises, and that *Maryland v. Wirtz* did not apply. It is likely that any Congressional action on extending collective bargaining rights to public employees will be delayed until this case is settled.

State Growth Management

The importance of the issue of growth at the State level in 1975 was graphically demonstrated in the responses of Governors to a questionnaire asking them to rank those issues which currently pose the greatest challenge for State-local actions. With about 80 percent of the Governors responding, growth policy and land use emerged as the top

⁸² U.S. Congress. House. Committee on Education and Labor, Subcommittee on Labor Standards. *State and Local Pension Plans, Hearings, 94th Congress, 1st session on H.R. 9155, Sept. 17, Oct. 1, 17, 18, 31, and Nov. 1, 5. (To be published).*

⁸³ *National League of Cities v. Usery*, No. 74-878 and No. 74-879, oral arguments heard on April 16, 1975.

priority, with about 30 Governors choosing this area.⁸⁴ The choice of this issue was explained as follows:⁸⁵

Concern for unplanned growth was previously limited to a few academics and planners, but the consequences have recently become apparent to the public generally and have prompted the growth of widespread citizen movements. With increasing frequency such concerns have catapulted growth into a major political issue upon which local and state elections may turn.

State officials are becoming more aware of the detrimental effect of past State actions that have inadvertently contributed to undesirable growth patterns. For example, a draft growth policy statement for Massachusetts analyzed the impact of seven State investment programs and one regulatory program on development.⁸⁶ The investment program included school building construction, school transportation reimbursement, highway construction, development of recreational resources, wastewater facilities construction, economic development, and low to middle income housing. The analysis revealed that these and other programs had contributed to fringe rather than central development; promoted the use of unnecessarily large tracts of land; treated energy as an inexpensive and readily available commodity; and helped to place a low priority on maintaining existing town centers.

The Massachusetts General Court reacted to the findings of this report and to the issues raised by the Special Commission on the Effects of Growth Pattern on the Quality of Life in the Commonwealth by enacting the Massachusetts Growth Policy Act.⁸⁷ The Act has the following purposes:

The initiation of a locally-oriented participatory planning process to enable representatives from various interest groups in each municipality in the Commonwealth to evaluate the effects of unplanned and uncoordinated growth and development patterns, formulate future growth and development goals which meet the needs of the diversity of residents in each municipality; coordinate local growth and development goals with the goals of neighboring municipalities and with regional needs; and to contribute substantially to the formulation of state growth and development policies and objectives.

The Act assigns specific roles in the growth policy development process to communities, regional planning agencies, the Office of State Planning, the Special Commission on Growth, and citizens. It also provides a timetable for the process, which is expected to culminate in a report and recommendations from the Special Commission by November 15, 1976.

Another experiment in creating greater awareness among both citizens and public officials of the interrelationships of various activities impacting on growth took place in Minnesota. The State Planning Agency and the Commission on Minnesota's Future joined to present to a three day joint session of the Minnesota Legislature an integrated view of the State's past, current status, developing trends, and imminent policy questions.⁸⁸ The sessions were televised so that the public would be informed of the interrelationships among population and set-

⁸⁴ National Governors' Conference. Center for Policy Research and Analysis. *States' Responsibilities to Local Governments: An Action Agenda*. Washington, 1975.

⁸⁵ *Ibid.*, p. 3.

⁸⁶ Massachusetts. Office of State Planning. *Towards a Growth Policy for Massachusetts*. (Draft) Boston, 1975.

⁸⁷ Massachusetts, Chapter 807, Laws of 1975.

⁸⁸ Humphrey, Hubert. *A State Looks to the Future—"Minnesota Horizons."* Remarks in the Senate. *Congressional Record*, v. 121, February 21, 1975.

tlement patterns, the economy, physical environment, man-made environment, human environment, and government environment.

Other States are attempting to improve their capability to manage and understand the problems associated with growth by strengthening their planning capabilities and by reorganizing their governmental structure so as to integrate the various agencies that deal with growth-related matters. State planning structures and organization varies from State to State, but there is a trend toward utilizing the planning mechanism as an important part of the overall management of the State. The State planning office, usually attached to the Governor's office, will look increasingly to the line agencies for technical and functional planning, but will provide the policy direction for agency planning activities. The impetus for this trend in the use of planning is the growing recognition that:⁸⁹

The major issues that face state government today—economic recovery, growth management, environmental protection, energy, the provision of welfare, and other social services—cannot be completely understood or dealt with through precise delegation of authority within the functionally defined organization of government. These are complex problems that transcend all jurisdictional assignments within state government and among levels of government—federal, state, and local.

The emphasis will be on establishing a policy framework within which significant public and publicly funded developmental activity can be coordinated.

Since 1967, more than 30 States have reorganized their environmental functions; all of these functions are closely related to matters affecting growth and the consequences of growth.⁹⁰ Forty-two States have consolidated under one agency their air, water, and solid waste programs; five States continue to administer these programs separately; and three others have partially consolidated them. Florida continued this reorganization trend in 1975, through legislation which divides the State's environmental agencies into two major units.⁹¹ This restructuring was aimed at creating a "one-stop" permitting system and at putting water quality and water quantity functions into one unit. A review of recent State attempts to integrate and coordinate environmental programs, and the relationship of these attempts to growth management, led to the following general principles based on research findings:⁹²

Organizational consolidation is not equivalent to either program integration or coordination.

Organizational consolidation creates an environment which is favorable to program coordination generally and to integration and coordination among pollution control programs in particular. Within the limits to which the technique of organizational consolidation can be applied, consolidated environmental agencies are probably the best approach available to the States for this purpose.

There is an ideal type of consolidated environmental agency appropriate to all States. Other factors being equal, however, the little EPA and superagency organizational models appear preferable to health departments in most States.

Insofar as the choice between the little EPA and the superagency is concerned, the little EPA approach seems particularly well suited to those States which desire to give new emphasis and stature to their environmental efforts. As a general

⁸⁹ Wilson, Leonarl U., and L. V. Watkins. *State Planning: Problems and Promises*. State Government, v. XLVIII, Autumn, 1975: 240.

⁹⁰ Council of State Governments. *Integration and Coordination of State Environmental Programs*. Lexington, 1975. 161 p.

⁹¹ Florida, Chapter 75-22, Laws of 1975.

⁹² Council of State Governments, *op. cit.*, pp. 86-89.

rule, however, the environmental superagency is likely to prove the more enduring organizational form.

Program integration and coordination depend as much upon such factors as leadership and internal organizational structure as they do upon external form.

The adoption of nonorganizational, coordinative techniques is absolutely essential to the development of effective linkages among all environmentally related programs within the States, particularly between its major pollution control and development programs.

Nonorganizational techniques will be most effective when they are combined into a single system of complementary, coordinative devices which permit coordination to be pursued simultaneously through both central direction and mutual accommodation.

Growth management programs at the state level are inherently coordinative in concept. They will not be effective as coordinative mechanisms, however, until they are more closely tied to one another and to the major pollution control programs.

Growth management programs involve coordination at two distinct levels: policy-making and implementation. The requirements of these two different types of coordination suggest the need for differential coordinative strategies.

Local Government Capability

Strengthening the capability of local governments to deal with growth related problems is, to a great extent, the responsibility of State government. The proceedings of a National Conference on the State's Role in Strengthening Local Government Capabilities summarizes some of the questions that must be answered if the States are to successfully carry out this responsibility.⁹³ For example, local governments in over half the States receive more than 30 percent of their total revenues in the form of intergovernmental payments from the State. How could these financial resources be used to stimulate local government changes? Should States begin to use monetary rewards as an inducement for better performance at the local level? What kinds of technical assistance should the States provide, and through what mechanisms? How should States deal with substate regions? Should present State laws relating to the structure of local government be revised?

A number of States either provided for changes in local government organization or established procedures for a reexamination of local government in 1975. In South Carolina, the General Assembly implemented a 1973 constitutional amendment providing a framework of general laws for the operation of local governments.⁹⁴ The legislation strengthens county government by allowing counties to provide services which could previously be provided only by municipalities, and to establish special taxing districts to provide services to particular areas within the county. The new law provides five optional forms of government for counties and three for municipalities. It also provides that citizens can change their form of government after an interval of four years from the adoption of a particular alternative.

Montana adopted a new constitution in 1972 which, among other things, provided that every city, county, and incorporated town must undertake a "Voter Review Process" every ten years. In 1974, the Montana Legislature created a State Commission on Local Government and provided for the election in November 1974 of local government study commissions in each of Montana's 56 counties and 126 incorporated cities and towns. The 1975 Legislature outlined

⁹³ Pennsylvania. Department of Community Affairs. Report of the National Conference on The State's Role in Strengthening Local Government Capabilities. Harrisburg, 1975. 187 p.

⁹⁴ South Carolina, Ratification No. 396, Laws of 1975.

detailed procedures for these commissions, which will culminate in a vote by the electorate on the adoption of alternative forms of local government.⁹⁵

The State Commission on Local Government will allocate over \$1 million to the local commissions, which will be matched by city and county funds. In addition, the Commission will spend nearly \$1 million on providing technical assistance and support to the local commissions and on a review of State legislation in the area of local government. The local study commissions have an extremely wide range of options from which to choose, including self-government powers (home rule) or general government powers (Dillon rule), city-county and county-county consolidation, transfer of powers, and any form of county or municipal government known in the United States. Each study commission may decide by majority vote if it wishes to conduct a cooperative review with another municipal or county study commission. Study commissions may also pool financial resources, personnel, information, and expertise, without intending or aiming at any sort of joint proposal.⁹⁶

Two new State commissions were established in 1975 to review the operations of local government. The Hawaii legislature established a commission to develop a plan of organization for improved efficiency and effectiveness of State and county governments in Hawaii.⁹⁷ The commission will consider such issues as definition and limitation of administrative responsibility, services, activities, and functions of all State and county agencies; organization and distribution of all State and county financial powers, functions and responsibility; elimination of duplication and overlapping of services, activities and functions of a similar nature. In Wisconsin, a Governor's Commission on State-Local Relations and Financing Policy will review how the State and its local governments raise money, how they are accountable for spending it, and how State and local government work with one another.

PENDING ISSUES RELATED TO GOVERNMENT CAPABILITY

A review of 1975 activities relating to improving the capability of government to achieve balanced urban and rural growth reveals a long list of unresolved issues. It may be encouraging, however, that difficult questions are being asked, that the issues are being raised, because this may signal a new awareness of the complexities and interrelationships involved in governmental actions that affect growth. The costs of ignoring these relationships or of remaining blind to them have become increasingly clear. At the same time, it is becoming clear that the decisions and choices to be made are extremely difficult, that there are inherent conflicts in achieving all of the stated goals of a national growth policy. It is also increasingly clear that there is an institutional void at all levels of government for the delineation and resolution of these conflicts.

In this chapter, and in other chapters of this report, Congressional attempts to develop or implement national policies and to establish new policy procedures and mechanisms relating to environmental pro-

⁹⁵ Montana, Ch. 513, Laws of 1975.

⁹⁶ Harris, Dale A. *The Great Montana Experiment. Public Management*, v. 57, December 1975, 7-9.

⁹⁷ Hawaii, Act 148, Laws of 1975.

tection, forest resources, economic planning, science and technology, oceans, food, materials, energy, and land use have been described. All of these policy areas have implications for growth, and all of them are unresolved. Nowhere in the Federal government is there an institutional capacity for examining the relationships of these policy areas with one another, or the implications of each individual policy area for growth. For example, an energy policy that emphasizes the development of coal resources in certain areas of the West will affect the growth of these areas, and may also affect food production if agricultural lands are involved. A national forestry policy will affect the economic life—and therefore the growth—of communities in forested areas. It will also affect the costs of housing in urban areas. These relationships need to be identified and addressed before national policies are determined, not afterward. Yet, neither the Congress nor the Executive branch has any institutional mechanism for recognizing these frequently conflicting relationships.

In addition, there is presently no mechanism for dealing with the intergovernmental aspects of growth. In the absence of an explicit national growth policy, States and localities have been dealing on their own with these problems. Yet these efforts are frequently impeded or overridden by Federal actions which do not take into account the impact on State or local growth policies, or which may work at cross purposes with these policies. At the least, there should be a definite mechanism for incorporating State and local experiences and views into the biennial "President's National Growth Report."

The issues of revenue sharing and grant consolidation also continue. The impact of revenue sharing on the organizational and management capabilities of State and local governments is particularly relevant to the goal of improving government capability. In the view of one observer:⁹⁸

Some elements of the program stimulate improvements at the local and regional levels, while others support the jurisdictional status quo. There have been positive effects on citizen participation in the budgetary process, the equalization of fiscal disparities, and interlocal cooperation. The program has been less successful in encouraging more vigorous state revenue-raising efforts and in targeting funds to local governments having the greatest needs. It has often worked at cross-purposes with regional planning and review processes, as well as with organizations responsible for their conduct. The pending renewal of general revenue sharing will open a new chapter in the debate over governmental reform. Exclusion of limited purpose jurisdictions and removal of the 20 percent floor and 145 percent ceiling on local entitlements will likely receive particular attention as ways of providing more assistance to larger counties and municipalities. Yet, differences among the reformers themselves, probably political support for continuation of the program without basic changes, and philosophical resistance to attaching strings suggest that closer ties between general revenue sharing and government reform will be difficult to develop.

It is likely that efforts to overcome the fragmented nature of Federal assistance programs will continue through such methods as the Joint Funding Simplification Act (which should become operational in 1976) and through coordinative devices such as the Federal Regional Councils. None of these efforts to date have been entirely successful, but it is unlikely that there will be any fundamental restructuring of the system (through executive reorganization or major grant consolidations) in the near future.

⁹⁸ Stenberg, Carl W. Revenue Sharing and Governmental Reform. *Annals*, v. 419, May 1975: 50.

Federal efforts to improve State and local government capabilities may run into a wall of resistance if these efforts are viewed as intrusions upon the internal operations of these governmental units. The 701 planning program is under review in the Congress and in the Executive Branch, and its fate is uncertain. Programs aimed at improving the quality of State and local personnel or at setting standards for various aspects of personnel operations—e.g., labor relations and pension funds—may become embroiled in the increasing tensions between State and local managers and their employees.

The difficulties in developing governmental capability to deal with growth related problems at all levels of government were summed up in an assessment of the state-of-the-art of State policy management. This assessment, and the issues it raises, are equally applicable to the Federal and local levels: ⁹⁹

The need for stronger state policy management derives from growth in the size of state government, increasing public expectations regarding public services, increasing diversity of communities to be served, and increasing complexity of problems to be solved. The difficulties associated with developing and implementing such a system are embedded in the American political process. It would replace the current eclectic balancing act of decision making with needs analyses, goal projections, performance evaluations. The major stumbling block of state policy management, then, may be its inability to reconcile this very different mode of decision making with the self-interest of bureaucrats, politicians, and interest groups which perceive themselves as operating effectively within the current system.

The policy management process must support the development, adoption, implementation, evaluation, and amendment of overall state policies. No one has thus far succeeded in designing a mechanism capable of carrying out all of these functions.

Projections of goals and objectives, management information systems, work planning and control systems, performance and evaluation are all techniques used to increase the rationality, objectivity, efficiency, and effectiveness of governmental processes. But alone or in combination, they are still found lacking in their ability to marshal, coordinate, and focus state resources on multifaceted tasks. It could be that techniques and processes, no matter how well conceived and implemented, are no substitute for the will to act, and that the real service which policy management can provide is to identify and mobilize that will.

⁹⁹ Ru Bino, Richard G. State Policy Management: A Question of the Will To Act. Public Administration Review, v. 35, Special Issue, December 1975: 773-774.

CONCLUSION

In terms of major legislation, the 1975 record on national growth policy was not as significant as the 1974 record. Nothing as fundamental as the Housing and Community Development Act of 1974, the Congressional Budget and Impoundment Control Act, or the National Mass Transportation Assistance Act was adopted in 1975. In contrast, 1975 was more characterized by a number of relevant but less fundamental public policy improvements, which have been summarized in the introduction to this report and described in detail in the succeeding chapters. Attention during the year was concentrated on the state of the national economy, restraints in Federal spending, and evaluation of existing programs, rather than on the initiation of new efforts.

The scarcity of new legislation and new programs, however, does not mean that the issues surrounding the various elements of a national growth policy disappeared from the public policy arena in 1975. Rather, it may indicate a new awareness of the complexity and inter-relatedness of these issues, and the impact that resolution of the issues will have on the life of the Nation. It may be that experience with existing policies and a clearer understanding of the issues involved in trying to solve the intertwining energy, economic, and environmental problems reveal conflicts that our political institutions cannot handle. This may be the reason that the courts, which are more insulated from the electoral process, are now playing such a significant role in growth-related matters. The courts have not undertaken this role without protest, but they have undertaken it:

The complex economic, political, and social factors involved in this case are compelling evidence that resolution of the important housing and environmental issues raised here is exclusively the domain of the legislature. (*Construction Industry Ass'n of Sonoma County v. City of Petaluma*)

Zoning, as we have previously noted, is essentially a legislative act. Thus, it is quite anomalous that a court should be required to perform the tasks of a regional planner. To that end, we look to the Legislature to make appropriate changes in order to foster the development of programs designed to achieve sound regional planning. . . . Until the day comes when regional, rather than local, governmental units can make such determinations, the courts must assess the reasonableness of what the locality has done. (*Bercenson v. Town of New Castle*)

Turnarounds in the demographic and economic trends in 1975 justified a new sense of caution in adopting public policies that have significant impacts on growth, a new awareness of the complexities and interrelationships involved in governmental actions that affect growth. The costs of ignoring these relationships or of remaining blind to them have become increasingly clear. It is also increasingly clear that there is an institutional void at all levels of government for the resolution of these conflicting relationships.

Legislation to establish new national growth and development institutions did not make much progress in 1974 or 1975. However, if the new national awareness of the results of non-policies or conflicting, unorchestrated policies should lead to support for the creation of such national machinery, some of the specifications that would be needed have been proposed to the Congress. Furthermore, some elements are already in place, and need only to be fully implemented:¹

Members of Congress and the Congressional leadership exhibit an increasing awareness of the need to set goals, to have a view that stretches beyond the re-election cycle, to foresee problems that will be upon us before we sometimes care to think, and to establish ways to design and coordinate Federal policy and activities in a more rational, coherent way in both the executive branch and in the Congress. Statutory requirements for a Presidential report on national growth, creation of the Congressional Budget Office and the Office of Technology Assessment, expansion of the policy analysis capabilities of the Congressional Research Service and the General Accounting Office, legislative reorganization efforts—including the new congressional budget process—that mandates a futures orientation, the creation of an Advisory Committee on Balanced National Growth and Development, Senator Javits' bill to establish a Congressional Office of Regulatory Policy Oversight which would be charged with coordinating, modernizing and planning national regulatory policy, and the proposed Balanced Growth and Economic Planning Act which Senator Javits and I introduced in 1975 all show that national planning is no longer taboo on Capitol Hill.

During 1975, the Balanced Growth and Economic Planning Act (S. 1795) served as a focus for a national debate over the role of the Federal government in national economic planning, and represented the primary legislative vehicle for establishing national growth and development institutions. If enacted, this bill would establish procedures within Congress and the Executive Branch to formulate long-term national economic goals and to recommend policies that will match goals and resources. The new procedures would result in a national economic plan that will be developed with full participation by the Executive Branch, the Congress, State and local officials, and private citizens. The plan will establish long-term economic objectives, paying particular attention to the attainment of the goals of full employment, price stability, balanced economic growth, an equitable distribution of income, efficient utilization of private and public resources, balanced regional and urban development, stable international relations, and meeting essential national needs in various sectors of the economy.

Such proposals, as well as the report of the U.S. Advisory Committee on National Growth Policy Processes, which is expected to be released in 1976, will undoubtedly keep the issue of national growth policy development before the Nation. Policymakers will always be faced with the necessity to make increasingly significant and difficult choices and tradeoffs in the next few years “. . . between growth and stability, between individual free choice and common good, between technology and social responsibility, between economic needs and environmental protection, between urban and rural, between the old and new and between national and local goals.”²

In addition to proposals for Federal institutional reform, and following the subject order of the chapters in this report, growth-realted

¹ Humphrey, Hubert H. National Policy Planning: Roosevelt to Nixon. Remarks in the Senate. Congressional Record [daily ed.], v. 122, March 1, 1976: S2538.

² Humphrey, Hubert H. The Balanced National Growth and Development Act of 1974. Remarks in the Senate. Congressional Record [daily ed.], v. 120, February 25, 1974: S2105.

issues in 1976 and beyond will include continued experimentation as policymakers try to develop politically acceptable governmental decision-making machinery that is capable of providing adequate services and managing growth at the areawide level, both in metropolitan areas and in sparsely settled multi-county rural areas. The executive branch, the Congress, the States, local governments, and even the courts are likely to play a role in determining whether there will be a proliferation of single purpose areawide agencies or the creation of a single, comprehensive regional agency. Congress is currently wrestling with the functions, powers, and need for proposed areawide agencies concerned with clear air and solid waste, with a more coordinated transportation policy, and with the future of commuter railroads. The various branches and levels of government also continue to be concerned with open access to housing in metropolitan areas. Presidential directives to the contrary, more uniform Federal planning assistance and performance requirements continues to be an elusive objective.

While economic development programs for depressed areas continue to be extended, the effectiveness of a number of these programs has been questioned. Proposals for rural revenue sharing and the phasing out or alteration of existing aid programs have been made.

The unforeseen and unanticipated surge of growth in certain rural areas will pose new problems both for the in-migrants to these areas and for the natives of the area. On the one hand, this new phenomenon may bring welcome new economic vitality into previously declining regions. On the other hand, unless adequate plans are made for directing and guiding this growth both the new residents and the natives may be plagued by the problems of our older urban areas.

At the same time, the recently documented rise of certain regions of the Nation—especially the “sunbelt” States—at the expense of the older Northeast and Midwestern industrial regions will pose a host of questions for policymakers. These growth patterns have been affected to some extent by undirected Federal activities ranging from the location of defense installations to the national highway program. Should the Federal government, therefore, take actions to deal with these regional shifts of power, such as directing Federal expenditures on the basis of regional needs?

The condition of the national economy was a major concern of the Congress and of the Nation in 1975. The issue of how best to restore economic growth and overcome unemployment without increasing inflationary pressures will undoubtedly continue to be debated in 1976. Specifically at issue will be the role of the Federal government and that of private industry, public service jobs versus public works programs, and the fate of the proposed program of countercyclical grants to State and local governments.

Implementation and funding of HUD's Community Development block grant program is being watched closely, as is the financially troubled new communities program. Some of the issues under consideration in the Community Development program are: Are specific congressional goals being addressed by localities? If not, does this necessitate the refunding of specific categorical programs consolidated into the block grant mechanism? Is adequate provision made for citizen participation and is sufficient priority being given to low income persons? Added to these carry over issues is a search for ways

to conserve the investments already made in the Nation's cities. While the fiscal crisis of New York City was temporarily averted, large questions remained about the growing fiscal difficulties of other cities.

As the Federal Government continues to pursue its housing goals, a number of issues for providing shelter remain unresolved. Among these are the questions of subsidies for low-income versus moderate-income families, supporting new housing versus promoting conservation of the old stock, and providing production subsidies to owners versus cash assistance to families. At the same time, challenges exist in ensuring the proper administration of housing assistance programs and in fashioning an effective link between housing and the process of community development. In addition to possessing a stock of substandard or deteriorating units, cities continue to experience abandonment of residential units. Finally, the potential for urban homesteading had not been fully assessed. In addition, the need for financial institution reform to aid mortgage lending institutions was recognized as was the concern for pricing moderate income housing home buyers out of the market.

The effects of the Arab oil embargo, and the major energy policy issues that it highlighted, continued to be felt in 1975 in the form of continuing high inflation and attendant rises in unemployment, cutbacks in production in some areas, and drastically higher capital costs for expansion of all types of facilities. Despite the passage of the Energy Policy and Conservation Act of 1975, a number of issues with regard to energy remain to be resolved. For example, should energy development take precedence over the preservation of environmental quality in coastal areas and mountain areas of the west? Can these two objectives be reconciled without undue economic consequences? What role should the Federal government play in easing the impact of growth in areas adjacent to new energy development installations? What direction should Federal energy research and development programs take: should emphasis be placed on conservation; on developing alternate sources of energy such as solar or wind power; or on nuclear power generation?

In addition to these energy related questions, most of the other major issues in environmental improvement—water quality, strip mining controls, solid waste, among others—will be subject to a continuing debate. The complexity of the air pollution problem and the delay in automobile emission reduction deadlines are generating debate over how great a role land use and transportation controls should play in meeting and maintaining national ambient air quality standards, and whether or not the Clean Air Act should be amended to clarify this role. Rejection by the Congress of support for major new State land use planning assistance made future Federal programs uncertain, but likely to come up for consideration in the future. Expiration of the Noise Control Act of 1972 will require either extension or modification of Federal policies and programs in this area.

Finally, the question of how best to organize government and establish procedures so that the interrelated problems of growth can be understood and managed will continue to be an issue. Congressional attempts in 1975 to develop or implement national policies and to establish new policy procedures and mechanisms relating to environmental protection, forest resources, economic planning, science and

technology, oceans, food, materials, energy, and land use are described in this report. All of these have implications for growth, and all of them are unresolved. Nowhere in the Federal government is there an institutional capacity for examining the relationships of these developing policy areas with one another, or the implications of each individual policy area for growth. These relationships need to be identified and addressed before national policies are determined, not afterward. Yet, neither the Congress nor the Executive branch has any institutional mechanism for recognizing and reconciling these frequently conflicting relationships.

In addition, there is no mechanism for dealing with the intergovernmental aspects of growth. In the absence of an explicit national growth policy, States and localities are dealing on their own with growth-related problems, some of which result from non-directed Federal activities. New intergovernmental mechanisms may be needed for formulating growth policy, and for coordinating Federal, State and local activities so that they are supportive of one another. Diminished Federal support for comprehensive planning and management activities at the State and local levels (through the 701 and Intergovernmental Personnel Act programs) may further undercut the abilities of these governments to deal with growth-related problems.

It is most unusual for a national weekly news magazine to devote space to such fundamental and long term issues as growth policy. Business Week, however, in reviewing national and regional patterns of growth and development in recent years showed none of the timidity that characterizes Federal pronouncements in appraising the impact that new national policies, programs and payrolls have had, both hidden and overt, on national growth and development. Business Week recommendations went far beyond the actual policy initiative initiated by the national government in 1975 with recommendations along the following lines:³

Federal government policy's uneven impact on the various regions must be revised and redirected to ward slow-growth areas.

The North and Far West must cut back selected services and slim their fiscal profile.

The entire fabric of State-local relationships may have to be altered.

Renewed emphasis will have to be placed on equalization of economic opportunity.

Federalization and greater standardization of welfare should be pressed.

The tax code should be changed to provide a better balance of incentives between home ownership and renting and between new and existing structures.

Environmental constraints in the Northwest must be selectively eased and the pressures to do this should not be resisted.

All in all, 1975 might best be characterized as a year in which no final answers to the issues raised in dealing with national growth and its impacts were forthcoming, but in which basic questions were raised in a variety of areas which relate to these issues. If the first step in the solution of our problems is the recognition, definition, and understanding of these problems, then 1975 may have paved the way for the development of national growth policies and national institutions to monitor and implement these policies.

³ The Second War Between the States. Business Week, May 17, 1976: 112-113.

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

Housing and Urban Development Act of 1970.

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

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 undersirable 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.

Supplementary reports, transmittal to Congress. Advisory board, establishment.

(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.

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

(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.

Report to Congress.

PLANNING ASSISTANCE

(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.

Report to Congress.

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 informa-

Report to Congress.

tion 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.

GOVERNMENT SERVICES

Report to
Congress.

(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.

FINANCIAL ASSISTANCE

Report to
Congress.

(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.

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 1975. 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. Comparative analysis of the cost of providing public services by size of local government units. Kansas State University. (A. Biere, Agricultural Experiment Station, Anderson Hall, Manhattan, Kans. 66502).

Compile cost data on providing public services by local government units, estimate economies of size, identify least cost size units for each public service, develop measures of quality for public services, and develop decision models for selecting the level, mix and organization of public services.

———. Economic effects of use value assessment on land use patterns. Michigan State University. (R. Barlowe, Agricultural Experiment Station, New Administration Building, East Lansing, Mich. 48823).

Interrelationship of land value assessments, property tax levies, and changing land use patterns will be studied for areas in two SMSA counties and a county which has experienced limited population growth.

———. Employment and income effects of investments in natural resources in Georgia. University of Georgia. (W. R. Kerns, Agricultural Experiment Station, Athens, Ga. 30601).

Estimate the changes in economic activity associated with a natural resource investment in PL 566 small watershed projects, rivers and harbors projects, private developments and others as appropriate.

U.S. Department of Agriculture. Cooperative State Research Service. Impact of rapid population growth on housing and public services in rural community. Michigan State University. (P. Gladhart, School of Human Ecology, New Administration Building, East Lansing, Mich. 48823).

The key limiting services that constrain community response to change will be identified based upon projected needs and resources. Alternative courses of community action will be outlined together with the probable consequences of each in terms of benefits, costs and incidence.

———. Monitoring balanced growth: toward an integrated profile of development indicators for the State of Maine. University of Maine. (D. A. Watkins, Agricultural Experiment Station, 36 Winslow Hall, Orono, Me. 04473).

This study will involve initially the design, administration, and interpretation of interview data from public policy makers in an effort to sketch a "problem and opportunity profile" for the State of Maine.

- _____. Natural resource policies and planning for rural development. Michigan State University. (D. Bronstein, Agricultural Experiment Station, New Administration Building, East Lansing, Mich. 48823).
- Work is continuing on the use of water and sewage permits to control land development with specific emphasis on the New York experience. The study started last year on unitization of development rights has concluded that such a scheme is legally feasible and a computer simulation model of its operation is planned.
- _____. Natural resource policies and planning for rural development. Pennsylvania State University. (D. J. Epp, Agricultural Experiment Station, 201 Shields Building, University Park, Penn. 16802).
- Alternative planning and/or policy systems will be sought out and evaluated with respect to their possible adoption within the region. Natural resource use policies which affect selected socioeconomic-cultural groupings will be described and compared with the natural resource values of these groups.
- _____. Natural resource policies and planning for rural development. Rutgers the State University. (W. L. Park, Agricultural Experiment Station, Old Queens Building, New Brunswick, N.J. 08903).
- NR use policies will be identified and described as to land use planning preservation of agricultural land, encouragement of industrial development, environmental quality control, etc.
- _____. Population growth, land use planning and resident satisfaction. Montana State University. (P. C. Jobs, Agricultural Experiment Station, Bozeman, Mont. 59715).
- Assess attitudes of Bozeman citizens regarding growth of Bozeman; land use controls; satisfaction with the community.
- U.S. Department of Agriculture. Cooperative State Research Service. Regional income and employment effects of investments in natural resources. University of Arkansas. (J. M. Redfern, Agricultural Experiment Station, Fayetteville, Ark. 72701).
- A case study of particular kinds and amounts of investments will be made to estimate local and regional effects of the investments upon composition of economic activity, employment, total income, and distribution of income and other economic indices.
- _____. Suburbanization of land-use patterns. University of Connecticut. (R.L. Leonard, Agricultural Experiment Station, Storrs, Conn. 06268).
- Related the effects of zoning actions on residential, commercial, agriculture, and industrial development and to changes in local public finances. Estimate how changes in zoning regulations will contribute to alternative patterns of development and community improvements.
- U.S. Department of Commerce. Economic Development Administration. Economic growth and minority groups. State University of Florida Systems. (P.G. Haworth, School of Arts and Sciences, 205 Wildwood Drive, Tallahassee, Fla. 32306).
- A theoretical discussion of the likely effects of economic growth on the distribution of income; A detailed analysis of the economic status of women and their role in the economic development of various regions of the U.S.; A national conference of policymakers and experts in the areas of discrimination and growth.
- _____. Harvard program on regional and urban economics. Harvard University. (J.F. Kain, School of Arts and Sciences, Cambridge, Mass. 02138).
- Will focus on: the economic development of low income and depressed regions and the determinants of migration; the determinants of interregional and intra-metropolitan industry location; the causes of low income and high unemployment of ghetto residents and the evaluation of alternative policies for reducing these disparities; the elements of a national growth strategy.
- _____. Multiregional general equilibrium Federal policy substitutions modeling. National Bureau of Economics Research, Inc. (S. P. Dresch, New Haven, Conn. 06510).
- Development of a closed, general equilibrium model of the U.S. economy capable of identifying the differential effects of alternative federal policies, at both the national and regional levels, in highly disaggregated dimensions, e.g. output and employment by industry, employment by occupation, capital requirements, effluent generation, and basic material (including energy) requirements.

U.S. Department of Health, Education and Welfare. Public Health Service. Efficiency aspects of urban size—the federal impact. Oberlin College. (D. Segal, School of Arts, Hilltop Drive, Oberlin, Ohio 44074).

The purpose is to discover whether the market mechanism allocates people and firms to cities which benefit most from them in efficiency terms, or whether an alternative migratory flow of labor and capital, prodded by the Federal Government, would be economically more attractive.

———. Population—policy linkages in cities and suburbs. State University of Florida System. (T. R. Dye, School of Social Sciences, 205 Wildwood Drive, Tallahassee, Fla. 32306).

Proposes to examine the linkages between population growth, composition, and change, and the public policies of municipal governments in cities and suburbs of metropolitan areas of the United States.

U.S. Department of Housing and Urban Development. A major examination of the legal and administrative procedures involved in urban growth and land-use management. U.S. Department of Housing and Urban Development. (Office of Policy Development and Research, Washington, D.C. 20410).

The general education of the legal profession with the expectation that a better understanding of the basic legal and institutional underpinnings of the urban growth process will serve to strengthen legislative, judicial and governmental decision-making.

———. Stimulation of inter-area migration for policy evaluation. Massachusetts Institute of Technology. (S. Weitz, Joint Center for Urban Studies, 66 Church Street, Cambridge, Mass. 02139).

To provide detail in three kinds of analytical work—state and local planning, analysis of neighborhoods and intra-metropolitan mobility, and national studies.

———. Urban growth pattern research. U.S. Energy Research and Development Administration. (S. Weitz, Washington, D.C. 20545).

Evaluate national urban growth patterns to determine the principal factors affecting the patterns and recommend alternative strategies to modify or direct urban growth.

U.S. Department of the Interior. Office of Water Resource and Technology. Social impact of water resource development projects and their implications for urban and rural development—a post audit analysis. Utah State University. (W. H. Andrews, Institute for Social Science Research, Main Building, Office 104, Logan, Utah 84321).

Major social changes occurred in the area both in agriculture and in urbanization. These changes were implemented by the water resource and it has had significant impact on location on the growing population as well as on aesthetic and recreational aspects. The study also explored methodology for studying post audit social impact analysis.

U.S. Department of Transportation. System Development and Technology Office. Integrated analysis of small cities' intercity transportation to facilitate the achievement of regional goals. Iowa State University of Science and Technology. (R. L. Carstens, Engineering Research Institute, Beardshear Hall, Ames, Ia. 50010).

To determine the conditions that must be attained, through a mix of transportation planning, regulation, 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.

———. Urban Mass Transportation Administration. Effects of alternative metropolitan development. U.S. Department of Transportation. (Office of Environmental Safety, Washington, D.C. 20590).

To assemble and analyze existing knowledge about how (1) metropolitan development patterns affect economic costs, environmental quality and natural resource consumption; (2) how these development patterns are affected by varying transportation policies and programs and by other Federal, State and local government programs, policies and regulations.

U.S. Environmental Protection Agency. Office of Research and Development. Promoting environmental quality through urban planning and controls: University of North Carolina. (E. J. Kaiser, Center for Urban and Regional Studies, Chapel Hill, N.C. 27515).

Purpose is to summarize the nature of the urban planning and development control systems of the 1960's; assess the capacity of these systems to incorporate the increasing professional and citizen concern for these goals; and suggest research priorities and strategies to begin closing critical gaps in our knowledge and to evaluate alternative planning and control systems.

U.S. National Science Foundation. Division of Advanced Environmental Research and Technology. Defining the Constitutional issues of growth management. University of North Carolina. (D. R. Godschalk, Center for Urban and Regional Studies, Chapel Hill, N.C. 27515).

Will thoroughly analyze growth management Constitutional issues and will formulate planning guidelines to facilitate design of growth management programs which conform with Constitutional principles.

— Design and management of rural ecosystems. Michigan State University. (H. E. Koenig, School of Engineering, Engineering Building, East Lansing, Mich. 48824).

Analysis procedures (including computer based data processing systems, where appropriate) will be developed through which the tradeoffs in physical and human resource requirements and economic costs of production can be evaluated in relationship to the ecological and physical environment, alternative food calorie structures (mix of agricultural products), and alternative physical and technical organizations (scale, technology, spatial diversification) of regional production systems.

— Economic, environmental, natural resources, and social effects associated with alternative metropolitan area development patterns. U.S. Executive Office of the President. (E. H. Clark, Council on Environmental Quality, 722 Jackson Place, N.W., Washington, D.C. 20006.)

To enumerate, analyze and quantify (1) economic, fiscal, environmental, energy (and other natural resource), and social effects of alternative metropolitan area development patterns, and (2) way in which those patterns are influenced by alternative transportation systems and other governmental programs.

— The interaction between urbanization and land—quality and quantity in environmental planning and design. Harvard University. (C. F. Steinitz, School of Design, Cambridge, Mass. 02138).

The development of a series of major model components which analyze the process of urban development in a region, the social, fiscal and environmental evaluation of those changes and the legal constraints upon them.

— Techniques for increasing project scale and improving land use balance in the urbanization process. Urban Land Institute. (D. E. Priest, 1200 18th Street, N.W., Washington, D.C. 20036).

Examine the benefits and costs of project scale and land use balance with emphasis on environmental quality. Existing mechanisms used by local government to control growth will then be reviewed to identify those elements that encourage adequate scale and balance in land development projects and those elements which do not.

— Division of Social Sciences. Growth and location within a metropolitan economy. Massachusetts Institute of Technology. (J. Rothenberg, School of Humanities, 77 Massachusetts Avenue, Cambridge, Mass. 02139).

Major classes of policies to be considered include: revenue sharing, jurisdictional consolidation or decentralization; manpower training or education; land use controls or zoning; particular forms of industrial promotion and urban redevelopment; and investment in transportation and other forms of urban infrastructure.

— Integrated national and regional econometric models. Cornell University. (T. Liu, School of Arts, Ithaca, N.Y. 14850).

To develop integrated national and state econometric models in order to study the interactions that exist between these levels of the economy and as a tool for forecasting and for policy planning and evaluation.

— Urban and regional development. University of California. (W. Alonso, School of Environmental Design, Campus Research Office, 250 Sproul Hall, Berkeley, Calif. 94720).

Deals with the distribution of population and economic activities, interactions in the system by migration, communication, and transportation, and the interplay of sectoral evolution with geographic evolution.

CHAPTER I. EFFECTIVE AREA-WIDE PLANNING AND DELIVERY OF SERVICES

Metropolitan Areas (General)

U.S. Department of Housing and Urban Development. Metropolitan scale management of urban development. Metropolitan Council of Twin Cities. (K. Kenney, 7th and Robert Street, St. Paul, Minn. 55101).

Research and demonstration effort utilizing regional capital improvements programming as an implementation device in metropolitan scale management urban development.

———. Oriented metropolitan governments. National Academy of Public Administration. (R. Robinson, 1225 Connecticut Avenue, N. W., Washington, D.C. 20036).

Detailed design of a neighborhood-oriented metropolitan government in a specific area.

U. S. National Science Foundation. Division of Social Sciences. Intrametropolitan industrial location—a heterogeneous labor approach. Washington University. (N. E. Weiss, Graduate School, Brookings 220, Box 1094, St. Louis, Mo. 63130).

Hypothesis concerning dynamic locational forces encouraging the suburbanization of residences are tested by using the detailed information on residential locations and manufacturing employment location for St. Louis.

———. Metropolitan structure and change in the Rochester region. University of Rochester. (A. D. Hunter, School of Arts, 142 Administration Building, Rochester, N. Y. 14627).

Restudies three locales in the Rochester region—an inner city neighborhood, a suburb, and a small town—representing three different “functional niches” in Rochester’s metropolitan structure.

Education: Planning, Quality, Desegregation

U.S. Department of Agriculture. Cooperative State Research Service. An economic analysis of common schooling emphasizing nonmetropolitan areas of Washington. Washington State University. (D. W. Holland, Agricultural Experiment Station, Pullman, Wash. 99163).

Measure the inequality of educational service among school districts and socioeconomic groups in Washington; determine the degree to which variation in educational service is a function of local, state, and federal revenue patterns; examine the relationship between wealth and common school spending; examine the effect of population density and distribution in determining optimal school size and location.

U. S. Department of Health, Education and Welfare. National Institute of Education. An analysis of needs assessment techniques for educational planning at state, intermediate, and district levels. Alameda County School Department. (B.R. Witkin, 224 W. Winston Avenue, Hayward, Calif. 94544).

To analyze and interpret the state of the art of needs assessment techniques for educational planning, and to provide visibility to those current models, procedures, and instruments which hold promise for facilitating such planning, and to those which might impede or confound the planning.

———. A comparative study of quality integrated education. Columbia University. (E. W. Gordon, School of Education, 118 Main Hall, New York, N. Y. 10027).

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.

———. Economic analysis of the investment in education. University of Chicago. (T. W. Schultz, School of Social Science, 5801 S. Ellis Avenue, Chicago, Ill. 60637).

Deals with the allocation of private and public resources to education and with the unsettled social question of the effects of education upon the distribution of personal income.

———. Feasibility: extending East Hartford parents’ choice of schools. East Hartford Board of Education. (F. Klein, 110 Long Hill Drive, Hartford, Conn. 06108).

The district will explore the expansion of its own enrollment and transportation policies and study the feasibility of developing and testing vouchers.

U.S. Department of Health, Education and Welfare. National Institute of Education. Identification of appropriate models of cost reduction (capital and manpower) and specific application using a local decisionmaking process. Lincoln Sudbury Regional School District. (H. M. Morgan, 55 Chapel Street, Newton, Mass. 02160).

Placing a local, elected school board in a research role in which it would first collect, review, and analyze models of cost reduction in the fields of education and industry.

- . Interstate compact of state education agencies on utilization of research and development products and practices. State Department of Public Instruction. (V. Valletta, 3053 Wycliffe Road, Raleigh, N.C. 27607).
- The development of more coherent Federal-State dissemination relationships in building and monitoring of information systems, consumer information and access to information products.
- . Legal accountability of public school educators for providing a minimum standard of professional services. Center for New Schools, Inc. (J. Elson, 431 S. Dearborn Street, Chicago, Ill. 60605).
- To analyze alternative approaches to holding public school educators legally accountable to minimum standards of professional performance, to develop a legal-pedagogical strategy to achieve such accountability, and to discover what the problems and the consequences are of attempting to implement that strategy.
- . Legal implication of compulsory education. Massachusetts Center for Public International Law. (W. F. Aikman, 1 Melrose Street, Boston, Mass. 02116).
- Assess the likely legal ramifications of any substantial modification, including the possibility of outright repeal, of the laws requiring compulsory attendance.
- . Model legislative and administrative standards for ensuring high quality education. Lawyers Committee for Civil Rights. (D. M. Schember, 733 15th Street, N.W., Suite 1035, Washington, D.C. 20005).
- 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.
- . Rhode Island Education Information Center. State Department of Education. (K. P. Mellor, 25 Hayes Street, Providence, R.I. 02908).
- To assist in helping local educators identify critical educational needs, search for alternative solutions to those needs, and develop and install proven or promising programs which best meet the needs of local educators.
- U.S. Department of Health, Education and Welfare. Public Health Services. School busing—a determinant of residential migration. University of North Carolina. (J. D. Lord, Undergraduate School, Highway 49 N., Charlotte, N.C. 28205).
- To determine the impact of pupil assignment plans and "busing" on residential migration with the Charlotte-Mecklenburg, N.C. school system.
- . National Institute of Education. The social impact of school desegregation. Claremont College. (C. H. Rossell, Undergraduate School, Claremont, Calif. 91711).
- A computer assisted, statistical analysis of 110 communities in the United States. We want to know how much school desegregation is possible before it becomes counter productive and in what kinds of communities it "works."
- . The Southwestern schools today: Mexican Americans and the distribution of educational resources. Our Lady of the Lake College. (T. A. Arciniega, Graduate School, 411 S.W. 24th Street, San Antonio, Tex. 78207).
- Brings together academicians in the fields of educational administration, sociology and economics in a study of equal educational opportunity for Mexican Americans in the five Southwestern states.
- . State constitutionally mandated education standards and their relationship to equitable, efficient and effective provision of education (abbrev). Lawyers Committee for Civil Rights. (D.C. Long, 733 15th Street, N.W. Suite 1035, Washington, D.C. 20005).
- Collect and categorize for each of the fifty states both the constitutional provisions relating to the provision of education services and the legislative and administrative interpretations given those constitutional provisions.
- . A study of educational resource allocation in a major urban school district: the case of Washington, D.C. District of Columbia Citizens Education. (A. B. Harrison, 95 M Street, S.W., Washington, D.C. 20004).
- Explore the impact on public school operations of judicially and legislatively mandated intradistrict equalization of educational resources.
- . Division of Social Sciences. Segregation and differentiation—city-suburb contrasts. University of Massachusetts. (T. L. Vanvaley, Graduate School, Amherst, Mass. 01002).

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 casual linkages between residential segregation and black-white educational, occupational, and income differentials.

Health Services

U.S. Department of Health, Education, and Welfare. Public Health Service. California's new mental health law—longitudinal study ENKI Corporation. (A. H. Urmer, 9015 Fullbright, Chatsworth, Calif. 91355).

Evaluate the influence of the Lanterman-Petris-Short Act on the development of community mental health services and the procedures for treating individuals denied hospitalization.

— Legislative change and rural/urban mental health delivery systems. State University of Florida System. (L. C. Leasy, School of Social Sciences, 205 Wildwood Drive, Tallahassee, Fla. 32206).

To describe effects of the Florida Mental Health Act on the community mental health service delivery system in seven rural counties and one urban county. The Act, which became effective on July 1, 1972, emphasizes: provision of community-based resources for care and treatment of the mentally ill; rights of patients.

— Mental health manpower development in Virginia. State Department of Mental Health. (P.O. Box 1797, Richmond, Va. 23214).

To develop and begin implementation of a program for a comprehensive system of mental health manpower development to meet existing and future service delivery needs at local, regional and state levels within the Commonwealth of Virginia.

— Cost—effect—potential of a new MIC health care team. University of Mississippi. (M. C. Meglen, School of Medicine, 2500 N. State Street, Jackson, Miss. 39216).

To demonstrate and evaluate the cost, utilization and effectiveness of health care provided to low-income patients by MCH care team based at the University Medical Center and in outreach services in urban and rural communities.

— Federal program implementation in selected states. University of Michigan. (G. D. Greenberg, School of Literature, Science and the Arts, Ann Arbor, Mich. 48104).

An in depth analysis in Michigan, Pennsylvania, and Alabama of political and structural factors which lead to differences in the implementation, administration and results of maternal and child health programs and in the use of budget flexibility provided in the block grant created under the partnership for health program in 1966.

— Health policy. University of Chicago. (O. W. Anderson, School of Business Administration, 5720 South Woodlawn Avenue, Chicago, Ill. 60637).

Studies of access to health services, utilization of health services, organization and staffing patterns in hospitals, international studies of health insurance schemes, utilization and staffing policies, and related issues.

— Implications of health department hospital mergers. University of California. (W. Shonick, School of Public Health, 405 Hilgard Avenue, Los Angeles, Calif. 90024).

This study is prompted by the functional reorganizations and mergers between the local health department and the public hospital which have occurred in recent years in several large urban areas, ostensibly as a response to needs of the poor for more and better primary medical care.

— Local administrative effects of Federal health grants, Swarthmore College. (D. G. Smith, Graduate School, Swarthmore, Penn. 19081).

To inventory the perceived effects of Federal health grants on the administrative procedures, the program priorities, and the relations between health providers (especially grants recipients) in the Greater Delaware Valley Region; and to assess the significance of these findings for grants policy, regionalization, and prospective regulation of health providers.

— Primary health care study program. University of California. (A. W. Parker, School of Public Health, Berkeley, Calif. 94720).

The exploration of the relationship between organization and performance in primary health care. The study question is: "What organization variables are related to a high level of performance?"

- Regional allocation of high cost health services. University of Pittsburgh. (H. Wolfe, School of Engineering and Applied Science, 4200 5th Avenue, Pittsburgh, Penn. 15260).
- As health planning agencies become more influential and sophisticated, there arises a strong need to have available quantitative approaches to regional allocation problems.
- Research to increase health services to children. University of Colorado. (H. K. Silver, School of Medicine, 4200 E. 9th Avenue, Denver, Colo. 80220).
- Evaluating the potential and capability of nonphysician health personnel (child health associates) to serve as providers of comprehensive health care to children.
- Study of impact of national economic conditions on health care of the poor (health status). Meharry Medical College. (L. Revo, School of Medicine, 1005 18th Avenue, N., Nashville, Tenn. 37208).
- A comparative analysis of information on incidence of acute and chronic conditions and other health status related measures for periods of relative economic stability and for similar information recorded during more recent periods of economic instability.
- Study of impact of national economic conditions on health care of the poor (insurance coverage). Battelle Memorial Institute. (K. McCaffree, P.O. Box 999, Richland, Wash. 99352).
- Analyze the nature and extent of impact which an accelerated rate of unemployment has on the health insurance coverage of labor force members in the United States. Alternatives for providing relief to those unemployed who have lost health insurance coverage will be evaluated.
- Study of impact of national economic conditions on health care of the poor (provider rationing). Rhode Island Health Service, Inc. (O. Thornberry, 40 Fountain Street, Providence, R.I. 02903).
- Perform an analysis of hospital admissions by selected socio-economic characteristics of the patient mix, diagnostic mix, and source of payment in order to partially assess the possibility of increased rationing of admissions in terms of patient ability-to-pay.
- Study of impact of national economic conditions on health care of the poor (public financing). Urban Institute. (J. Holahan, 2100 M Street, N.W., Washington, D.C. 20036).
- Quantitatively assess the impact of rapidly rising rates of inflation and unemployment on the financial position of State and local governments as it relates to the financing of health services, institutions, and the population using these services.
- Study of impact of national economic conditions on the health care of the poor (utilization). Columbia University. (A. Ginsberg, Graduate School, 109 Low Memorial Library, New York, N.Y. 10027).
- Assess the impact of accelerated rates of inflation and unemployment on changes in the scope and characteristics of hospital based ambulatory care utilization.
- A study of the impact of Federal health policy. Yale University. (G. A. Silver, School of Medicine, 333 Cedar Street, New Haven, Conn. 06510).
- This continuing study of the impact of Federal child health policy on states now includes Connecticut and Vermont. The effort includes the review of Congressional intent, Executive Branch regulations, state reactions.
- Systems design. Johns Hopkins University. (M. L. Peterson, School of Public Health, 615 N. Wolfe, Baltimore, Md. 21205).
- Assessment of quality, utilization, and economics of primary care and how consumer, provider, management, and structural factors, as well as sources, methods, and levels of payment influence the results.
- The impact of changed Federal funding on MCH services. University of Pittsburgh. (E. R. Schlesinger, School of Public Health, 4200 5th Avenue, Pittsburgh, Penn. 15260).
- Examine the processes involved in planning for the change at the Federal, State, and local levels; the manner and extent of the resulting change in the delivery of health services; the extent and manner of funding of special projects under formula grants; and the impact of the shift on retention, recruitment, and morale of staff in anticipation of the shift and following the shift.
- U.S. Department of Health, Education and Welfare. Public Health Service. Exploratory studies for cancer research. University of Louisville. (C. Moore, School of Medicine, 101 W. Chestnut, Louisville, Ky. 40202).

To develop a comprehensive plan for the development of a regional Cancer Center in Louisville. The plan will include the development of an effective administrative organization and the securing of the necessary financial base.

U.S. National Science Foundation. Division of Social System and Human Resource. Evaluating the organization of service delivery—public health. Spectrum Research, Incorporated. (P. Odonoghue, 789 Sherman, Suite 500, Denver, Colo. 80203).

Investigate the relationships between the characteristics of metropolitan areas and the organization and performance of their public health delivery system.

Office of Experiment R and D Incentives. Evaluation of a program of experience and information transfer related to the model committee staff program in health. Georgetown University. (D. G. Herzberg, Graduate School, 3800 Reservoir Road, N.W., Washington, D.C. 20007).

This MCSP program would place two full-time staff assistants and an intern in standing health committees in eight state legislatures. The Georgetown University evaluation will measure the results of this program in terms of legislative process, and structural impacts on the legislatures.

Housing Access

U.S. Department of Health, Education and Welfare. Public Health Service. Income and racial mix in a housing development. Boston College. (M. A. Fried, School of Arts and Sciences, 140 Commonwealth, Chestnut Hill, Mass. 02167).

The study of income and racial mix in a housing development is designed to examine the intricacies of the patterns of social interaction that emerge in integrated housing.

U.S. Department of Housing and Urban Development. Equal opportunity handbook. Westchester Residential Opportunity. (R. Norment, White Plains, N.Y.).

Prepare handbook for corporate employees entitled "Equal Opportunity in Housing."

Freedom of Housing choice. San Leandro Office of the Mayor. (L. Jones, San Leandro, Calif. 95477).

Implement and conduct the demonstration for removal of the obstacles to freedom of choice of housing in the city of San Leandro to all ethnic groups.

Housing market model. Massachusetts Institute of Technology. (J. Sneed, Joint Center for Urban Studies, 66 Church Street, Cambridge, Mass. 02139).

Contract to conduct research on a second generation of an econometric simulation model of metropolitan housing markets.

Housing restraints in the Southwest. University of Southern California. (R. Elliot, Graduate School, 3551 University Avenue, Los Angeles, Calif. 90007).

Contract for study reports on exclusionary land use controls in developing areas of the Southwest and West.

Identify and evaluate fair housing marketing techniques. Mark Battle Associates. (Q. Gordon, 1413 K Street, NW., Suite 1100, Washington, D.C. 20005).

Identification, evaluation, dissemination of successful Fair Housing Marketing efforts and provide model programs to FHA applicants and developers needing assistance in carrying out Fair Housing Programs.

Psychic effects of housing discrimination study. Pacific Psychotherapy Association. (K. F. Holbert, 3516 Sacramento Street, San Francisco, Calif. 94115).

Conduct a research project on the psychic effects of housing discrimination, and the preparation of a research study on the subject.

U.S. Department of Housing and Urban Development. Real estate broker and salesperson licensing mechanisms and examination practices relating to fair housing and equal opportunity objectives. National Center for Housing Management, Inc. (Q. Gordon, 1133 15th Street, NW., Washington, D.C. 20005).

To examine the real estate broker and salesperson licensing mechanisms and examination practices and the employment practices of major interstate real estate corporations.

Research program on the operation of selected rural housing markets. Urban System Research and Engineering, Inc. (Q. Gordon, 1218 Massachusetts Avenue, Cambridge, Mass. 02138).

To provide a body of knowledge about the operations of selected rural housing markets which will enable HUD to develop adequate equal opportunity housing policies for rural areas.

Review urban fair housing programs. Jaelyn, Incorporated. (Q. Gordon, 11 Dorrance Street, Providence, R.I. 02903).

Review of actual fair housing compliance in fifteen cities.

Technical guide on equal opportunity. Match Institution. (R. Espenshade, 2101 S Street, NW., Washington, D.C. 20008).

To develop questionnaires and technical guide on equal opportunity and its role in community planning.

Urban modeling research. National Bureau of Economic Research, Inc. (D. Buede, 261 Madison Avenue, New York, N.Y. 10016).

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. National Science Foundation. Division of Social Sciences. Microeconomic models of metropolitan housing markets. Massachusetts Institute of Technology. (J. Rothenberg, School of Humanities, 77 Massachusetts Avenue, Cambridge, Mass. 02139).

The objectives of this research are the development of an econometric model of metropolitan area housing markets and investigations of other market relationships which affect housing market behavior.

Manpower Planning

U.S. Civil Service Commission. Statewide manpower coordination system. State Department of Personnel. (503 State Office Building, Springfield, Ill. 62706).

It is expected that the project will result in a statewide system that ties together all the manpower programs within the State.

U. S. Department of Labor. Community planning for human resource development an experiment and demonstration. San Francisco City Government. (R. Greene, San Francisco, Calif.).

To 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.

Cooperative dispersed urban area manpower planning for nonmetropolitan populations. University of Texas. (N. Hansen, Center for Economic Development, 200 W. 21st Street, Austin, Tex. 78712).

Identify functional labor markets in dispersed urban areas and compare this group of small cities and towns to the SMSA's and their employment structure, growth, commuting and migration patterns, operation of the labor market, and manpower program operations in order to develop recommendations to rationalize nonmetropolitan labor markets.

The economic and social aspects of the labor force behavior of low-income families in four southern rural counties. Georgia State University. (J. F. Adams, School of Business Administration, 33 Gilmer Street, Atlanta, Ga. 30303).

Assessing the economic and social characteristics of labor force behavior of low-income families in four southern rural counties in order to formulate policy with respect to manpower programs for the disadvantaged.

The effects of geographical immobility on the unemployment and underemployment of low-income area residents. University of California. (D. M. Roth, Graduate School, Berkeley, Calif. 94720).

The Oakland-San Francisco Bay region is the primary setting for this research. Regression techniques are being used to measure and compare the availability of jobs accessible at various costs to low-income area residents and to estimate the "latent demand" of the central-city poor for transportation to jobs outside the central business district.

The introduction of CETA in Boston and Eastern Massachusetts. Massachusetts Institute of Technology. (C. A. Myers, School of Humanities, 77 Massachusetts Avenue, Cambridge, Mass. 02139).

Demonstrate the feasibility of using an outside organization to record and analyze the changes in manpower planning and programs occurring in Boston and eastern Massachusetts as the Federal manpower policy changes from

centralization and categorization to decentralization and decategorization under the Comprehensive Employment and Training Act of 1973.

U. S. Department of Labor. Labor relocation assistance—an evaluation of the Tuskegee Institute labor mobility demonstration project, 1965-1967. Case Western Reserve University. (K. McElroy, Graduate School, 2040 Adelbert Road, Cleveland, Ohio 44106).

An experimental effort to relocate: Unskilled, unemployed workers; newly graduated MDTA trainees; and semiskilled and skilled workers who were underemployed or unemployed because of job shortages or discriminatory hiring practices.

———. Manpower program—examination of experience and development of planning guides. University of Utah. (G. L. Mangum, School of Letters, 1440 E. 2nd S., Salt Lake City, Utah 84112).

To produce. Planning guides for relocation assistance programs as components of comprehensive State and local manpower programs; and assessment of the objectives and performance of a model State and local manpower planning system.

———. The metropolitan labor market—New York. Columbia University. (E. Ginzberg, School of Arts and Sciences, Broadway and W. 116th Street, New York, N.Y. 10027).

Examines the role, use, and function of labor market information in an urban environment in order to explore the ways in which this information enters into the decisionmaking process of governments, educational institutions, and correctional institutions.

———. Multiproject demonstration of manpower development. North Carolina Manpower Development Corporation. (G. B. Autry, Chapel Hill, N.C. 27514).

Developing and assessing the means by which a State can acquire further capability for the planning and delivery of manpower services.

———. Pilot clearance project—region III, Manpower Administration, U.S. Department of Labor. U.S. Department of Labor. (P. Corbin, Employment Service, 14th and Constitution Avenue, NW., Washington, D.C. 20001).

Develop a computerized interarea job clearance system for region III of the Manpower Administration to provide an effective method of exposing and extending job openings that originate in one part of the region to all areas within the region.

———. Relationships between population decrease and tertiary employment opportunities in agricultural communities. University of Texas. (J. P. Appelt, School of Arts and Sciences, 200 W. 21st Street, Austin, Tex. 78712).

This study of the impact of declining population on job opportunities focuses on small, agriculturally oriented towns.

Transportation

U. S. Department of Transportation. Environment Safety and Con. Affairs. Relocation assistance advisory for transportation planning. National Urban League, Inc. (500 E. 62nd Street, New York, N.Y. 10022).

To determine whether a third-party contract between a national community service organization and a State transportation agency for assistance in the performance of relocation services will significantly alleviate relocation problems caused by community opposition, litigation, and uninformed citizenry, or ineffective relocation practices.

———. Role of a private citizen's group in planning for the impact of a major new mass transportation system. Oahu Development Conference. (508 Stangenwald Building, Honolulu, Hawaii 96813).

Demonstrating the impact of alternative transportation systems on urban growth patterns and demonstrating how citizen leadership can gain project support for a new mass transportation system in a growing metropolitan area.

———. Transportation planning study. National League of Cities. (1620 Eye Street, N.W., Washington, D.C. 20006).

Conduct a study and prepare a final and interim reports to demonstrate how metropolitan areas can guide transit related developments in order to maximize economic, social and environmental benefits to the general public.

———. Federal Highway Administration. Developing and improving techniques for implementing research results. State Materials and Tests Division. (G. E. Peterson, 757 W. 2nd S., Salt Lake City, Utah 84104).

. . . A comparison evaluation is made of existing implementation procedures in Utah with other states and governmental organizations to determine what guidelines can best be used to insure effective implementation between research and actual application.

_____. Development of models for regional transportation studies. Schimpler Corradino Associates (J. S. Hassell, 1429 S. 3rd Street, Louisville, Ky. 40208).

. In 1968 the State Highway Department of Georgia undertook on an experimental basis, a comprehensive transportation study for a nine-county rural region. The study procedure was to be adapted from current practices in urban studies. This research is an evaluation of the results of that experiment.

_____. A simplified approach to determining optimal future transportation need and locations. Gruen Associates, Incorporated. (F. C. Pearson, 6330 San Vicente Boulevard, Los Angeles, Calif. 90048).

. To develop relationships between various land use measures, subregional street networks, and travel service; to evaluate these relationships and develop planning guides; and to develop a possible general planning process which will guide local planners in laying out new facilities.

_____. Systems planning in Texas transportation. Texas A and M University System. (D. Burke, Texas Transportation Institute, Highway Research Center, College Station, Tex. 77843).

. To: develop analyses of possible alternative organizational forms for urban, rural and statewide transportation planning in Texas; and determine functional relationships between transportation system alternatives and patterns of economic and social activities in Texas.

_____. Transportation needs of the urban disadvantaged. A B T Associates, Incorporated. (R. Rea, 55 Wheeler Street, Cambridge, Mass. 02138).

. A typology is being developed to determine which groups in urban and suburban areas suffer from lack of transportation. A determination will be made of the extent to which the lack of transportation has resulted in unemployment and loss of job opportunities.

_____. Office of the Secretary Evaluation of strategies for urban transportation planning. National Academy of Sciences. (J.A. Scott, 2101 Constitution Avenue, N.W., Washington, D.C. 20037).

. To review and document the political, financial, organization and administrative strategies being developed and used for the planning and implementation of urban transportation programs.

_____. Mass transit development for small urban areas—a case study, Tompkins County, New York. Cornell University. (Graduate School, 101 Sage Graduate Center, Ithaca, N.Y. 14850).

. Develop a methodology for planning mass transit and solving mass transit problems for small urban areas, particularly for those located in rural counties.

_____. Report on public non-profit and private institutional arrangements at metropolitan area scale for transportation planning. Tufts University. (Graduate School, Medford, Mass. 02155).

. Develop a report on public non-profit and private institutional arrangements at the metropolitan area wide scale for transportation planning, programming and implementation.

_____. Research on future regional transportation issues, priorities and growth in the South. U.S. National Science Foundation. (L. A. Redecke, 1800 G Street, N.W., Washington, D.C. 20550).

. To systematically review, define, and make recommendations concerning transportation issues in the Southern States through a research investigation directed by a representative group of leaders and experts from State and local government, private industry, and university based research institutions.

_____. Office of University Research. Optimal organization of the urban passenger transportation enterprise as determined by technology and socioeconomic environment. University of California. (E. R. Crossman, Institute of Transportation and Traffic Engineering, Berkeley, Calif. 94720).

. Representative dimensions of transportation technology and their respective socio-economic environments will be measured together with structural and behavioral dimensions of the organization and success indicators.

U.S. Department of Transportation. Consumer motivation and participation in planning and use of transportation services. U.S. Department of Transportation. (J. B. Margolin, 400 7th Street, S.W., Washington, D.C. 20590).

Designed to analyze, translate, and organize for effective use, behavioral science knowledge potentially applicable to: Problems of motivation to use improved transportation services; citizen participation in transport planning and development.

U.S. Department of Transportation. Re-establishing rail service in conjunction with new feeder system. Princeton University. (P. M. Lion, School of Engineering and Applied Science, Box 430, Princeton, N.J. 08540).

To determine the feasibility of using existing rail rights-of-way in conjunction with new feeder systems to create a coordinated mass transit system for a metropolitan area, with specific application to northern New Jersey.

System Development and Technology Office. Develop a method for planning of transportation system improvements in a high accessibility urban corridor. University of Pennsylvania. (Graduate School, 203 Logan Hall, Philadelphia, Pa. 19101).

To fill a void in current transportation planning procedures between the regional planning and project planning levels. It will enable the consideration of travel demands and needs for a financially sound system, environmental and social impacts, and energy requirements.

Improvement of direct demand models for the estimation of urban passenger travel demand. Carnegie Mellon University. (E. R. Schatz, School of Engineering, Frew Avenue and Margaret Morrison, Pittsburgh, Penna. 15213).

Further develop the state of the art in the estimation of urban passenger travel demand so that reasonably reliable techniques will be made available for estimating the influence of new transport technologies.

New perspectives on urban transportation: strategies for overcoming barriers to innovation. Massachusetts Institute of Technology. (A. A. Altschuler, School of Humanities and Social Science, Cambridge, Mass. 02139).

Urban transportation innovations are defined as significant new policies and institutional arrangements, as well as technological developments.

Research on urban transport planning methods and environmental impacts. Harvard University. (G. K. Ingram, Graduate School, Cambridge School, Cambridge Station, Cambridge, Mass. 02138).

To improve the transportation planning methodology to include the alterations to existing ambient air quality which result from transportation network improvements and additions.

Transportation policy and program impact analysis. Atlanta University. (T. Jarrett, Graduate School, 223 Chestnut Street, S.W., Atlanta, Ga. 30314).

To analyze the transportation decision-making process at the metropolitan scale including the development and articulation of transportation policies and programs, the transportation planning processes and their inter-relationships with one another, the nature and extent of citizen involvement in transportation decisions, the impacts of transportation facilities and services on particular socio-economic groups, and the development of the concept of the urban nomad.

U.S. Department of Transportation. Urban Mass Transportation Administration. Atlanta region transit station area development planning studies. Atlanta Regional Commission. (100 Peachtree Street, N.W., Suite 910, Atlanta, Ga. 30303).

To coordinate and monitor planning for optimum integration of transit stations to be constructed under Atlanta's rapid transit development program with the land areas surrounding the stations.

Design and planning experimental demonstration projects. Urban Institute. (H. W. Guthrie, 2100 M Street, N.W., Washington, D.C. 20036).

Investigation of the effectiveness of transit fare and service improvements; the integration of para-transit and transit operations in an urban area; marginal cost pricing and modal usage; provider bonuses for tailoring service to disadvantaged groups.

Development of urban transportation guidelines. Massachusetts Institute of Technology. (M. L. Manheim, School of Engineering, Cambridge, Mass. 02139).

The drafting of procedural guidelines for the development and evaluation of a wide range of transportation alternatives which take into consideration varying network, operation policy, fare policy and time-staging characteristics.

Effects of alternative metropolitan development. U.S. Department of Transportation. (Office of Environmental Safety, Washington, D.C. 205903).

To assemble and analyze, in a comprehensive manner, existing knowledge about how (1) metropolitan development patterns affect economic costs, environmental quality and natural resource consumption; (2) how these development patterns are affected by varying transportation policies and programs and by other Federal, state and local Government programs, policies and regulations.

_____. San Francisco regional council "flexible funding" project. San Fran. Regional Council. (San Francisco, Calif.)

Development of new procedures and administrative arrangements for setting municipal priorities and effecting better coordination among local programs with key metropolitan agencies.

_____. Transportation system planning. U.S. Department of Transportation. Federal Highway Administration, 400 7th Street, S.W., Washington, D.C. 20590).

Stratify metropolitan areas by a variety of factors including population and nature of legal jurisdiction, 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.

CHAPTER II. RURAL DEVELOPMENT AND ECONOMIC GROWTH

Regional Development

U.S. Department of Agriculture. Cooperative State Research Service. Delineation of functional economic areas in Tennessee. University of Tennessee. (J. A. Martin, Agricultural Experiment Station, W. Cumberland Avenue, S.W., Knoxville, Tenn. 37916).

Identify socio-economic activity centers and outline the area served by each center. Specific kinds of market areas and service areas will be used to represent the functional needs of the population, such as medical services, shopping, banking, wholesale and labor markets.

_____. Interindustry analysis of the economy of Texas: Emphasizing the regional economy of Northeast Texas. Texas A and M University System. (J. M. Sprott, Agricultural Experiment Station, College Station, Tex. 77843).

Estimate the demand for basic factors of production. Estimate the relationships between regions and the relationship between agricultural and agribusiness sectors and the rest of the regional economy.

_____. Potential for rural economic development in Maine. University of Maine. (H. B. Metzger, Agricultural Experiment Station, 36 Winslow Hall, Orono, Me. 04473).

Resource requirements for establishing new or expanding existing activities will be matched with available human and natural resources and means of overcoming obstacles to the employment of needed resources explored.

_____. Socio-economic development in Southwest Mississippi. Alcorn State University. (P. Kau, Undergraduate School, Lorman, Miss. 39096).

An economic base study will first be made of the region, which will be followed by direct field interviews to collect first-hand micro data from samples in the region and for data not available from secondary sources. These data will be analyzed to make recommendations for the socio-economic development of the region.

_____. Analyses of major economic adjustment problems in selected regions and rural areas. U.S. Department of Agriculture. (R. Coltrane, Economic Development Division, 14th Street and Independence Avenue, S.W., Washington, D.C. 20250).

New conceptual and statistical models will be developed or existing models adapted, as appropriate, to link changes in characteristics of the problem sector, particularly employment, to changes in employment in other sectors, and to changes in income and population. Strategies and statistical models will be developed to estimate the need for additional public and private services and facilities for alternative approaches to problem amelioration.

———. Analyses of regional development and growth in the United States. U.S. Department of Agriculture. (R. Coltrane, Economic Development Division, 14th Street and Independence Avenue, S.W., Washington, D.C. 20250).

Develop and maintain data related to economic development and growth in the nation's regions and rural areas. Identify differences in economic development and growth. Evaluate the factors that cause some regions to develop and grow faster than others. Identify links between types of economic development and underlying factors.

U.S. Department of Agriculture. Economic Research Service. Data development and maintenance. U.S. Department of Agriculture. (J. M. Stam, Economic Development Division, 14th Street and Independence Avenue, S.W., Washington, D.C. 20250).

Design and conduct a special national survey to determine the need for essential community facilities including necessary related equipment, and analyze the Census of Governments' full-time equivalent local government employment data for county areas for the years 1957, 1962, 1967, and 1972.

U.S. Department of Commerce. Economic Development Administration. Income supplements and regional economic development. Rand Corporation. (D. Greenberg, 1700 Main Street, Santa Monica, Calif. 90406).

To develop a theoretical and statistical framework within which subsequent empirical analyses may be conducted of relationships between nationwide, Federally supported income supplements and regional economic development.

———. Optimizing economic development through comprehensive state planning. American Institute of Planners. (J. Linville, 1776 Massachusetts Avenue, N.W., Washington, D.C. 20036).

What is the relationship of economic development to each of the functional elements of state planning (i.e., is economic development a consideration in transportation planning, water and sewer planning, human resource planning, etc.)?

Rural Development

U.S. Department of Agriculture. Cooperative State Research Service. Agriculture in economic growth. Michigan State University. (J. T. Bonnen, Agricultural Experiment Station, New Administration Building, East Lansing, Mich. 48823).

Study the problems of welfare and development in the rural life of a developed urban society.

———. Analysis of capital availability for the financing of rural development. South Dakota State University. (T. E. Daves, Agricultural Experiment Station, Brookings, S. D. 57006).

Collect state wide and study area data on the financial capital structure and flows in rural areas—to determine sources, allocation decision parameters, uses, employment and output effects. Project financial capital availability, investment patterns, rural employment generation under various assumptions about investment opportunities and incentives in rural areas.

———. An analysis of rural development in the Southeastern U.S. Clemson University. (R. K. Dehaven, Agricultural Experiment Station, Long Hall, Clemson, S.C. 29631).

An explanatory statistical model for differential economic development in county units will be developed. Per capita income by county will be used to quantify economic growth and development.

———. Changes in rural social patterns related to suburbanization. University of Connecticut. (K. P. Hadden, Agricultural Experiment Station, Storrs, Conn. 06268).

Attention is focusing on changes in population distribution within the metropolitan areas of Connecticut and between the metropolitan and non-metropolitan areas of the state.

———. Data information systems for rural planning. Oklahoma State University. (D. F. Schreiner, Agricultural Experiment Station, 107 Whitehurst Hall, Stillwater, Okla. 74075).

Design an economic data information system for multicounty planning districts in Oklahoma. Implemented through a system of area accounts: Current production and income account; non-human resource account, human resource account; government account.

———. Employment and income effects of investments in natural resources in Georgia. University of Georgia. (W. R. Kerns, Agricultural Experiment Station, Athens, Ga. 30601).

Case studies of various kinds and amounts of investments in natural resources will be made to estimate differences in economic activity, employment and income among states and local areas.

———. Fiscal structure, rural development, and spatial distribution of metropolitan populations. University of North Carolina. (D. N. Hyman, Agricultural Experiment Station, Raleigh, N.C. 27600).

The effect of changes in state and local finances will be evaluated in terms of effects on spatial distribution of population. Effect of changes in the spatial distribution of population on the costs of supplying public services in rural areas will be analyzed.

U.S. Department of Agriculture. Cooperative State Research Service. Indicators for measuring rural development in Wisconsin. University of Wisconsin. (R. L. Barrows, Agricultural Experiment Station, 116 Agriculture Hall, Madison, Wisc.).

The indexes constructed will measure the economic base, economic growth, personal income, health facilities, physical health status of the population, access to educational opportunities, and educational attainment. The indexes will be constructed on a county by county basis such that intra-state comparisons can be made and used for policy decisions on development efforts.

———. Natural resource policies and planning for rural development. Rutgers the State University. (W. L. Park, Agricultural Experiment Station, Old Queens Building, New Brunswick, N.J. 08903).

NR use policies will be identified and described as to land use planning, preservation of agricultural land, encouragement of industrial development, environmental quality control, etc.: Describe a selected policy; survey the resources available to implement policy; prepare an impact model of the policy on natural resources; compare the model with natural resource values of various socio-economic-cultural groupings.

———. Potentials for rural economic development. University of Georgia. (S. J. Brannen, Agricultural Experiment Station, Athens, Ga. 30601).

Identify and examine means for raising factor productivity. Identify activities for expanding and improving rural employment opportunities. Identify and evaluate those processes and forces that foster or hinder development, and arrange "development" alternatives in some ordering useful to decision-makers.

———. Processes of rural economic change in the Northeast. Pennsylvania State University. (J. D. Jansma, Agricultural Experiment Station, 201 Shields Building, University Park, Penn. 16802).

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. Assess the viability of areas in terms of their physical, social, and economic resources. Evaluate the effects of institutional changes and policy activities such as planning, taxation, industrial subsidization, and public facility investments on rural economic change.

———. Processes of rural economic change in the Northeast. Virginia Polytechnic Institute and State University. (B. F. Long, School of Agricultural and Life Science, Burruss Hall, Blacksburg, Va. 24061).

Representative rural areas in Virginia will be selected for indepth study of their developmental processes. Future development patterns will be projected using several key variables.

———. Public investments, institutional change and rural well-being. Michigan State University. (A. A. Schmid, Agricultural Experiment Station, New Administration Building, East Lansing, Mich. 48823).

Determine the role of public assistance and institutional change in developing rural productivity and well-being.

U.S. Department of Agriculture. Cooperative State Research Service. Relationships among natural resources and rural development along the Blue River, Colorado. Colorado State University. (E. Decker, Agricultural Experiment Station, Fort Collins, Colo. 80521).

Locate and record key natural resource interests along the Blue River between Dillon Reservoir and Green Mountain Reservoir, Summit County, Colorado and identify conflicts between rural development and natural resource management objectives.

———. Rural development and the quality of life in the rural South. Clemson University. (E. L. McLean, Agricultural Experiment Station, Long Hall, Clemson, S.C. 29631).

Obtain, analyze, and organize social and economic data from secondary and primary sources that will be useful to leaders in rural areas of the South in pursuing the goals of rural development. Specific variables include: educational attainment, school enrollment, occupation, labor force, and rural farm-rural nonfarm distribution trends.

_____. Rural development and quality of life in the rural South. University of Tennessee. (C. L. Cleland, Agricultural Experiment Station, W. Cumberland Avenue, S.W., Knoxville, Tenn. 37916).

Determine major social, economic and other changes not covered in available secondary materials. Determine changes since 1960 in quality of living for families in rural areas of selected counties of the South.

_____. Socio-economic characteristics of rural development areas in Tennessee. University of Tennessee. (S. D. Mundy, Agricultural Experiment Station, W. Cumberland Avenue, S.W., Knoxville, Tenn. 37916).

Relevant data on the economic base and other related activities in each area will be collected from all available sources and grouped into a system of area accounts. The data will be used in the evaluation of the various development potentials of such area.

_____. Synthesis of research findings relevant to rural development. Mississippi State University. (W. W. Linder, Agricultural Experiment Station, 102 Experiment Station Building, Mississippi State, Miss. 39762).

Three functional networks will be established to synthesize the current state of knowledge in selected functional areas of rural development; e.g. financing community services, housing, job development.

_____. Western Rural Development Center. Oregon State University. (H. I. Padfield, Western Rural Development Center, 126 Agricultural Hall, Corvallis, Ore. 97331).

Examine the effects of declining rural industry in settings in five states on the economic and social viability of individual entrepreneurs and labor force participants and to assess the long-term consequences and social costs of individual and community adaptation to economic stress.

U.S. Department of Agriculture. Economic Research Service. Methods and techniques for constructing rural development indicators for the United States. U.S. Department of Agriculture. (F. Hines, Economic Development Division, 14th Street and Independence Avenue, S.W., Washington, D.C. 20250).

Identify structural variables which reflect current level of rural development or the potential for future development; construct indicators of these variables; test their validity at national, state and sub-state levels; and evaluate the utility of these indicators for monitoring rural development.

_____. Models and data for rural growth, development and progress. U.S. Department of Agriculture. (C. Edwards, Economic Development Division, 14th Street and Independence Avenue, S.W., Washington, D.C. 20250).

Design, develop and test alternative economic models; relate these to critical issues and problems, such as rural poverty, low income, rural lags in economic development, energy shortages, and economic change in underdeveloped regions. Appraise results in terms of policy goals, programs and strategy, and statistical reliability.

_____. Patterns of rural economic growth and development. U.S. Department of Agriculture. (C. Haren, Economic Development Division, 14th Street and Independence Avenue, S.W., Washington, D.C. 20250).

Monitor economic growth of rural nonmetropolitan areas and changes in rural manpower supply and demand. Determine nature and extent of changes in industrial employment and growth in rural areas and evaluate economic impact of such changes.

U.S. Department of Commerce. National Oceanic and Atmospheric Administration. Investigating the processes of "decline" in several coastal nonmetropolitan communities. University of Wisconsin. (D. S. Sawicki, School of Architecture, Pearse Hall, Room 107, Milwaukee, Wisc. 53201).

Will aid decisionmakers in small nonmetropolitan coastal communities in formulating policies concerning the development and decline of their area.

U.S. Department of Transportation. System Development and Technology Office. Revitalization of small communities. George Washington University. D. E. Diehl. Graduate School. 901 23rd Street, NW., Washington, D.C. 20006).

Objective of the study is to test the following hypothesis: That the revitalization of small towns can provide valuable benefits in helping to alleviate the problems associated with concentrated urbanization. That this revitali-

zation is made practicable either by transforming existing transportation technologies or by the introduction of new transportation technologies now being developed.

U.S. National Foundation of Arts and Humanities. National Endowment for the Arts. Washington, Louisiana Building preservation and community study. University of Southwestern Louisiana. (P. R. Goyert, School of Liberal Arts, P.O. Box 3131, Lafayette, La. 70501).

A study into how a small rural community can use its architectural, environmental, historical and cultural resources to generate a viable economic base that utilizes alternative attraction systems/networks.

Rural Governance

U.S. Department of Agriculture. Cooperative State Research Service. Community services for nonmetropolitan people in the Northeast. University of Connecticut. (A. W. Dewey, Agricultural Experiment Station, Storrs, Conn. 06268).

Identify alternative institutional arrangements for the delivery of community services and to estimate the political, social, and economic consequences of these alternatives.

— The economic and political system for providing goods and services in the rural areas. University of Missouri. (C. Braschler, Agricultural Experiment Station, 130 Jesse Hall, Columbia, Mo. 65201).

Evaluate systems for providing goods and services in rural areas by studying: institutions influencing resource use, patterns of personal interaction influencing institutions, provision of goods and services—especially financing public, changes and stress brought by population and employment shifts, land prices, employment, economics of education.

— Economics of institutional arrangements for viable rural communities in the Great Plains. Montana State University. (L. Thompson, Agricultural Experiment Station, Bozeman, Mont. 59715).

Research will relate largely to the effects of tax policy in relation to viability of rural communities. A special study will measure the effect of a large scale recreational development upon the tax base of associated counties.

— Institutional structures for improving rural community services. Montana State University. (A. S. Williams, Agricultural Experiment Station, Bozeman, Mont. 59715).

The major conclusion of this study is that local government and health care service delivery systems in the six eastern Montana counties do not adequately provide needed services at the local level. Obstacles to adequate service delivery include geographic isolation, sparse population, limited tax bases, and severe shortages of qualified service professionals.

— Institutional structures for improving rural community services. New Mexico State University. (G. E. Carruthers, Agricultural Experiment Station, University Park, Las Cruces, N.M. 88070).

Select as the research site a multi-county planning region. Collect data for a 20-year period on economic, demographic and social organizational characteristics of the area. Use judgments of experts along with indicators of local normative standards to develop criteria for evaluation of the quality and adequacy of community services.

— Institutional structures for improving rural community services. University of California. (D. McEntire, Agricultural Experiment Station, Berkeley, Calif. 94720).

Systems approach, using selected multicounty organizations as vantage point for considering the whole array of institutions serving the area and their interrelations. Comparative analysis of selected multicounty agencies, using variables of organization and decision-making theory.

U.S. Department of Agriculture. Cooperative State Research Service. Institutional structures for improving rural community services. University of Nevada. (J. W. Malone, Agricultural Experiment Station, Reno, Nev. 89507).

Determine the relationship between institutional structures and the existence and adequacy of community services. Identify the policies, alternative patterns of organization, and the conditions which are requisite to effective planning and coordination for the delivery of community services.

— Inter-Governmental contracting and agreements in public services to support rural developmet. Michigan State University. (A. A. Schmid, Agri-

cultural Experiment Station, New Administration Building, East Lansing, Mich. 48823).

Compare the alternatives of contracting versus provision by own employees versus reliance on county or state level provision with regard to cost, quality and variety of service, and distribution of costs and benefits to different citizens.

Leadership research for community development. Southern University A. and M. College. (J. Moland, Graduate School, Baton Rouge, La. 70813).

Ascertain and compare leaders' and nonleaders' perceptions of the needs and problems of their community and the solutions to these problems; determine feelings and attitudes of respondents toward local community as related to living conditions and community solidarity; determine the beliefs, knowledge, and attitudes of respondents concerning migration.

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).

Evaluate alternative methods of performing government services according to various criteria of performance, such as efficiency, equity and consumer satisfaction; and determine the relationship of the methods to means of financing such services, such as general tax revenues, specific taxes and user charges.

Organization and financing of local government to promote rural development. U.S. Department of Agriculture. (A. J. Walrath, Economic Development Division, 14th Street and Independence Avenue, S.W., Washington, D.C. 20250).

Evaluate nonmetropolitan county governments and relationship to multi-county substate districts.

U.S. Department of Transportation. Environment Safety and Con. Affairs. South Dakota model rural development. U.S. Department of Transportation. (Office of Noise Abatement, 400 7th Street, S.W., Washington, D.C. 20590).

Development of a comprehensive operational planning system will be undertaken; it 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. Department of Agriculture. Cooperative State Research Service. Structural differentiation and the growth and/or decline of communities. Cornell University. (P. R. Eberts, Agricultural Experiment Station, Ithaca, N.Y. 14850).

Extend the analysis of community structure to encompass local expenditures decisions and intergovernmental program participation.

Rural Housing

U.S. Department of Agriculture. Agricultural Research Service. Reducing costs of rural housing for low-income families. U.S. Department of Agriculture. (J. O. Newman, Plant Industry Station, Beltsville, Md. 20705).

Devise and/or develop unconventional structural systems, floor systems, heating and/or cooling systems, materials, construction techniques and other features having potential for lower cost of construction and/or operation of housing structures.

Cooperative State Research Service. Impact of federal housing programs on the provision of housing low-income households. University of California. (S. Lane, Agricultural Experiment Station, Davis, Calif. 95616).

The section 237 Credit Counseling Program will be studied and evaluated to determine its effectiveness in providing for and improving housing for low-income households.

Paths out of poverty. Rutgers the State University. (D. W. Thatch, Agricultural Experiment Station, Old Queens Building, New Brunswick, N.J. 08903).

The case study approach will be used to study self-help housing in New Jersey. Problems encountered as well as benefits received by the owners will be evaluated in order to suggest possible improvements in the existing programs.

Physical, social and economic aspects of functional housing for low-income families. Texas A. and M. University System. (A. C. Stubbs, Agricultural Experiment Station, College Station, Tex. 77843).

Develop and evaluate concepts for low-income housing. Construct and evaluate prototypes of houses and components. Contributions will be made to a com-

puterized informational system, to be located in Virginia, which will serve the needs of all phases of the regional Research.

— Quality housing environment for low-income families. Oklahoma State University. (K. K. Stewart, Agricultural Experiment Station, 107 Whitehurst Hall, Stillwater, Okla. 74075).

Field survey will be made of approximately 300 respondents in at least two low-income Oklahoma counties (including subgroups of Negro, Indian, and elderly). Particular attention will be focused on the life cycle, economic plans for advancement and acceptance of innovative changes in housing.

— Rural housing in selected areas of Arkansas—situation, needs and potential, and the role of finance. University of Arkansas. (H. J. Meenen, Agricultural Experiment Station, Fayetteville, Arkansas 72701).

To identify the socio-economic factors associated with the quality and quantity of housing, determine the rural housing needs in selected areas, estimate the gap between current availability of housing and future needs and the cost of closing the gap, ascertain the attitude of poorly housed families toward home improvements and the steps that the occupants would be willing to take in order to improve housing such as incurring debt, evaluative methods of financing.

U.S. Department of Agriculture. Economic Research Service. Effectiveness of alternative programs to improve housing quantity and quality in rural areas. U.S. Department of Agriculture. (R. Bird, Economic Development Division, 14th Street and Independent Avenue, S.W., Washington, D.C. 20250).

The characteristics of borrowers such as income, race, age, family composition and regional location will be identified. Proposed programs will be evaluated in terms of the need for assistance, whom they might serve, how long they will take, how much they will cost and how effectively they meet housing needs.

— Rural housing analysis. U.S. Department of Agriculture. (R. Bird, Economic Development Division, 14th Street and Independence Avenue, S.W., Washington, D.C. 20250).

Study construction industry size, capability, geographic distribution, efficiency, structure and relation to other sectors of the economy. With simulation techniques, analyze effects of inflation, credit conditions, energy crisis, and zoning limitations on supply and demand for housing.

U.S. Department of Housing and Urban Development. Basic homes program. Battelle Memorial Institute. (F. Hansen, 505 King Avenue, Columbus, O. 43201).

Design and construct low cost houses for low income rural families and demonstrate and evaluate the cost and acceptance of these houses to these families.

Rural Health Services

U.S. Department of Agriculture. Agriculture Research Service. Expenditures of rural families for health services. U.S. Department of Agriculture. (L. Krassa, Consumer and Food Economics Institute, Hyattsville, Md 20782).

Investigate differences in the level of expenditures of rural families for health services compared with other U.S. families; and seek explanations for the differences.

— Cooperative State Research Service. Alternative medical service delivery systems for rural areas in Mississippi. Mississippi State University. (F. H. Tyner, Agricultural Experiment Station, 102 Experiment Station Building, Mississippi State, Miss. 39762).

Describe and categorize existing medical facilities and services in rural areas. Use appropriate analytical techniques to evaluate the alternative systems in terms of providing a given level of service at minimum cost.

— Community structure and quality of life: measurement and analysis. Purdue University. (V. D. Ryan, Agricultural Experiment Station, Executive Building, Lafayette, Ind. 47907).

Employing macro-structural framework, longitudinal data on Indiana's 92 counties is being used to construct unidimensional measures based on theoretical constructs specifically for the areas of industrialization and medical services.

— The economics of rural health services delivery. University of California. (J. E. Kushman, Agricultural Experiment Station, Davis, Calif. 95616).

Study provider choice of devices for rationing health services and their distributional consequences. Analyze patterns of organization for non-governmental providers, location and entry decisions, determinants of utilization. Emphasis on rural-urban differentials and public policy effects.

- Factors affecting the use of medical services in rural areas of Arkansas. University of Arkansas. (B. L. Green, Agricultural Experiment Station, Fayetteville, Ark. 72701).
- Determine access to medical and health services as indicated by need and use of services; measure family financial capabilities, attitudes and beliefs and planning concerning medical services; and determine kinds and adequacy of community services.
- Family and community adjustment to changing social and economic environment. University of California. (S. Lane, Agricultural Experiment Station, Davis, Calif. 95616).
- Analyze family and community adjustment to rural health maintenance organizations, their impact and effectiveness.
- U.S. Department of Agriculture. Cooperative State Research Service. Health-care delivery services in rural Texas. Texas A. and M. University System. (M. Solomon, Agricultural Experiment Station, Prairie View, Tex. 77445).
- This study will use secondary and primary data to examine the correspondence between health conditions and health services available in rural areas. Rural population will be surveyed to determine the problems currently existing, and how much effort has been made to secure health care.
- Health care delivery systems as they serve rural people. Michigan State University. (R. D. Stevens, Agricultural Experiment Station, New Administration Building, East Lansing, Mich. 48823).
- Special attention will be given to health care services for the aged in the commercial farming areas of southern Michigan. Computer simulation models of health care delivery systems will be developed for use in designing improved systems.
- Health organization and behavior in rural society. University of Missouri. (E. W. Hassinger, Agricultural Experiment Station, 130 Jesse Hall, Columbia, Mo. 65201).
- Determine the organizational characteristics of the medical care delivery system in rural areas. Determine the health behavior of rural people within the context of the medical care system.
- Optimizing the South Carolina community hospital system for improving access by rural residents. Clemson University. (B. L. Dillman, Agricultural Experiment Station, Long Hall, Clemson, S.C. 29631).
- The focal issue is the relationship between costs and spatial configuration of the system. Develop an optimal location pattern with respect to numbers, sizes, and locations to improve access for rural residents.
- Economic Research Service. Rural health studies. University of Arkansas. (B. L. Green, U.S.D.A., Economic Development Division, Fayetteville, Ark. 72701).
- Identify and measure factors which influence health status, hospital and physician usage levels, and the health insurance coverage of selected groups. Examine physical and mental health, the health care needs, and other social aspects of aging in rural America.
- U.S. Department of Health, Education, and Welfare. Public Health Service. Legislative change and rural/urban mental health delivery systems. State University of Florida System. (L. C. Deasy, School of Social Sciences, 205 Wildwood Drive, Tallahassee, Fla. 32306).
- To describe effects of the Florida Mental Health Act (Baker Act) on the community mental health service delivery system in seven rural counties and one urban county which comprise Mental Health District IV in Florida.
- U.S. Department of Health, Education, and Welfare. Public Health Service. The Delivery of rural emergency medical services (EMS); a spatial analysis. Chicago State University. (I. J. Roth, School of Arts and Sciences, 95th Street at King Drive, Chicago, Ill. 60628).
- To analyze changes in rural automobile related injuries and deaths associated with the initiation of an Emergency Medical Services System.
- Salmon-Chasslis medical communications project. University of Utah. (C. H. Castle, School of Medicine, 1400 E. 2nd Street, Salt Lake City, Utah 84112).
- To examine the impact of available two-way radio communications technology upon the delivery of health care services in a small rural community through the establishment and evaluation of a communications network between two physicians and a remotely deployed Medex (physician's assistant).
- U.S. National Science Foundation. Division of Advanced Prod. Research and

Technology. Utility of interactive television to health care services in a rural setting. University of Michigan. (R. L. Bashshur, School of Public Health, Ann Arbor, Mich. 48104).

A description that deals with the community setting, the organization, and the telecommunications technology, and an analysis that determines the relationships between acceptance, utilization, and impact of the medical care organization and the telecommunications technology.

Rural Industrialization

U.S. Department of Agriculture. Cooperative State Research Service. Competitive position of Iowa's rural communities in attracting different types of industry. Iowa State University of Science and Technology. (D. R. Kaldor, Agricultural Experiment Station, Beardshear Hall, Ames, Ia. 50010).

Determine the characteristics of firms locating, expanding and liquidating in Iowa's rural towns. Analyze and evaluate the relative competitive position of Iowa's small towns in attracting different kinds of business firms.

Decisions to locate industry in rural areas. Iowa State University of Science and Technology. (A. A. Paulsen, Agricultural Experiment Station, Beardshear Hall, Ames, Ia. 50010).

Describe and understand from industry's standpoint each of the industrial location decisions made favorably for an Iowa community during a two-year period. Classify the industrial location decisions and identify common elements by community type, and industry class. Estimate the chances of communities with specific characteristics of attracting industries of certain types.

The demographic consequences of rural industrial development. University of Wisconsin. (G. F. Summers, Agricultural Experiment Station, 116 Agriculture Hall, Madison, Wisc.).

A sample of non-metropolitan U. S. counties will be analyzed to determine the relation of characteristics of new industry and 1960 demographic parameters of each county to demographic characteristics in 1970.

Industrial development in rural communities in Arizona. University of Arizona. (V. A. Christopherson, Agricultural Experiment Station, Tucson, Ariz. 85721).

Particular reference to: factors influencing location decisions; factors influencing failure or industrial out-migration from rural communities; factors which have particular relevance for the locating and viability of industries in rural Arizona; and the impact on communities of both industrial location and re-location.

Manufacturing activity in nonmetropolitan regions. Kansas State University. (M. J. Emerson, Agricultural Experiment Station, Anderson Hall, Manhattan, Kans. 66502).

Identify new manufacturing plants locating in the Plains region since 1965. Obtain basic production function data for these firms including capital stock, number of employees, wage rates, land requirements, and infra-structure requirements. Identify basic location factors with emphasis on the type of technology associated with various city sizes.

U.S. Department of Agriculture. Economic Research Service. Analysis of industrial location. U. S. Department of Agriculture. (L. Cesal, Economic Development Division, 14th Street and Independence Avenue, S. W., Washington, D. C. 20250).

Analyze structural and geographic patterns of economic growth or decline, appraise factors that govern location of economic activity, determine effects on rural communities of changes in economic opportunities, determine costs and benefits of alternative incentives affecting location of business and industrial firms in rural areas.

Rural Poverty

U. S. Department of Agriculture. Cooperative State Research Service. Agriculture's economic structure and rural poverty. University of California. (R. C. Darge, Agricultural Experiment Station, Riverside, Calif. 92502).

The proposed study seeks to determine through data collection from a variety of sources factors resulting in a rural farm and nonfarm poverty cycle in southern California.

Improve employment opportunities and earnings for disadvantaged people in non-metropolitan areas. University of California. (E. P. Leveen, Agricultural Experiment Station, Berkeley, Calif. 94720).

Survey several rural, but growing communities in California to determine the reasons for the growth, and the impact of such growth on rural income of disadvantaged people.

_____. Incidence and causes of rural poverty and economic benefits of poverty programs. State University of Florida System. (C. G. Davis, Agricultural Experiment Station, Gainesville, Fla. 32601).

Determine types of assistance desired by rural people in poverty situations and evaluate public policies for poverty alleviation with regard to recipients' desires and distribution of benefits among recipient groups.

_____. Economic Research Service. Analysis of the impact of selected welfare reform measures on nonmetro areas. U.S. Department of Agriculture. (T. A. Carlin, Economic Development Division, 14th Street and Independence Avenue, S. W., Washington, D.C. 20250).

Determine potential impact of alternative welfare reform proposals on nonmetro people and their economies, determining the number of people affected, amount of funds transferred and geographic dispersion of the beneficiaries of alternative proposals.

Rural Services

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, 102 Experiment Station Building, Mississippi State, Miss. 39762).

Emphasize study of alternative tax sources for education and health services. Compare current levels of expenditure with projected needs to determine ability of alternative tax plans to provide required funds.

_____. Community services for nonmetropolitan people in the Northeast. Cornell University. (H. P. Mapp, Agricultural Experiment Station, Ithaca, N. Y. 14850).

On the basis of theory, literature and available data, identify existing and potential institutional arrangements in the region for delivery of selected services. Analyze each alternative arrangement in terms of benefits/costs, efficiency of production and representation of various groups of citizens.

_____. Costs of alternative water and sewerage systems in rural areas of Mississippi. Mississippi State University. (J. E. Waldrop, Agricultural Experiment Station, 102 Experiment Station Building, Mississippi State. Miss. 39762).

Summarize the sources of federal loans and grants and the required procedures for obtaining Federal assistance in developing water and sewer systems for communities of less than 5,500 population. Document the total and per customer investment in selected existing water and sewerage systems of various capacities.

_____. Costs, quality, and demand for selected community services. North Dakota, State University. (D. L. Helgeson, Agricultural Experiment Station, Fargo, N. D. 58103).

A sample of rural communities of various sizes based on population and varying rates of economic growth will be selected. Policy changes that would serve to improve the overall performance of rural capital markets will be evaluated and recommended.

_____. Costs, quality and demand for selected community services: effect of organizational form, size. Ohio State University. (W. F. Lee, School of Agriculture, 190 N. Oval Drive, 102 Administration Building, Columbus, O. 43210).

Select a sample of rural communities representing varying rates of economic growth. Determine the number, size and types of financial institutions in these communities from secondary data. Determine the extent to which demands for savings, credit, and other financial services are being met.

_____. Development of efficient public service delivery systems for Iowa and the North Central Region. Iowa State University of Science and Technology. (R. Crown, Agricultural Experiment Station, Beardshear Hall, Ames, Ia. 50010).

Undertake specific area analysis to measure size economics of alternative population densities, search out and design new systems of supplying public goods and services to persons in non-metropolitan areas of Iowa and the North Central Region.

_____. An economic analysis of education and other institutional services for rural areas. Oklahoma State University. (L. Tweeten, Agricultural Experiment Station, 107 Whitehurst Hall, Stillwater, Okla. 74075).

Determine the distribution of schooling costs and benefits, analyze ways of reducing costs of schooling in rural areas, estimate the economies of city size.

———. Economics and decisionmaking effects on the delivery and financing of community services. Ohio State University. (F. J. Hitzhusen, School of Agricultural and Home Economics, 190 N. Oval Drive, 102 Administration Building, Columbus, O. 43210).

Identify factors related to variations in unit costs of the solid waste disposal systems in a sample of Ohio communities. Determine the least cost solid waste collection, storage and disposal system for a case county in Ohio.

———. The economics of institutional arrangements for viable rural communities in the Great Plains. Texas A. and M. University System. (L. L. Jones, Agricultural Experiment Station, College Station, Tex. 77843).

Relate the costs of specified quality of services and facilities and the characteristics of the populations served (size, density, age, distribution, etc.).

———. Economics of public services for non-metropolitan areas. University of Minnesota. (B. H. Sexauer, Agricultural Experiment Station, St. Paul, Minn. 55101).

Suggest and examine the economic consequences of: alternatives ways of financing public facilities and services; alternative levels of operation of current facilities and programs; and, alternative facility and program designs.

———. Public services; supply, demand and institutions. Purdue University. (J. M. Huie, Agricultural Experiment Station, Executive Building, Lafayette, Ind. 47907).

An economic engineering study will estimate cost advantages of alternative institutional arrangements for providing selected services. Attitudinal surveys will be used to determine citizen evaluation of costs and quality of selected services provided.

U.S. Department of Agriculture. Cooperative State Research Service. Service delivery alternatives in rural development. University of Minnesota. (W. R. Maki, Agricultural Experiment Station, St. Paul, Minn. 55101).

Three rural areas experiencing rapid social change are identified. Delivery of health care, welfare and education services—as both competing and complementary components of a social service system—is focus of project.

———. A simulation model for the delivery of selected public services in rural Wisconsin. University of Wisconsin. (R. E. Shaffer, Agricultural Experiment Station, 116 Agriculture Hall, Madison, Wisc.).

Develop functions that relate the cost of supplying selected municipal services in response to changes in community needs or demand, combine the individual service relationships in a simulation model, utilize the simulation model to assist municipal officials in planning.

———. Supplying and financing local public services in rural areas to meet changing economic conditions. University of Kentucky. (A. F. Bordeaux, Agricultural Experiment Station, Limestone and Euclid, Lexington, Ky. 40506).

Obtain information on types, extent, and use patterns of public services in rural areas and analyze per capita costs of these services; compare administrative policies and sources of financing of public services; and evaluate influence of availability and costs of public services upon economic development, population, and out-migration in Kentucky.

———. Economic Research Service. Problems and impacts of providing adequate governmental services for rural areas. U.S. Department of Agriculture. (J. M. Stam, Economic Development Division, 14th Street and Independence Avenue, S.W., Washington, D.C. 20250).

Determine the effects of various socio-economic variables on the demand for rural local governmental services, the quality of such services, the relationship between specified local services and the viability of rural communities.

U.S. Executive Office of the President. Office of Economic Opportunity. To expand a waste and water disposal program concept from local to national scale. Demonstration Water Project, Inc. (Roanoke, Va.).

Five field projects and a National education effort are part of this program to change the inadequate delivery system for water and waste disposal for the rural poor. A major effort will be made to demonstrate the extent to which traditional Federal, State and local resources, including those of the Farmers Home Administration, can meet the need.

Rural Transportation

U.S. Department of Agriculture. Cooperative State Research Service. Developing a transportation system model for nonmetropolitan Rhode Island. University of Rhode Island. (E. E. Seay, Agricultural Experiment Station, Administration Building, Kingston, R. I. 02881).

The focus of the study will be primarily on the supply side, that is, on the provision of the service. The demand for transportation will not be considered explicitly except to note the spatial distribution of potential users of the system and the location of job potentials.

U.S. Department of Transportation. System Development and Technology Office. Evaluating rural public transportation demonstration. North Carolina A. and T. State University. (A. Saltzman, Graduate School, N. Dudley Street, Greensboro, N. C. 27411).

Designed to contribute to the overall measure of the success and evaluation of the rural public transportation demonstrations, to be funded under Section 147 of the 1973 Federal-Aid Highway Act. A nineteen state area, spanning the southeastern and mid-Atlantic states, has been selected for the study.

Feasibility of developing low-cost measures of demand for public transportation in rural areas. West Virginia University. (B. F. Byrne, School of Engineering, Morgantown, W. Va. 26506).

To develop a data base of key socio-economic, highway network, and geographic variables which can be used to estimate latent demand along possible rural transit routes.

Rural public transportation system. North Carolina A. and T. State University. (Graduate School, N. Dudley Street, Greensboro, N. C. 27411).

To determine what kinds of transportation systems are appropriate for various types of local situations in rural America.

U.S. National Science Foundation. Division of Engineering. Research initiative—a systems analytic technology assessment for rural public transportation. Virginia Polytechnic Institute and State University. (R. J. Popper, School of Engineering, Burruss Hall, Blacksburg, Va. 24061).

To develop a comprehensive examination of alternative vehicle technologies and operating policies at meeting given demand levels. Cost functions will be developed to determine the relationship between total cost and performance measures for various vehicle types.

Internal Migration and Population Distribution

U.S. Department of Agriculture. Cooperative State Research Service. Analysis of population distribution effects in nonmetropolitan areas of Georgia and the Southeast. University of Georgia. (J. D. Tarver, Agriculture Experiment Station, Athens, Ga., 30601).

Conventional statistical procedures will be employed in measuring metro-nonmetro changes in not only Georgia but in the entire 8-state Southeastern Regional Areas by the U.S. Labor Department, U.S.D.A. These data will be used to assess relative changes in metro and nonmetro areas, including growth in employment associated with manpower training programs under the new CETA Act.

Consequences of changing social organizations in the Northeast. Rutgers State University. (D. W. Thatch, Agriculture Experiment Station, Old Queens Bldg. New Brunswick, N. J. 08903).

Emphasis will be on the relationship of adjustments of individuals, families, and communities to control structures and migratory experience of populations in each area.

Consequences of changing social organizations in the Northeast. University of Connecticut. (K. Hadden, agriculture Experiment Station. Storrs, Conn. 06268).

The 300 counties of the Northeast have been classified along two dimensions: population change and degree of metropolitanization. A report is in process which describes the patterns of population change for metropolitan, suburban, urban and rural counties and specifies the economic (income and employment) correlates of change in these four types of counties.

Economic and social significance of human migration for the Western region. University of Idaho. (J. R. Hamilton, Agriculture Experiment Station, Moscow, Idaho 83843).

Work is continuing to isolate the statistical relationship between the cost of providing community services and the size and migration patterns for communities. Evidence confirms the existence of pronounced scale economies, and also that outmigration tends to increase per capita costs for those who remain.

— Factors influencing industrial development in non-metropolitan Minnesota. University of Minnesota. (J. S. Hoyt, Agriculture Experiment Station, St. Paul, Minn. 55101).

Develop hypotheses regarding locational characteristics associated with non-metropolitan industry in Minnesota; test these hypothesis by surveying firms that have located in these areas; that are in the process of or are likely to be, making locational decisions; and business leaders who have been engaged in the successful attraction of new or expanded activity.

U.S. Department of Agriculture. Cooperative State Research Service. The impact of demographic changes of the Tennessee rural population. University of Tennessee. (F.O. Leuthold, Agriculture Experiment Station, W. Cumberland Ave., S.W., Knoxville, Tenn. 37916).

Determine the social and economic reasons for out-migration, in-migration, and return migration in selected Tennessee counties.

— Social and economic implications of changing population of Georgia with reference to entire South. University of Georgia. (J.D. Tarver, Agriculture Experiment Station, Athens, Ga. 30601).

Determine the correlations of metropolitanization, industrialization, and urbanization, as well as rural depopulation, in Georgia and the South generally, and determine the major factors that have affected the population growth and decline of towns and cities in Georgia and the South generally.

U.S. Department of Agriculture. Economic Research Service. Internal migration and migration pressures. U.S. Department of Agriculture. (G.K. Bowles, Economic Development Division, 14th St. and Independence Ave., S.W. Washington, D.C. 20250).

Develop, analyze and publish numerical measures of potential labor force replacement for all counties in the United States for the period 1970-80, thus estimating pressures for outmigration in the absence of job growth.

— Trends in farm, rural, and nonmetropolitan population. U.S. Department of Agriculture. (C.L. Beale, Economic Development Division, 14th St. and Independence Ave., S.W., Washington, D.C. 20250).

Obtain, analyze and publish annual and other periodic information on the size, characteristics, and trends of the U.S. farm, rural, and town populations, and the factors affecting these populations.

U.S. Department of Commerce. Social and Economic Statistics Administration. Bureau of Economic Analysis. Impact analysis and migration patterns by region, state and local areas. U.S. Department of Commerce. (D.H. Garnick, 14th St. and Constitution Ave., N.W. Washington, D.C. 20230).

A national-regional impact evaluation system has been developed and is being further elaborated. It yields a specification, over time, of regional re-distributions of population, labor force, employment and earnings that can be expected from the execution of a proposed development.

U.S. Department of Health Education and Welfare. Public Health Service. National Institutes of Health. National Institute C, Health, Human Development. American law and population control. Claremont College. (W.E. Elliott, School of Liberal Arts, Bauer Center, Claremont, Calif. 91711).

Will summarize and classify present and past laws bearing on population growth and distribution and assess them in the light of what is known about population policy alternatives, institutional constraints, and incentive structures.

U.S. Department of Health, Education and Welfare. Public Health Service. National Institutes of Health. National Institute C. Health, Human Development. Center for population research. University of Wisconsin. (H.H. Winsborough, School of Letters, Agriculture Hall, Madison, Wis. 53706).

Currently in progress are studies of fertility, residential segregation, changing population distribution, marital disruption, labor force behavior, occupational mobility, income differentials, migration, and the location of medical facilities in relation to clientele.

— Determinants—differentials in metropolitan mobility. University of Virginia. (J.C. Biggar, School of Arts and Sciences, Garrett Hall, Charlottesville, Va., 22903).

Draws on the findings of three years of prior research in order to discern the subareal and racial differentials in the patterns of mobility determinants within 48 Southern SMSA's, 1965 to 1970.

_____. Economic policy in relation to population growth. Southern Illinois University. (J.L. Cornwall, School of Liberal Arts, Carbondale, Ill. 62901).

The impact of ZPG on aggregate demand and employment as well as the adequacy of our fiscal and monetary instruments to offset any potential recessionary pressures resulting from ZPG.

_____. Population studies in metropolitan areas. Urban Institute. (J. Bergsman, 2100 M St. N.W., Washington, D.C. 20036).

Aggregate highly disaggregated data concerning demographic and employment change into meaningful industrial clusters.

U.S. Department of Labor. Assessing the impact of human resources development policies on geographic mobility. Rand Corporation. (J. Davanzc, 1700 Main St., Santa Monica, Calif. 90406).

Assess the effects of alternative human resource development policies on the volume, direction, and demographic composition of U.S. interregional migration flows. From the study, a determination concerning new human resource migration policies will be made.

_____. Experimental study of the relationship between the growth of employment and migration. University of Pennsylvania. (A.R. Miller, Population Studies Center, 203 Logan Hall, Philadelphia, Penn. 19104).

Investigate the relationship between recent migration patterns for selected metropolitan areas and such factors as the area's occupational and industrial structure, the employment/unemployment mix, and wage levels.

U.S. National Science Foundation. Div. of Advanced Production, Research and Technology. Net migration in the U.S., 1960-70. University of Georgia. (E.S. Lee, School of Arts, Athens, Ga. 30332).

To publish and distribute a six-part, 1000-page statistical volume of net migration estimates and rates for the population of counties and other areas of the United States, by age, sex, and color, for the 1960-70 decade, and to disseminate the materials on magnetic tape with appropriate documentation.

CHAPTER III. RENEWING OLD COMMUNITIES AND CREATING NEW COMMUNITIES

Neighborhood Perservation

U.S. Department of Housing and Urban Development. Analysis of the literature on neighborhood change and abandonment. Real Estate Research Corp. (D. Moore, San Francisco, Calif.).

Complete the development of a comprehensive report on the literature on the abandonment process and neighborhood preservation which can be published as a guide for concerned agencies.

_____. Evaluation of the Southside Revitalization Project, Racine, Wisconsin, University of Wisconsin. (D. Moore, Graduate School, Bolton Hall, Room 160, Milwaukee, Wisc., 53201).

Evaluate and report on the planning and implementation of the revitalization of the southside area of Racine, Wisconsin.

_____. Initiate a demonstration program of neighborhood preservation. U.S. Federal Home Loan Bank Board. (L. Gerard, 101 Indiana Ave., N.W., Washington, D.C. 20552).

To provide support for the establishment and implementation of a neighborhood preservation demonstration program through the agency of an urban reinvestment task force established by HUD and Federal Home Loan Bank Board.

_____. Pittsburgh's Neighborhood Housing Services Program. Action Housing, Inc. (P. Hussey, 2 Gateway Ctr., Pittsburgh, Penn. 15222).

To evaluate the neighborhood preservation activities of Neighborhood Housing Service Program.

_____. Property tax and urban blight. Arthur D. Little, Inc. (A. Diamond, 25 Acorn Ave., Cambridge, Mass. 02142).

Evaluate possible changes in the tax laws as they effect housing and urban development. Empirical data needed.

_____. Role of the real estate sector in early declining neighborhoods. Hammer Siler George Associates. (E. Stromberg, 1140 Connecticut Ave., N.W., Washington, D.C. 20036).

Analysis and report on the role of the real estate sector in the early stages of decline to guide the development of strategies to deal with destabilizing real estate factors.

———. Stabilizing housing values and revitalizing the subdivision. Taylor City Government. (Taylor, Mich. 48180).

Taylor, Michigan assumed responsibility for some 100 federally-owned houses in the city's Dover Estates subdivision. The purpose of the demonstration is two-fold; to restore confidence and economic vitality in an area where Hud-assisted housing in default is having a negative impact on remaining residents; and to test out the effectiveness of the Taylor approach to upgrading a declining neighborhood.

U.S. Department of Housing and Urban Development. A study and report of neighborhood decay and abandonment, the process and impact of varying rates and neighborhood rejuvenation. Massachusetts Institute of Technology, (D. Moore, Joint Center for Urban Studies, 66 Church St., Cambridge, Mass. 02139).

To determine the causal relationships involved in the process of neighborhood decay and abandonment.

New Towns

U.S. Department of Housing and Urban Development. Analysis of operational problems of 9 new community projects. ABT Associates Inc. (G. Bateson, 55 Wheeler St., Cambridge, Mass. 02138).

To provide an analysis of the operational problems within selected new community projects and the management decision process of both the developers and HUD.

———. An analysis and report on the problems and opportunities for the development of public educational systems in new communities. Education Facilities Labs., Inc. (P. Wireman, 850 3rd Ave., New York, N.Y. 10022).

To complete methods for development of the existing data about financial aspects of new community schools, special needs of minorities and low and moderate income residents, and innovative means for improving educational quality.

———. Assessment of the need for federal support for new community development. Decision Sciences Corp. (H. Knox, P.O. Box 1010, Jenkintown, Penn. 19046).

Outline general information needs of the Office of Program Analysis and Evaluation in order to assist in evaluating the impact of the new communities program.

———. Model projects documents as standard forms of new community developers. Fried Frank Harris Shriver. (120 Broadway, New York, N.Y. 10005).

Drafting of model project documents which are to serve as guidelines and guide forms in the preparation of documentation needed in existing or subsequent new community projects.

———. State roles in new community development. Council of State Governments. (L. Goldner, Iron Works Pike, Lexington, Ky. 40505).

To provide an informational resource which can be drawn upon by all levels of government in formulating appropriate state, regional and local policies and programs concerning new community development.

Urban Pathologies

U.S. Department of Agriculture. Cooperative State Research Service. Paths out of poverty. Cornell University. (J.W. Converse, Agriculture Experiment Station, Ithaca, N.Y. 14850).

Unstructured interviews, agency records, and secondary sources will be used to determine social and economic factors which lead people into poverty, which tend to keep them in poverty, and which may be linked to their eventual emergence from poverty.

———. Paths out of poverty. University of New Hampshire. Institute of National and Environmental Resou. (J.R. Bowring, Pettee Hall, Durham. N.H. 03824).

Programs of state, local and federal agencies which are concerned with or related to the provision of financial help or services to persons or families with low income in New Hampshire will be identified and described.

U.S. Department of Health, Education and Welfare. Public Health Service. Alcohol, Drug Abuse and Mental Health Administration, National Institute of Mental Health. Alternative inner city policy futures. (L.A. Curtis, 1990 M St., 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.

_____. Alternative measure of age of settlement. Fordham University. (J. Heilbrun, School of Arts, 302 Broadway, New York, N.Y. 10458).

The purpose of the study is to test the efficacy of alternative measures of "age of settlement" in explaining the structure of urban and metropolitan areas and the socio-economic characteristics of their populations.

_____. Earned family incomes and the urban crisis. Research Center for Economic Planning. (T. Vietorisz, 80 5th Ave., New York, N.Y. 10011).

To test the hypothesis that the urban crisis is rooted in large measure in a short-fall of earned family incomes.

_____. Economic change and social pathologies in urban areas. Johns Hopkins University. (M.H. Brenner, School of Hygiene and Public Health, Charles and 34th Sts., Baltimore, Md. 21218).

The principal hypothesis is that increases in the prevalence of major urban social pathologies are related to adverse changes in urban economic conditions.

_____. Density and pathology in urban areas. University of Illinois. (H.M. Choldon, School of Liberal Arts and Sciences, 601 S. Morgan St., Chicago, Ill. 60607).

To provide better scientific information about the effects of introurban population distribution on several social, psychological, and somatic pathologies.

U.S. Department of Housing and Urban Development. Identify equal opportunity data needs for program and resource allocation. U.S. Small Business Administration. (Q. Gordon, 1 Decker Sq. Bala Cynwyd, Penn. 19004).

To identify equal opportunity data needs by program and program area within HUD which would indicate the beneficiaries of HUD programs and permit an evaluation of the impact of HUD programs on minorities and the disadvantaged.

U.S. National Science Foundation. Division of Social Sciences. Simulation of the distribution of income. Urban Institute. (G.H. Orcutt, 2100 M St. N.W., Washington, D.C. 20036)

To achieve an understanding of the processes determining the distribution of income and wealth among the U.S. population with a view to facilitating the elimination of poverty.

CHAPTER IV. TOWARD A DECENT HOME

Housing, General

U.S. Department of Agriculture. Cooperative State Research Service. The development of a component housing system. University of Minnesota. (E. Franklin, School of Home Economics, St. Paul, Minn. 55101).

Design a simple component system made up of a number of standardized prefabricated elements with rules for interaction, that can be produced continuously and can be combined to create a wide variety of housing types and sizes.

U.S. Department of Commerce. National Bureau of Standards. Housing technology. U.S. Department of Commerce. (T.K. Faison, National Bureau of Standards, Washington, D.C. 20234).

The housing technology effort is directed toward the exploration of areas which are most useful in meeting critical housing needs.

U.S. Department of Housing and Urban Development. Additional development of the housing market behavior model. Urban Institute. (A. Newburg, 2100 M St., N.W., Washington, D.C. 20036).

This project utilizes a mathematical model to test the effects of various housing policies on market outcomes.

_____. Analysis of housing indices. Massachusetts Institute of Technology. (A. Newburg, Joint Center for Urban Studies, 66 Church St., Cambridge, Mass. 02139).

Analysis of existing and projected housing stock, overcrowding and other indices of housing.

_____. Analysis of Operation Breakthrough. Urban Institute. (R. Kinder, 2100 M Street, N.W., Washington, D.C. 20036).

To analyze available data on Operation Breakthrough and develop models of mechanisms by which Operation Breakthrough has intervened in the environment and in particular the housing market.

———. Annual housing survey, U.S. Department of Commerce. (A. Diamond, Bureau of the Census, Washington, D.C. 20233).

To provide a current and ongoing 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.

———. Assessment of FHA policies and practices on FHA mortgage insurance activity. Semer and Zimmerman. (F. Eggers, 1156 15th St., N.W., Washington, D.C. 20005).

To assess past legislation, FHA policies and practices as between the suburbs and the inner city; recent legal, institutional and economic changes as they impact on levels of FHA mortgage insurance activity and the significance of low levels of FHA activity for secondary market activities and the resulting effects

U.S. Department of Housing and Urban Development. Development of a housing information and referral service. State Office of Volunteer Program. (A. Newburg, Olympia, Wash.).

To develop a housing information telephone service and data center that will benefit HUD by providing data for determining the effectiveness of HUD housing program through feedback from the consumer.

———. Housing market behavior. Urban Institute. (D. Buede, 2100 M St., N.W., Washington, D.C. 20036)

To build a small theoretical model of an area housing market, test and calibrate the model, introduce various housing policy changes into the model and calculate their effects

———. HUD long range research. U.S. Department of Commerce. (J.G. Gross, National Bureau of Standards, Washington, D.C. 20234).

The scope of this research includes planning, evaluating, conducting, and managing selected projects which would be relevant and timely in the general area of housing.

———. Private non-insured pension funds and mortgage investment trusts. U.S. Securities and Exchange Commission, Washington, D.C.).

Provide a continuing stream of high quality, reliable, factual information on sectors of the mortgage market that are significant sources of residential loans.

———. Study of the effects of the legal environment on housing markets. University of California. (Graduate School, 405 Hilgard Ave., Los Angeles, Calif. 90024).

To examine from an economical viewpoint the impact of changing the legal environment of housing markets. It will analyze these changes to see if they do in fact generate benefit for those persons whom they purport to help.

———. Survey of market absorption of new rental units. U.S. Department of Commerce. (D. Yentis, Bureau of the Census, Washington, D.C. 20233).

Provide an accurate and current source of information on the rate at which new apartments with different number of bedrooms and at different rents are being occupied.

Housing Allowances

U.S. Department of Housing and Urban Development. Administrative agency experimental program. Jacksonville City Government. (J. Kay, 220 E. Bay St., Jacksonville, Fla. 32202).

To 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. Massachusetts Institute of Technology. (T. Connell, Graduate School, Cambridge, Mass. 02139).

Conduct analytical research on direct housing assistance.

———. Housing Allowance Agency Experiment. ABT Associates, Inc. (E. Glatt, 55 Wheeler St., Cambridge, Mass. 02138).

Evaluate the effectiveness of various agencies (state, metropolitan and non-profit institutions) in administering housing assistance.

———. Integrated analysis of the Experimental Housing Allowance Program and related studies. Urban Institute. (A. Newburg, 2100 M St., N.W., Washington, D.C. 20036).

To continue to provide for the conduct, in a close working relationship with the Office of Program Development and Research, of an integrated analysis of the Experimental Housing Allowance Program.

Systems dynamics analysis of two national urban policy issues—housing allowance and revenue sharing. Massachusetts Institute of Technology. (L. Gerard, School of Management, Cambridge, Mass. 02139).

Utilize the urban dynamics modeling process developed in 1968 by Profs. Forrester and Collins at MIT, for analyzing upcoming HUD decisions in the 2 areas of: housing allowances and guidelines to help local officials make better use of revenue sharing.

Mobile Homes

U.S. Department of Housing and Urban Development. Mobile home industry. Massachusetts Institute of Technology. (D. McGough, Graduate School, Cambridge, Mass. 02139).

Contract to develop a comprehensive description of present state and the potential of the mobile home industry regarding structure, operation, production and delivery efficiency, cost performance and responsiveness to user needs and furnish reports.

Mobile home placement survey. U.S. Department of Commerce. (D. McGough, Bureau of the Census, Washington, D.C. 20233).

To promote developmental work necessary to initiate a statistical survey to provide monthly information on the geographic placement of mobile homes.

Public Housing Management

U.S. Department of Housing and Urban Development. Completion of the regional multifamily failures study. Berkeley Planning Associates. (P. Clute, 2313 Warring St., Berkeley, Calif. 94704).

To complete the analysis of data collected during the regional multifamily failures study in order to determine the causal factors of failure and thus to improve HUD regional and field office management of these programs.

Evaluation of housing management systems. Urban Institute. (A. Newberg, 2100 M St., N.W., Washington, D.C. 20036).

Conduct detailed analysis of operating and performance in the management of publicly and privately owned housing developed under HUD subsidy.

Evaluation of the National Center for Housing Management. Ernst and Ernst. (J. White, 1225 Connecticut Ave., N.W., Washington, D.C. 20036).

Perform an evaluation of the National Center for Housing Management.

Housing management. Metropolitan Dade County Government. (A. Newberg, 1401 N.W. 7th St., Miami, Fla. 33135).

Design, implement, monitor and document a comprehensive public housing management system that provides increased tenant services on a cost effective basis.

Housing management. Worcester Housing Authority. (J. Wright, 69 Tacoma St., Worcester, Mass. 01605).

Design, implement, monitor plus document a comprehensive public housing management system that provides tenant services on a cost effective basis.

Innovative techniques for public housing modernization program. San Francisco City and County Housing Authority, (J. Lowe, 440 Turk St., San Francisco, Calif.).

New ways to modernize public housing projects so as to make them more economical to operate, less subject to crime and vandalism, and more satisfying to the residents and to the surrounding community.

Process for transfer of results of the Public Housing Management Improvement Program. Organization for Applied Science in Society. (A. Newberg, P.O. Box 2250, Ann Arbor, Mich. 48106).

To identify and catalog Public Housing Management Improvement Program (PHMIP) characteristics of potential recipients (LHA) of PHMIP products, development, testing and evaluation of a transfer process and transfer mechanisms, and the development of training.

Programs for the employment of public housing residents. National Association of Housing Officials. (G. Durnell, 2600 Virginia Ave., N.W., Washington, D.C. 20037).

To determine the feasibility of local housing authorities to engage in the coordination and provision of tenant job training and employment for all its unemployed and underemployed residents.

U.S. Department of Housing and Urban Development. Project management planning, scheduling and control support to the innovative public housing management research and demonstration effort. Program Control Corporation. A. Newburg, 10605 Concord St., Kensington, Md. 20795).

Design and initiate a management support system to meet the changing, fluid and special management needs of the IHA participating in the PHMIP.

— Services to increase the availability of skilled housing managers and upgrade and improve management of government assisted housing. National Center for Housing Management, Inc. (A. Lander, 1133 15th St., N.W. Washington, D.C. 20005).

Development, publication and dissemination of housing management curricula and standards, a program for local government standards and licensing for housing managers, a housing managers licensing accreditation program.

— Statistical verification for products from the public housing management improvement program. U.S. Small Business Administration. (R. Kinder, 3099 Telegraph Ave., Berkeley, Calif. 94705).

Perform statistical verification—establish uniform product evaluation criteria for products resulting from the public housing management improvement program (PHMIP).

CHAPTER V. IMPROVING THE ENVIRONMENT

Environmental Protection

U.S. Department of the Interior. Office of Water Resources and Technology. Economic development and environmental quality in the Northeastern Plateau Region. University of California. (W. E. Johnston, School of Agriculture, Davis, Calif. 95616).

Local governmental agencies and citizens must be provided with knowledge of both short- and long-run impacts on the environment as well as the economy which are consequences of irreversible decisions about regional resources.

U.S. Environmental Protection Agency. Office of Research and Development. Aesthetics in urban planning (abbrev.). U.S. Environmental Protection Agency. (401 M St., S.W., Washington, D.C. 20460).

The role of aesthetics in environmental quality requires methodology to allow decision makers to incorporate their facts into trade-off analysis.

— Develop a prototype simulation model of a metropolitan region for comprehensive environmental quality management. Georgetown University. I. K. Paik, School of Arts, 3800 Reservoir Rd., N.W., Washington, D.C. 20007).

Explicitly incorporated in the model will be the trade-offs among different forms of residuals disposed finally in the environment that are effected by alternative production processes including possibilities of input substitution, and alternative pollution control strategies and methods.

— Local government management assistance and transfer research project. International City Management Association. (C. B. Rubin, 1140 Connecticut Ave., N.W., Washington, D.C. 20036).

To assist localities in generally bolstering their management capability, various management improvement approaches will be tested. The net result of these experiences will be the development of a methodology for transplanting environmental management capabilities to other cities.

— The role of private financing in environmental protection. Chase Manhattan Bank. (R. H. Aldrich, New York, N.Y.).

The feasibility of applying an integrated ecologic/econometric model to the Connecticut River Basin to aid in developing implementable schemes for maintaining environmental quality will be investigated. The project will emphasize development of a financing plan based primarily on regional private financial institutions.

U.S. National Science Foundation. Division of Advanced Environmental Research and Technology. Analysis of a new approach for environmental policy evaluation. Harvard University. (H. A. Thomas, School of Engineering, Cambridge Station, Cambridge, Mass. 02138).

Complete analysis of environmental policy issues related to five problem areas, for the purpose of developing the general methods and techniques for using Pareto Analysis as a means of evaluating the political feasibility of various decisions.

U.S. National Science Foundation. Office of Intergovernmental Science and Research. State government environmental issues. Council of State Governments. (H. M. Patton, Iron Works Pike, Lexington, K. 40505).

The Council of State Governments proposes to establish a feedback and feedforward mechanism focused on state government users and their needs in the category of inter-media and extra-environmental transfers and trade-offs.

Energy: Alternate Sources

U.S. National Science Foundation. Division of Advanced Energy Resources Research. Application study of wind power technology to a small city. Michigan State University. (J. Asmusen, School of Engineering, Engineering Bldg., East Lansing, Mich. 48824).

Will provide an initial assessment of the technical and economic feasibility of applying wind energy conversion technology to satisfy the electrical power needs of a small municipal utility.

Barriers to the use of wind energy machines—the present regime and estimate of potential legal, political and societal problem. Societal Analytical Institute. (H.J. Taubenfeld, 6416 Williams Pkwy., Dallas, Texas 75205).

Analyze and assess the present state of law and regulation at the federal, state, regional and local levels of government as it affects wind energy machines as they presently are known, and as they are likely to develop.

Legal/institutional implications of wind energy conversion resources. George Washington University. (L.H. Mayo, Program of Political Studies, Science, Technology, 901 23rd St., N.W., Washington, D.C. 20037).

To identify and analyze legal doctrine, legal issues, regulatory schemes, regulatory policies and practices, institutional arrangements, and decisional processes which will likely arise from the authorization, development, operation and utilization of wind power resources for the production of energy.

Planning for resource development—geothermal engineering in Imperial County, California. Imperial City Government. (D.E. Pierson, El Centro, Calif. 92243).

Generalization of various techniques, models, policy strategies and techniques, and other methodologies shall be made available for replication to other areas with geothermal potential.

U.S. National Science Foundation. Division of Advanced Productivity Research and Technology. Workshop and preliminary study of the legal problems of geothermal resources development. University of Southern California. (C.D. Stone, Graduate School, 3551 University Ave., Los Angeles, Calif. 90007).

Begin identifying the legal inhibitions on geothermal development and to establish the groundwork for appropriate reforms in legal structure.

U.S. National Science Foundation, Office of Intergovernmental Science and Research. Design of social, economic and legal data-gathering relative to a solar-heated house. Colorado Springs Department of Public Utility. (J.D. Phillips, P.O. Box 1103, Colorado Springs, Colo. 80901).

Provides support for instrumentation and data-gathering on a solar heating system installed in a residence erected by the Phoenix Corporation in residential neighborhood in Colorado Springs. Collect detailed data on the economic, legal and social acceptance considerations related to the operation of a solar-heated house in a suburban residential setting.

U.S. National Science Foundation. Office of Intergovernmental Science and Research. State legislation and renewable energy resources. Council of State Governments. (E.S. Mackey, 1150 17th St. N.W., Washington, D.C. 20036).

Specific projects include: a summary and assessment of current technology, facilities, and State legislation relative to solar heating and cooling, a survey of existing geothermal resources, studies of State water and mineral rights laws, regulation of geothermal energy transmission, and attraction of private industry to geothermal resource development.

State management of geothermal energy in Hawaii. State Department of Planning and Economy. (S.M. Mark, Honolulu, Hawaii).

To define the role of state government in the utilization of geothermal resources; to assess the management options open to the State over such resources; and to explore the public policy implications and consequences of the introduction of geothermal sources of energy in Hawaii.

U.S. National Science Foundation. Other Unknown Units. American Bar Foundation. (W.A. Thomas, 1155 E. 60th St., Chicago, Ill. 60637).

To resolve anticipated legal problems associated with land use that might impede greater utilization of solar energy in the United States.

Energy Conservation

U.S. Department of Transportation. Policy, Plans and International Affairs. International Programs Office. Analyze four policy options on fuel economy. Engineering and Environmental Analysis, Inc. (R.O. Reid, 1701 N. Fort Myer Dr., Arlington, Va. 22209).

Evaluation of technical problems, economic costs, and benefits, enforcement mechanisms, the impact on national resources and potential external ramifications of meeting a fuel economy improvement standard of 20 percent for new motor vehicles manufactured during and after 1980.

U.S. National Science Foundation. Division of Materials Research. Energy conservation in housing. Princeton University. (R.H. Socolow, School of Engineering and Applied Science, Box 430, Princeton, N.J. 08540).

The consumption of energy in residential housing, especially of that used for space heating and cooling, is being studied by a multidisciplinary group representing engineering, statistics, psychology, and architecture.

U.S. National Science Foundation. Division of Social Sciences. Determinants of household consumption of energy under mandatory and voluntary conservation programs. University of California. (C.P. Hensler, School of Letters, 401 Hilgard Ave., Los Angeles, Calif. 90024).

Permits the test of alternate incentive systems for energy conservation. It combines quasi-experimental design and some strands of rational choice-collective goods theory on an important policy-related problem.

U.S. National Science Foundation. Division of Social Sciences. Direct and indirect effects of energy conservation on households, employers, and retailers. Brandeis University. (R. Perlman, School of Social Welfare, Waltham, Mass. 02154).

Identify the direct and indirect effects of energy conservation measures on households of different socioeconomic characteristics and on different types of enterprises.

U.S. National Science Foundation. Office of Systems Integration and Analysis. Energy conservation in housing. Princeton University. (D.T. Harrje, School of Engineering, C230 Engineering Quadrangle, Princeton, N.J. 08540).

This proposal is for the third of an expected four years of studies of energy utilization in a new planned urban development, Twin Rivers, New Jersey.

———. Energy conservation studies. Oakridge National Laboratory. (R.S. Carlsmith, P.O. Box X, Oak Ridge, Tenn. 37830).

Emphasizes: opportunities for energy conservation in the residential sector; underlying factors that determine the growth of electricity demand, leading to more reliable future estimates of requirements, and establishment and communication of a broad data base for current work on energy consumption and energy policy.

———. Evaluation of measures for conserving energy. Rand Corp. (D.N. Morris, 1700 Main St., Santa Monica, Calif. 90406).

This project is a continuation of research on measures for conserving energy in the four sectors of the economy: Residential, Commercial, Industrial, and Transportation.

———. Impacts of energy conservation policies. University of Illinois. (B.M. Hannon, School of Engineering, 2527 Hydrosystems Lab., Urbana, Ill. 61801).

To apply the model developed in previous work in three specific policy areas: (a) Energy and the factors of production, with emphasis on Foreign Trade Policy; (b) The Impact of Technological Change and Conservation; and (c) Energy and Protein production.

———. A preliminary analysis of the effects of a government subsidy for efficient automobiles. Rand Corp. (D. Morris, 1700 Main St., Santa Monica, Calif. 90406).

Estimate for a specific subsidy scheme; changes in total gasoline demand by the automotive fleet; changes in total emissions; changes in domestic employment in the automobile industry; impacts on our international balance of payments; fiscal impacts on the federal budget; distributional impacts on income groups.

U.S. National Science Foundation. Other Unknown Units. Improved energy effectiveness in selected industries. Thermo Electron Corp. (E. Gyfotopoulos, 85 1st Ave., Waltham, Mass. 02154).

To establish practical goals in the near term (5 to 10 years) for reduced specific fuel consumption in each major operation of two industries consistent with economic and environmental considerations.

U.S. National Science Foundation. Other Unknown Units. Research applied to the evaluation of measures to conserve energy. Rand Corp. (D.N. Morris, 1700 Main St., Santa Monica, Calif. 90406).

Improve ability to analyze the cost and effectiveness of measures for conserving energy—and to evaluate alternative policy options available to decisionmakers for encouraging the adoption of energy conserving practices.

Energy Development Impacts

U.S. Department of Agriculture. Impact of energy cost changes on communities, jobs and local governments in rural America (Social and economic effects). U.S. Department of Agriculture (R. Coltrane, Economic Research Service, 14th St. and Independence Ave., S.W., Washington, D.C. 20250)

Objectives: (1) Attempt to anticipate the community impacts of coal development in the Great Plains. (2) Forecast potential effects of changes in energy costs on the location of industry and development of jobs in Rural America. (3) Estimate impacts of rapid changes, such as those accelerated by energy costs on local governments.

U.S. Department of Agriculture. Cooperative State Research Service. Economics of strip mining and reclamation of Illinois agricultural land. University of Illinois. (H.D. Guither, Agriculture Experiment Station, Urbana, Ill., 61801).

Evaluate the effects of strip mining upon the flow of income from agricultural land to the private owners and the local government through taxes, and upon farm and nonfarm income, institutions and public services in the affected areas; to assess the costs and potential returns from reclaiming strip mined land.

Oil shale development: its socio-economic impact upon western slope communities. Colorado State University. (S. L. Gray, Agriculture Experiment Station, Ft. Collins, Colo. 80521).

Develop an inventory of benchmark data to be used in analyzing social and economic changes in the oil shale region; analyze and project alternative social, institutional and economic changes that may result from oil shale development; provide information, suggestions and educational programs at all decision making levels regarding the present situation, likely impacts and alternative procedures for accommodating change.

U.S. Department of Commerce. National Oceanic and Atmospheric Administration. Sea Grant Office. The economics of the ocean mining of sand and gravel off the coast of Rhode Island. University of Rhode Island. (T.A. Grigalunas, Graduate School, Green Hall, Kingston, R.I. 02881).

Indicate a timeframe within which development could take place which, in turn, can be used by planning officials to assess the urgency of research needs in other areas, e.g., biology. Identify conflict situations and management issues and trade-offs from conflicts of regulations. Indicate the consequences of marine mining on the onshore industry.

U.S. Department of Housing and Urban Development. Socioeconomic impact study of resources development on governance in the Northern Great Plains. James P. Twomey Associates. (G. Horiuchi, 1346 Connecticut Ave., N.W. Washington, D.C. 20036).

Provide an analytical and informational framework for policy planning decisions at all levels of government.

U.S. Department of the Interior. Office of Coal Research. The social and economic impacts of a Ft. Union coal processing complex. University of Denver. (J.S. Gilmore, Denver Research Institute, University Park, Denver, Colo. 80210).

Describe and estimate the economic, social, and land-use activities and impacts that will result from the development of a coal mining-processing complex to be located in a relatively undeveloped, somewhat isolated, and sparsely populated area in the North Great Plains Region.

U.S. Department of the Interior. Office of Water Research and Technology. Energy demand and water resource management—the economic aspects. Cornell University (R.J. Kalter, School of Agriculture, Ithaca, N.Y. 14850).

To develop a regional water allocation and investment decision-making model incorporating energy related water demands. The model will consider national and regional income objectives as well as environmental constraints and will operate so as to allocate available water supplies or schedule investments to obtain maximum net benefits in view of these multiple objectives.

Meeting demands for public services created by water and energy resources development financing problems in impacted Wyoming communities. (University of Wyoming. (K.N. Griffin, School of Arts, P.O. Box 3435, University Station, Laramie, Wyo. 82070).

To analyze the demands for public services which are created in impacted communities due to the development of water and energy resources and to develop a plan for cooperative funding by local government entities of these services.

Oil spills—the policy of prevention and the strategy of recovery. University of Massachusetts. (J. M. Conrad, School of Food and Natural Resources. Amherst, Mass. 01002).

The study will inquire into the nature of oil spills recovery technology and construct a model for the allocation of recovery resources so as to establish the "best state of preparedness" against spills.

Water use and coal development in eastern Montana—water availability, water demands, and economic impacts. Montana State University. (R.L. Stroup, School of Agriculture, Bozeman, Mont. 59715).

Identify the factors important in determining the social costs and benefits of water use in coal development; specify a methodological framework with which to investigate and analyze these factors for planning and predictive purposes; and apply this methodology and existing data from all available sources in empirical investigations of the social costs and benefits of potential water use in coal development at each of several selected eastern Montana sites.

U.S. Environmental Protection Agency. Office of Research and Development. Tioga River Mine Drainage Pollution Abatement Project. State Department of Environmental Resources. (J. Demchak, P.O. Box 2351, Harrisburg, Penn. 17105).

To demonstrate the effectiveness of restoration of unreclaimed strip mines as a technique for the abatement and reduction of acid mine drainage.

U.S. National Science Foundation. Division of Advanced Energy Resources Research. An assessment of the effects of energy development in the Fort Union Basin, Montana and neighboring states. University of Montana. (A.J. Silverman, School of Arts and Sciences, 770 Eddy St. Missoula, Mont. 59801).

Over the next 5–10 years, a marked increase in coal mining and power generation will occur in eastern Montana. A measure of the impact on the environment can be achieved only if pre-industrial (base-line) data are available. The goal is to undertake a program of gathering biophysical base-line data which are needed for the environmental assessment.

U.S. National Science Foundation. Division of Advanced Productivity Research and Technology. Ocean thermal energy conservation—legal considerations. American Society of International Law. (R.E. Stein, 2223 Massachusetts Ave., N.W. Washington, D.C. 20008).

Identify subjects of needed inquiry within at least five broad areas: rights to emplace and maintain installations; rights to capture and remove the resource; sources and content of legal standards governing emplacement and operation; questions of responsibility and liability for the consequences of operation; and the juridical status of operators and installations.

U.S. National Science Foundation. Office of Systems Integration and Analysis. Evaluation of alternative energy leasing strategies and schedules for federal lands. Cornell University. (R.J. Kalter, School of Agriculture, Ithaca, N.Y. 14850).

Complete development of energy leasing sub-models for oil, coal, oil shale, uranium, and geothermal energy resources; link the various energy leasing sub-models with an existing inter-fuel competition model at the national level; use the leasing model to test alternative national leasing strategies for all energy resources.

The role of coal in the long-term management of U.S. energy resources. Dartmouth College. (D.L. Meadows, School of Engineering, P.O. Box 833, Hanover, N.H. 03755).

Concentrate on intensive development of resource policy models that will be of immediate assistance to U.S. policy makers in ascertaining the long-term consequences of alternative energy resource strategies, and the potential significance of coal as a future energy source.

U.S. National Science Foundation. Research Applications Director. National energy needs and environmental quality. Cornell University. (C.L. Comar, School of Biological Sciences, Ithaca, N.Y. 14850).

A broad interdisciplinary effort which will systematically evaluate the options, costs, environmental consequences, and possible constraints on meeting the energy requirements of our expanding economy.

Energy Policy

U.S. Department of Commerce. Economic Development Administration. Multi-regional equilibrium federal policy substitutions modelling. National Bureau of Economic Research Inc. (S.P. Dresch, New Haven, Conn. 06510).

The model is being extended to provide estimates of future energy demands under alternative policies, of investment programs required to satisfy these demands, and of the pervasive economic impacts of alternative degrees of an approaches to "energy independence".

_____. National Oceanic and Atmospheric Administration. Sea Grant Office. Toward a rational Wisconsin policy on power plant siting and electricity consumption. University of Wisconsin. (D. Large, School of Law, Agriculture Hall, Madison, Wis. 53706).

Recommendations for changes in Wisconsin law and policy affecting consumption of electric power and siting of electric power plants.

U.S. Department of the Interior. Office of Water Research and Technology. Power shortage contingency program for the Pacific Northwest, legislative, regulatory, and institutional aspects (abbrev.). Kell Alterman Runstein Thomas. (L. Jourlmon, 1107 Commonwealth Bldg., Portland, Ore. 97204).

To review and research the body of law in its historical evolution and its contemporary significance and its effects on power sales and curtailment policies in the Pacific Northwest under scarcity conditions.

U.S. Federal Energy Administration. Analyses of fuel regulations. U.S. Department of Commerce. (W. G. Leight, National Bureau of Standards, Washington, D.C. 20234).

To support the Federal Energy Administration with economic analyses relating to current and projected regulations for the allocation of petroleum.

_____. Energy alternatives for California. Rand Corp. (R. D. Doctor, 1700 Main St., Santa Monica, Calif. 90406).

Identify the implications for the state of the alternative future patterns of energy supply and use taking account of economic, social, and environmental impacts.

_____. Information systems to provide leading indicators of energy self-sufficiency. Massachusetts Institute of Technology. (D. H. Jacoby, School of Management, Cambridge, Mass. 02139).

The purpose of this research is to design an information system to provide leading indicators of energy sufficiency, and to prepare a sample implementation of selected parts of the system.

U.S. National Science Foundation. Division of Advanced Productivity, Research and Technology. State and local strategies for energy conservation and allocation—a legal and administrative analysis. Environmental Law Institute, (G. P. Thompson, 1346 Connecticut Ave., N.W., Washington, D.C. 20036).

To give guidance to state and local governments concerning the legal efficiency and effectiveness of measures taken to implement energy policy. This is primarily legal research directed to solve the legal problems associated with the implementation of local policies.

U.S. National Science Foundation. Office of Energy Research and Development Policy. Energy, employment, and national product—a linear programming analysis. University of California. (E. M. Lofting, Lawrence Berkeley Laboratory, Berkeley, Calif. 94720).

The project will develop quantitative estimates of the direct and indirect energy implications of specific strategies for increasing output of domestic energy.

_____. Proposal for Project Independence review. Massachusetts Institute of Technology. (H. D. Jacoby, School of Management, Cambridge, Mass. 02139).

The group will investigate the strengths and weaknesses in the analytic procedures for the Project Independence Model and will assess the validity and criticality of various assumptions built into the model.

U.S. National Science Foundation. Office of Intergovernmental Science and Research. The Governors' Energy Project. Council of State Governments. (E. F. Rovner, 1150 17th St., N.W., Washington, D.C. 20036).

The national Governors' Conference will continue its implementation of a mechanism to coordinate state efforts in the energy field in relationship to each other and to the federal government.

— The interstate legislative energy staff project. State Office of the Secretary. (A. J. Abrams, Albany, N.Y. 12224).

The New York State Senate proposes the development of a novel interstate legislative energy staff project to serve ten state legislatures in the North-eastern Region.

— State legislation and renewable energy resources. Council of State Governments. (E. S. Mackey, 1150 17th St., N.W., Washington, D.C. 20036).

The major results of this program of project activity in the area of renewable energy sources will be the improvement of State legislation, stimulation and coordination of State research and development, and the removal of impediments to resource development and production contained in State statutes and codes.

— Technology transfer for energy management (California Innovation Group). Burbank City Government. (J. N. Baker, 275 E. Olive Ave., Burbank, Calif. 91502).

The city of Burbank, has taken from the U.S. Bureau of Reclamation 4,000 plus acres of Geothermal Energy potential. The Science Advisor Program of the California Innovation Group will be utilized as the viable mechanism to develop, share, and replicate the Burbank experience to other communities and the various Federal Agencies.

U.S. National Science Foundation. Office of Systems Integration and Analysis. Development and implementation of energy policy action alternatives to minimize the New England cost differential. Center for Energy Policy, Inc. (P. B. Clark, Riverside Park, Suite 300, Weston, Mass. 02193).

The New England Energy Policy Council has been organized to provide a structured forum for responsible interest groups wherein energy issues may be defined, debated, and resolved. The objective of this study is to test the hypothesis that such a council of private citizens can be effectively used for public policy formation.

U.S. National Science Foundation. Office of Systems Integration and Analysis. Development of new methods in the analysis of energy policy models. Johns Hopkins University. (M. Greenberger, School of Arts, Charles and 34th Sts., Baltimore, Md. 21218).

Design, describe, and demonstrate a methodology for analyzing and utilizing alternative energy policy models. Explore a new approach to validating (e.g., assessing the confidence of) alternative energy policy models.

— Energy information studies. Oak Ridge National Laboratory. (R.S. Carlsmith, P.O. Box X, Oak Ridge, Tenn. 37830).

Preparation and publication of "Energy Abstracts for Policy Analysis" (EAPA) and the maintenance of a comprehensive and up-to-date computerized bibliography of publications in the field of energy. A third function is to maintain, update, and expand a mailing list of people interested in energy.

U.S. National Science Foundation. Other Unknown Units. Houston area regional econometric model. University of Houston. (R.W. Thomas, School of Arts and Sciences, 3801 Cullen Blvd., Houston, Texas 77004).

Will construct a model of the Houston economy, which permits analysis of the impact of energy production on personal income, spending, governmental revenues, and non-energy output and employment.

U.S. New England Regional Commission. New England Energy Management Information Systems—NEEMIS. Massachusetts Institute of Technology. (J. Donovan, Energy Laboratory, Cambridge, Mass. 02139).

The primary objective of NEEMIS is to establish a facility (for storing and validating data, retrieving data, interpreting and analyzing data, and constructing and applying models using those data) which will facilitate New England energy policy analysis and decisions.

Air Pollution

U.S. Department of Transportation. Federal Highway Administration. Air quality modeling techniques. University of Washington. (A.T. Rossano, School of Engineering, 206 Guggenheim Hall, Seattle, Wash. 98105).

An effort is made to determine how current and proposed federal, state and local environmental control regulations will affect highway operations and changes necessary in current procedures, techniques and equipment in order to meet regulatory criteria.

———. Effects of air pollution regulations on highway construction and maintenance. Howard, Needles, Tammen and Berg. (Riley, Caldwell, N.J. 07006).

Synthesize construction and maintenance practices affecting air quality with consideration of laws and regulations and mitigation procedures.

U.S. Environmental Protection Agency. Office of Research and Development. Automobile emissions study. University of California. (J.E. Krier, School of Law, 401 Hilgard Ave., Los Angeles, Calif. 90024).

Proposes an examination of the formulation and implementation of motor vehicle air standards. It further deals with the factors which affect an efficient administration of various laws.

———. San Diego regional analysis for meeting air quality standards. San Diego County Government. (L.E. Coate, 1600 Pacific Hwy., San Diego, Calif. 92101).

Study will include a review of the interrelationships of air pollution with the other pollutants and with the use of the natural resources which, when analyzed, will lead to a better understanding of regional environmental management.

U.S. National Science Foundation. Division of Advanced Environmental Research and Technology. Development of a San Francisco Bay Area air pollution model. University of California. (R.C. Maninger, Lawrence Livermore Laboratory, P.O. Box 808, Livermore, Calif. 94550).

The model is designed to assist in evaluating land use plans, to study consistency of local air quality with the Federal ambient air quality standards, and assessing the effect of various postulated emission control strategies on local air quality.

U.S. National Science Foundation. Division of Social Sciences. Linear activity analysis of air pollution control. Southern Illinois University. (R.E. Kohn, School of Humanities, Edwardsville, Ill. 62025).

It is the normative implications of the general equilibrium model that frequently justify the economist's advocacy of pollution fees. Having fully developed the theoretical structure of the general model, an empirical study of the impact of pollution fees on the St. Louis Airshed is undertaken.

U.S. National Science Foundation. Office of Energy Research and Development Policy. Regional air quality—the technical basis for policy alternatives. Massachusetts Institute of Technology. (J.A. Fay, School of Engineering, Cambridge, Mass. 02139).

After a review of the current knowledge and analysis of long-distance transport, tentative but reasonable models which may be useful in predicting the consequences of regional emission abatement programs will be advanced.

Water Resource Planning, Management and Regulation

U.S. Department of Agriculture. Cooperative State Research Service. Alternative economic mechanisms to resolve water quality problems. Ohio State University. (T.F. Glover, School of Agriculture and Home Economics, 190 N. Oval Dr., 102 Administration Bldg., Columbus, Ohio 43210).

Estimate economic cost functions of waste water treatment and pollution damage. Use cost functions to analyze trade-offs of water treatment as well as output and water pollution.

———. Social and economic factors in the adoption by industry of water pollution control measures. University of Minnesota. (G.A. Donohue, Agriculture Experiment Station, St. Paul, Minn. 55101).

Develop a model of change based primarily on invention and development as opposed to resistance and conflict. Determine the social and economic restraints that impede adoption of available technology. Analyze the attitudinal dispositions of industrial decisionmakers regarding pollution control.

———. Economic Research Service. Natural Resources Economic Div. Public resource planning and evaluation. U.S. Department of Agriculture. (K. Gertel, Natural Resources Economic Division, 14th St. and Independence Ave., S.W., Washington, DC. 20250).

Focuses on developing improved resource planning procedures, with priority given to methodology questions relevant to Federal Agency water resource planning.

U.S. Department of Defense. Army Corps of Engineers. Assistance to Water Resource Council on regional development and social well-being. U.S. Army. (R.W. Harrison, Engineer Institute for Water Resources, Kingman Bldg., Ft. Belvoir, Va. 22060).

The issues include: (1) definition of the conditions under which a regional benefit is a national benefit; (2) the state of the art for measuring the benefit in monetary or non-monetary terms; (3) specification of those situations where inclusion of secondary national benefits is likely to be acceptable to decision makers.

U.S. Department of the Interior. Geological Survey. Water Resources Division. Water quality modeling of selected Florida estuaries. U.S. Department of the Interior. (D.A. Goolsby, Geological Survey, Tallahassee, Fla. 32304).

The primary objective of this project is to develop digital water quality models for 8 estuaries on the Florida Gulf Coast.

Office of Water Research and Technology. Achieving urban water conservation. Colorado State University. (D.W. Hill, School of Humanities and Social Science. Ft. Collins, Colo. 80523).

Identify the extent and degree of conservation of urban water uses that are possible through technological means in the Front Range-South Platte Basin; attitudes and perceptions of the public and utility personnel toward technological means of conservation and changes in water use habits and patterns.

U.S. Department of the Interior. Office of Water Research and Technology. Assessing the social effects of water quality management programs. Georgia Institute of Technology. (G.E. Willeke, Environmental Resources Ctr. 225 North Ave., N.W., Atlanta, Ga. 30332).

Applies the principles of a research procedure on social effect assessment to the specific situation of area-wide water quality management. The roles of the general public and the professional planner in social effect assessment will also be studied.

Case study of remedial flood management in an urban area—Phase III. Georgia Institute of Technology. (L.D. James, Environmental Resources Ctr. 225 North Ave., N.W., Atlanta, Ga. 30332).

A case study of water resources management in an urban area, with special emphasis on flood hazards and flood damage abatement alternatives.

Coordinating water management and energy development strategies in the Upper Colorado River Basin. Colorado State University. (W.R. Walker, School of Agriculture. Ft. Collins, Colo. 80521).

Determination of the quality effects which might be expected to occur as a result of the potential energy developments in each of the upper basin states; the uncertainty of energy water rights as a factor in energy related investment; delineation of the legal and institutional factors which could be strengthened or modified for more efficient regional water utilization; a comprehensive salinity control policy for the basin will be determined; a water management and energy development strategy would be formulated to maximize water resource use and protect its use in the basin.

Decision structure for assessment of the economic impact of water quality strategies in an industrial watershed. University of Wisconsin. (C.E. Stanley, Water Resources Cts., Agriculture Hall, Madison, Wis. 53706).

Design a decision structure incorporating both mathematical programming and input-output models that will trace the impact of water quality decisions made by Water Resource Planning and Control Agencies through to the economic result and effect on an industrial watershed and the surrounding community.

Decision-making constraints in the policy development and administration of water resources in West Virginia. West Virginia University. (D.C. Menzel, Water Research Institute, Morgantown, W. Va. 26506).

Describe and assess water-resources decision-making in West Virginia State government. Determine the relative importance assigned to water-pollution control and other water-resources matters by high-ranking elected and non-elected policy makers.

Development of techniques for estimating the potential of water resources development for achieving national and regional social goals. Utah State University. (D.F. Peterson, Utah Ctr. for Water Resources Research, Main Bldg. Rm. 104, Logan, Utah 84321).

A comprehensive modeling system linking general social welfare to water resource use useful for studying alternatives at the field planning level and for reviewing policy at the national level.

U.S. Department of the Interior. Office of Water Research and Technology. Economic and legal analysis of alternative flood control strategies. Phase II. University of Massachusetts. (J.H. Foster, School of Agriculture, Amherst, Mass. 01002).

Develop an economically optimum flood control plan for the Connecticut River Basin with the role of each of the five alternatives determined.

———. Economics and politics of water development and management in Cleburne and Calhoun Counties, Alabama. University of Alabama. (W.M. Kimbrelman, Graduate School, 720 S. 20th, Birmingham, Ala. 35233).

Examine the policies and procedures of public water authorities in one urban and one rural county in an attempt to determine how governmental structure, operational aspects, legal constraints, political considerations, and efficiency criteria affect water decisions.

———. Evaluation of lake quality control methods. University of Vermont State Agriculture College. (F.O. Sargent, School of Agriculture, 85 S. Prospect St., Burlington, Vt. 05401).

Analyze physical, political, legal and social land and water management methods in New England lake watersheds as they come under the influence of urbanization. Alternative water quality control methods will be evaluated.

———. Hierarchical modeling for planning and management of a total regional water resource system—supply and quality of ground and surface water. Case Western Reserve University. (Y.Y. Haines, School of Engineering, University Cir., Cleveland, Ohio 44106).

The motivation for the proposed work is partly based on the need for maximum utilization of the state-of-the-art in water resources systems engineering and on the recognition that a meaningful planning and management of a total water resources system can best be achieved using a regional approach which recognizes the important role of local agencies.

———. Institutional arrangements for effective groundwater management to halt land subsidence. Texas A & M University System. (L. Jones, School of Agriculture, College Station, Texas 77843).

To examine alternative legal, economic and institutional arrangements for managing ground water and surface water use to halt land subsidence.

———. Institutional arrangements for effective water management in Colorado. Colorado State University. (P.O. Foss, School of Humanities and Social Science, Ft. Collins, Colo. 80523).

Analysis of Colorado's water laws, regulations, policies, practices and financial arrangements from a managerial point of view; comparison of these with similar analyses which have been completed for other states; counseling with expert witnesses and interviewing persons most directly affected by water management policies.

U.S. Department of the Interior. Office of Water Research and Technology. Institutional behavior concerning river basin management legislation. Doane College. (E.J. McPartland, School of Arts, 1020 Burlington Ave., Crete, Nebr. 68333).

To analyze the formulation of institutional policy in the water resources field by a case study of the enactment of Natural Resources District legislation in the Nebraska legislature.

———. Institutional constraints and conjunctive management of water resources in West Texas, Texas A & M University System. (O. W. Templer, Texas Water Resources Institute, College Station, Texas 77843).

Observe and analyze by legal and geographic research techniques the institutional constraints imposed by Texas' system of water law efficient use and conjunctive management of water in those phases of the hydrologic cycle of importance to West Texas.

———. Legal aspects of water resource use. University of Wyoming. (G.A. Gould, Water Resources Research Institute, P.O. Box 3038, University Station, Laramie, Wyo. 82070).

Involves research into several areas of water law. While the various areas of proposed research are not directly related, they all share at least two characteristics: each is a problem which is created because the demand for water has begun to approach the limits of the supply and each is a problem of current concern.

———. Methods and application for interfacing land use analysis with water resources planning. INTASA Inc. (C.H. Jolissaint, 421 King St., Suite 210, Alexandria, Va. 22314).

Develop methods to be incorporated within a land use analysis process, capability to generate information on water resource system development and management costs, fiscal cost analyses applicable to land use concerns and municipal and state budgets, and priority ranking schemes to assess water

systems in the context of other public facility programs embraced within alternative community land use programs.

Multi-objective water resources planning—methodology to achieve compatibility between environmental amenities and economic development. Clemson University. (L. W. Gahan, School of Forestry, Tillman Hall, Clemson, S.C. 29631).

Determine the relative compatibility of water-related uses in South Carolina and develop unit benefits for each as a function of intensity of utilization and environmental amenities.

A national pollutant discharge elimination system data management system designed for a state water quality enforcement agency. Purdue University. (A.B. Whinston, School of Management, Executive Bldg., Lafayette, Ind. 47907).

A data management system will be designed to provide (1) an organized structure storing the relevant data; (2) simplified methods for retrieving desired information; and (3) report generation capabilities.

U.S. Department of the Interior. Office of Water Research and Technology. Principles of water resources planning (II). Rutgers State University. (W. Whipple, Water Resources Research Institute, Old Queens Bldg., New Brunswick, N.J. 08903).

Investigate basic principles applicable to water resources planning, particularly the value of environment quality, and the interest and discount rate.

Reform of water resource laws with particular reference to the drainage code and laws. University of Illinois. (D. L. Uchtmann, School of Agriculture, Urbana, Ill. 61801).

To accomplish a rational governmental structure and an administrative scheme to improve the effectiveness and efficiency of water resource management to Illinois, with particular emphasis on drainage, flood and conservation laws.

Research and analysis to plan, develop, and manage a ground and surface water supply, Phase IV. University of Nevada. (G. F. Cochran, Desert Research Institute, Reno, Nev. 89507).

Detailed investigation of conjunctive use for a semi-arid urban area experiencing phenomenal growth.

The role of water reuse in meeting regional water requirements. Colorado State University. (D. W. Hendricks, School of Engineering, Ft. Collins, Colo. 80521).

Investigate the potential for water reuse and then compare the costs and side effects of water reuse vis-a-vis the development of new water in meeting the increasing demands of an urban water system.

Socially defined environmental values in urban water resources planning. Resources Development Consult. (D. W. Hill, P.O. Box 606, Ft. Collins, Colo. 80521).

Social values to be identified and measured include water supply values, attitudes toward effluent, recreation values, water as a personal and aesthetic amenity, and flood plain management and flood control values.

Systematic development of institutional and legal prescriptions for urban water use and management. Indiana University. (J. P. White, School of Law, 1121 W. Michigan St., Indianapolis, Ind. 46202).

To devise new statutory and administrative approaches to water resources management; to devise alternative lines of choice to facilitate innovative approaches to inter-basin transfers in allocating water for urban and metropolitan uses; to analyze environmental impact upon proposed new approaches to urban water use and management; and (5) consider private v. public right to urban water management and use.

Systematic development of methodologies in planning urban water resources for medium size communities—Phase II. Purdue University. (J. W. Delleur, School of Civil Engineering, Executive Bldg., Lafayette, Ind. 47907).

Emphasize the policies of the community as they affect the planning of the physical systems and the selection of a system among several alternative designs. Land use policies, community policies, and other policies that affect the population size and distribution are used as inputs in projection of water consumption and demand.

Water management practices and resource planning outcomes. University of Delaware. (F. X. Tannian, Graduate School, Newark, Del. 19711).

Develop a water and sewer profile of three areas of New Castle County, Delaware. Analyze the industrial-city, relationships regarding use, cost and revenue strategies. Evaluate results of the empirical analysis on the context of coordinated water management policy goals.

Water problems in the context of county government decision making. State University of Florida System. (R. D. Thomas, School of Social Science, Boca Raton, Fla. 33432).

Describes and explains Florida county commissioners' decision-making on selected water resources issues within the context of decision-making on a range of selected issues that confront county commissioners.

U.S. Environmental Protection Agency. Office of Research and Development. An assessment of factors influencing the E.P.A. approach to certification of small business pollution control proposals. ABT Associates, Inc. (D. R. Ericson, 55 Wheeler St., Cambridge, Mass. 02138).

Recommend to EPA a process for certification of the adequacy and necessity of small business proposals for water pollution control measures developed in response to Federal Water Pollution Control Act requirements.

Comprehensive river basin planning. U.S. Department of Housing and Urban Development. (R. E. Mitchell, Washington, D.C. 20410).

The Department of Housing and Urban Development, under the auspices of the U.S. Water Resources Council, is to participate in an interagency study involving coordinated planning to identify and solve complex water and related land management problems of selected basin areas.

Comprehensive River Basin Planning. U.S. Federal Power Commission. (R. E. Mitchell, 825 North Capitol St., N.E., Washington, D.C. 20426).

The Federal Power Commission under the auspices of the U.S. Water Resources Council is to participate in an interagency study involving coordinated planning to identify and solve complex water and related land management problems of selected basin areas.

Long Island Sound Regional Study Water Quality Management Plan. State Department of Environment Conservation. (R. C. Mt. Pleasant, 50 Wolf Rd., Albany, N.Y. 12205).

An evaluation of existing and on-going plans to meet water quality requirements, alternative measures for meeting long-term water quality goals, and effect of growth pressures.

U.S. Environmental Protection Agency. Office of Research and Development. Systems analysis in urban water quality planning. Metropolitan Washington Council of Governments. (D. Bates, 1225 Connecticut Ave., N.W., Washington, D.C. 20036).

Synthesize several existing mathematical models to create and demonstrate a systems analysis procedure for an urban water resource.

Water quality planning. State Department of Environmental Protection. (R. B. Anderson, Hartford, Conn. 06115).

Prepare single purpose water quality management plans which will be used as an input to the Long Island Sound Study, a state-federal water and related land resources planning program.

Land Use

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, Agriculture Experiment Station, Urbana, Ill. 61801).

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.

Appraisal of public expenditures and sources of public revenues with emphasis on land resources. Louisiana State University Systems. (F. L. Corty, Agriculture Experiment Station, University Station, Baton Rouge, La. 70803).

A parish will be selected from each of eight agricultural areas of Louisiana. Land uses will be classified, land values derived and the land tax potential will be evaluated as a potential for supporting public services and rural parishes.

An economic analysis of the land economy and public policies influencing land use. University of Wisconsin. (R. L. Barrows, Agriculture Experiment Station, 116 Agriculture Hall, Madison, Wis.).

Trends in the land market will be analyzed through secondary sources and through a multiple regression framework. The role of the income and property tax system will be analyzed through an analysis of investor budgets.

— Economic and institutional aspects of land use planning and control in Rhode Island. University of Rhode Island. (E. E. Seay, Agriculture Experiment Station, Administration Bldg., Kingston, R.I. 02881).

The proposed study is a descriptive one that will involve reviewing the land economics and land use planning literature and evaluating the findings in light of economic theory.

— Economic effects of alternative means of influencing land use patterns. University of Maine. (J. Delphendahl, Agriculture Experiment Station, 36 Winslow Hall, Orono, Maine 04473).

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. Evaluate the benefits and costs (social and private) of zoning regulations as a means of influencing land use patterns.

— Cooperative State Research Service. Effects of selected changes in real property tax system on land use and tax revenues in S.C. Clemson University. (B. L. Dillman, Agricultural Experiment Station, Long Hall, Clemson, S.C. 29631).

Estimate and compare the effects of real property taxation on agricultural land use in three counties selected from three type-of-farming areas, under three assessment systems—market value before reassessment, market value after reassessment and preferential assessment of agricultural land on a use-value basis.

— Land classification for regional planning. University of Vermont. (F. O. Sargent, Agriculture Experiment Station, 85 S. Prospect St., Burlington, Vt. 05401).

Development of a classification system will be accomplished by working in actual planning situations. The resultant system will be tested for efficacy and contribution to the planning process in actual planning situations.

— Land-use models for residential development in rural-urban fringe areas. University of Tennessee. (I. Dubov, Agriculture Experiment Station, W. Cumberland Ave. S.W., Knoxville, Tenn. 37916).

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, Agriculture Experiment Station, Amherst, Mass. 01002).

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; economic feasibility analysis of the resultant land use (in particular, farming).

— Legislation to control land development. University of Illinois. (N. P. Krausz, Agriculture Experiment Station, Urbana Ill. 61801).

Determine what legal conflicts may arise in Illinois if the proposed federal legislation on land use becomes law and how the various state and local laws and ordinances can be harmonized with such national legislation.

— Rural land use policy in an urbanizing environment. Cornell University. (H. E. Conklin, Agriculture Experiment Station, Ithaca, N.Y. 14850).

Identification, description, and classification of public policy issues relative to agricultural land use in the urbanizing Northeast and of mechanisms being used and proposed for use at state and local levels for dealing with public policy issues relative to agricultural land use.

U.S. Department of Agriculture. Cooperative State Research Service. Rural land use policy in an urbanizing environment. Rutgers the State University. (D.J. Burns, Agricultural Experiment Station). Old Queens Building, New Brunswick, N.J. 08903).

Assessment of the social and economic impact of (1) Use Value Assessment of Farmland; (2) Public Purchase of development Easements Concept (with Connecticut); with West Virginia, the concept of a Speculator's Tax; and with New York and West Virginia, Contributions of General Planning and Zoning will be made.

———. Rural land use policy in an urbanizing environment. University of New Hampshire. (D. E. Morris, Agricultural Experiment Station, Durham, N.H. 03824).

The analysis will be conducted in terms of the effectiveness of current land use assessment in enhancing open space, agricultural land use and productive capacity of the agricultural industry of the State. The effectiveness of this legislation in reducing or curtailing speculation in holding open space for developmental purposes will also be investigated.

———. Rural land use policy in an urbanizing environment. West Virginia University. (D. K. Colyer, Agricultural Experiment Station, Morgantown, W. Va. 26506).

Research 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.

———. Soil interpretations and socio-economic criteria for land use planning. University of Arizona. (R. Weisz, Agricultural Experiment Station, Tucson, Ariz. 85721).

Determine the socio-economic causes and consequences of encroachment by urban activities and/or "ranchette" type developments on agricultural, desert, and desert grassland areas of Arizona.

———. Resource ownership and property rights. University of Wisconsin. (D. Moyer, U.S.D.A. Natural Resources Economic Division, Agriculture Hall, Madison, Wisc. 53706).

Major efforts were directed toward planning for a nation-wide mail survey of landownership. Consultations with a wide range of interested groups and agencies were held, survey plans and questionnaires were developed and a funding recommendation was made.

U.S. Department of the Interior. Geological Survey. Greater Pittsburgh regional studies. U.S. Department of the Interior. (R. P. Briggs, Geological Survey, P.O. Box 420, Carnegie, Penn. 15106).

To provide firm physical environmental foundations upon which improved urban and regional land-and-water resource utilization can be based and from which solutions to existing environmental problems can be drawn.

U.S. Department of the Interior. Office of Water Res. and Technology. A land capability model for the Lake Monroe area of southern Indiana. Indiana University. (R. S. Howe, School of Public Affairs, 400 E. 7th Street, Bloomington, Ind. 47401).

Design of a model incorporating geologic, ecologic and land use variables in assessing the capability of a piece of land adjacent to a man-made lake for selected land use purposes.

U.S. Environmental Protection Agency. Office of Research and Development. Environmental performance criteria for land use planning. American Society of Planning Officials. (F. Beal, 1313 E. 60th Street, Chicago, Ill. 60637).

To foster a comprehensive environmental management program which will address the causes of environmental degradation rather than the effects, and which is primarily preventive rather than remedial.

———. Test land use decision methodologies at state and local levels. Rocky Mountain Center for Environment, Inc. (A. G. Melcher, Denver, Colo. 80222).

This project proposes to research the most effective means for improving local and state decisions in land use by synthesizing environmental analysis and new institutional/legal devices into a usable system.

U.S. National Aeronautical and Space Administration. Space Science Office. Economic assessment of incorporating land use/natural resource data into city planning. California Institute of Technology. (M. E. Alper, U.S. NASA Jet Propul. Laboratory, 1201 E. California Boulevard, Pasadena, Calif. 91109).

A methodology is to be developed whereby a city planning department can readily identify those subsets of their general comprehensive plans where remote sensing land use data might provide benefits.

———. Los Angeles County land use analysis. California Institute of Technology. (M. E. Alper, U.S. NASA Jet Propul. Laboratory, 1201 E. California Boulevard, Pasadena, Calif. 91109).

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.

_____. Manned Space Flight Office. Regional applications project. U.S. National Aero. and Space Administration. (G. E. McKain, Lyndon B. Johnson Space Center, Houston, Tex.).

Interagency Council on Natural Resources and the Environment has established a Remote Sensing Task Force to determine the utility of remotely sensed data as a source of land resources information. NASA has been contacted by the Governor's office to explore a cooperative program to transfer remote sensing and information systems technology to the state.

U.S. National Science Foundation. Division of Advanced Env. Res. and Technology. Assessment of programs for public participation in state land use decision-making. Urban Institute. (N. Rosenbaum, 2100 M Street, N.W., Washington, D.C. 20036).

To develop a useful conceptual framework for the planning and evaluation of programs for public participation in land use decision-making and undertake a comparative empirical evaluation of such programs in a number of large-scale jurisdictions.

_____. Environmental control and land use interactions in the Chicago region. Argonne National Laboratory. (E. J. Croke, 9700 S. Cass Avenue, Argonne, Ill. 60439).

The basic design is (1) to make operational a compatible set of physical and economic models for predicting effects of environmental actions and (2) to apply the models to policy options of concern in decision-making affecting the Chicago area.

_____. Equity considerations and compensation techniques as related to increased public control of land use. Oregon State University. (E. N. Castle Graduate School, 100 Benton Hall, Corvallis, Ore. 97331).

Investigations of techniques, including compensation, which hold promise of addressing the equity problems that would result from greater social control of land use, and to design policies which may diminish some of the political opposition to greater social control of land use.

_____. Office of Science Information Service. Evaluation of the impact of natural resource information on land-use decision making. State Department of Education. (J. F. Davis, Albany, N.Y. 1224).

Transfer and use of scientific and technical information needed by decision makers, with particular attention devoted to assuring the generalizability of the results for potential national application.

Coastal Zone Management

U.S. Department of Agriculture. Cooperative State Research Service. Economics of coastal zone management. University of North Carolina. (I. E. Danielson, Agricultural Experiment Station, Raleigh, N.C. 27600).

Initiate development of a comprehensive resource management model to evaluate trade-off between alternative resource allocation schemes, identify types of information and data required to develop the model, provide answers relevant to decision making and develop a resource management model, for Pimlico Sound.

U.S. Department of Commerce. National Oceanic and Atmospheric Administration. Ecosystem analysis—application in a coastal town. University of Rhode Island. (C. Oviatt, School of Oceanography, Administration Building, Kingston, R.I. 02881).

Work will be combined with parallel work by economist and sociologist. The resulting concepts and plans will be presented to citizen groups and used as a basis for discussions of effects of various kinds of coastal zone development.

U.S. Department of Defense. Army Corp. of Engineers. Methodology for planning shoreline protection. U.S. Army. (L. G. Antle, Engineer Institute for Water Research, Kingman Building, Fort Belvoir, Va 22060).

The issue of national priorities for shoreline protection studies and plan implementation will be addressed by developing a set of priority criteria based on the results of the public values and on information contained in existing non-Federal and Federal coastal zone management plans and studies.

U.S. Department of Housing and Urban Development. Guidelines for integration of comprehensive land use planning and coastal zone management. Nassau Suffolk Regional Planning Board. (A. Zeizel, Smithtown, N.Y. 11787).

Determine impact of the Regional Development Plan and its proposed activities on the coastal zone of Long Island and conversely the influence of coastal environment conditions on proposed land uses and activities.

U.S. Department of the Interior. Office of Water Research and Technology. Inland wetland/technical definitions directed toward emergency policy alternatives. University of Connecticut. (T. Helfgott, School of Engineering, Box U-37, Storrs, Conn. 06268).

To develop a multifaceted technical and operational definition of inland wetlands. These definitions will be primarily in terms of functional uses and biota that consider the social and political impact along with the other scientific factors and ecological value of wetlands.

U.S. Department of the Interior. Office of Water Research and Technology. Transfer of public participation, education, and communication technology to coastal zone management programs. Ohio State University. (I. C. Hawes, Graduate School, 190 N. Oval Drive, 102 Administration Building, Columbus, O. 43210).

Although there is considerable research activity in the area of public participation, education, and communication, there is no paradigm or conceptual model that is commonly recognized. The development of a paradigm for designing effective public participation programs is the goal of this proposed research program.

Waste Water and Solid Waste

U.S. Department of Agriculture. Cooperative State Research Service. Alternatives and costs of handling solid waste materials in urban fringe and rural communities. University of Georgia. (D. H. Carley, Agricultural Experiment Station, Griffin, Ga. 30212).

Determine types of solid waste disposal systems used by county governments and small communities in Georgia and costs of systems. Determine probable costs of alternative solid waste disposal systems and methods of allocating costs to users in urban fringe and rural areas.

— Potential of integrated regional planning for water supply and waste disposal systems. University of Rhode Island. (V. Norton, Agricultural Experiment Station, Administration Building, Kingston, R.I. 02881).

An optimization model, designed to consider economies of size and scale, the effects of alternative pricing policies, and the interrelationship of these in an integrated water supply-waste disposal system will be developed and applied by utilizing empirical data collected for the State of R.I.

— "Solid waste management for Northwest Alabama using sanitary landfills." Auburn University. (W. E. Hardy, Agricultural Experiment Station, Auburn, Ala. 36830).

A location model will be used to determine best of possible sanitary landfill sites. Sites will be those places geologically suited for sanitary landfills not used for other purpose.

— Economic Research Service. Economic of solid waste and sludge management and environmental quality in rural areas. U.S. Department of Agriculture. (W. Christensen, Natural Resource Economics Division, Upper Darby, Penn. 19082).

Determine legal and institutional guidelines and regulations for handling, disposing, and recycling solid waste and sludge.

U.S. Department of the Interior. Office of Water Research and Technology. Economic feasibility of deep well waste disposal. Virginia Polytechnic Institute and State University. (P. M. Ashton, Water Resources Research Center, Burruss Hall, Blacksburg, Va. 24061).

Emphasis will be on development and application of quantitative decision models under conditions of uncertainty typically encountered in deep well injection including but not limited to possible alternative future uses of underground space and the possibility of underground resource contamination.

— Legal aspects of recycling municipal wastewater on land. Virginia Polytechnic Institute and State University. (W. E. Cox, Water Resources Research Center, Burruss Hall, Blacksburg, Va. 24061).

Specific objectives include the evaluation of the impact of private rights and the legal incentives and disincentives arising from various legislation and governmental controls.

U.S. Environmental Protection Agency. Office of Research and Development. Analysis of cost allocation for regional water treatment plans. Mathematica, Incorporated. (J. A. Orlando, 3401 Market Street, Philadelphia, Penn. 19104).

The problem to be addressed is that of allocating the total cost of a regional system to all users, both present and future, in order that all receive an

- equitable share of the benefits of such systems and have an incentive to participate in the system.
- Assistance delivery program for cities. League of Cities Conference Mayors. (E. Glick, 1620 Eye Street N.W. Washington, D.C. 20006).
- Provide a forum for discussion and analysis for mayors and municipal administrators regarding solid waste management problems at the municipal level.
- Demonstrate grant for Minnesota solid waste management programs. State Pollution Control Agency. (C. J. Forsberg, Minneapolis, Minn.).
- Provide assistance in solving special problems, develop standards and ordinances for city, county and regional systems and assist in improving local waste management practices.
- Operation C.U.T.E. (clean up the environment). Polk County Government. (P. Waters, Polk County Courthouse, Livingston, Tex. 77351).
- Elements of the system include sanitary landfill and rural collection system with a continuation of individual municipal collection services.
- Systems analysis for wastewater reuse in metropolitan area. University of Denver. (J. G. Milliken, Denver Research Institute, University Park, Denver, Colo. 80210).
- Will develop a methodology for allocating water supplies in metropolitan areas throughout the United States having water supply limitations, existing or potential.
- Wastewater flow reduction. Energy Research Company, Inc. (M. L. Chan, 185 Alewife Brook Parkway, Cambridge, Mass. 02138).
- The objective of the project is to reduce wastewater flow from the households. Various options can be used, including the reduction of household water consumption using water-saving devices, in house wastewater treatment, water metering, and pricing schemes. Local ordinances, building codes and other legal alternatives are also considered.
- U. S. National Science Foundation. Division of Engineering. Research initiation—capacity planning for regional wastewater treatment systems. Worcester Polytechnic Institute. (L. A. Rossman, Graduate School, Institute Road, Worcester, Mass. 01609).
- The proposed research project is intended to provide a mathematical decision model to identify the least cost arrangement of wastewater treatment facilities in a regional system, and the timing of their construction and capacity additions.
- Open Space and Recreation*
- U.S. Department of Agriculture, Cooperative State Research Service. Analysis of economic and environmental change in ski area communities. University of Vermont. (M. I. Bevins, Agricultural Experiment Station, 85 S. Prospect Street, Burlington, Vt. 05401).
- Determine economic and environmental attitudes of residents towards ski area development. Determine changes in environmental quality and impact of ski areas on town operational costs.
- Comparative economic analysis of public recreation land in forested area of northeast. University of Vermont. (F. O. Sargent, Agricultural Experiment Station, 85 S. Prospect Street, Burlington, Vt. 05401).
- Determine extent and characteristics of all public outdoor recreation land and facilities in study area, also plans, policies and projections. Make comparative economic analysis of past, present and planned investment in public relocation areas. Determine adequacy of planned recreation areas in meeting needs of the future population.
- Costs and benefits of wildland recreation in Maine, University of Maine. (J. C. Whittaker, Agricultural Experiment Station, 36 Winslow Hall, Orono, Me. 04473).
- Determine the costs of wildland recreation management practices by landowners; determine the benefits from wildland recreation management both to providers and participants; and develop a method or methods of compensating landowners for providing wildland recreation opportunities.
- An economic evaluation of alternative inland recreation strategies for the state of Rhode Island. University of Rhode Island. (K. McConnell, Agriculture Experiment Station, Administration Building, Kingston, R.I. 02881).
- Primary emphasis will be on evaluation techniques that allow for comparison of recreation activities with market activities where price may be expected to reflect the marginal social value.

———. An economic study of the demand for seasonal home recreation in Colorado. Colorado State University. (R. G. Walsh, Agricultural Experiment Station, Fort Collins, Colo. 80521).

Develop methods and procedures for estimating the demand for and economic impact of seasonal home recreation. Provide guidelines for public and private agencies to uses in formulating policies affecting the seasonal home recreation use of the state's resources.

———. Effects of investments in recreational resources on income and employment in Barbour and Marshall County. Auburn University. (E. W. McCoy, Agricultural Experiment Station, Auburn, Ala. 36830).

Investments in rural resources to be studied will include primarily two State parks, relevant federal projects and a sample of private recreational resources being developed. A model will be constructed to reflect the effects of investment in recreational resources on growth and development in the counties.

U.S. Department of Agriculture, Cooperative State Research Service. Impacts of outdoor recreationists in central New Mexico and economies of minimizing these impacts. New Mexico State University. (J. R. Gray, Agricultural Experiment Station, University Park, Las Cruces, N.M. 88070).

Quantify environmental impacts of nine major groups of recreationists in a forest area and determine changes in current policies and programs to reduce environmental degradation.

———. Recreation resources planning and development in rural-urban transition areas of Texas. Texas A. and M. University System. (F. W. Suggitt, Agricultural Experiment Station, College Station, Tex. 77843).

Evaluate the incidence and implications of water-oriented encroachment of urban-like uses upon rural areas, potential recreation sites, hazardous sites, inexperienced governmental and other institutions.

———. Forest Service. Environmental planning systems for forest recreation and landscape quality, U.S. Department of Agriculture. (G. H. Elsner, Pacific S. W. For. and Rg. Experiment Station, Berkeley, Calif. 94701).

Studies include identification of landscape quality criteria, prediction of visual changes due to man's activities, assessing impacts of changes of visual landscape, development of computer portrayals of landscapes for analysis.

U.S. Department of the Interior, Office of Water Research and Technology. Open space and urban water management. University of North Carolina. (M. M. Huffs Schmidt School of Arts, Chapel Hill, N.C. 27514).

To test, evaluate, and redefine a set of operational goals, formulated in a previous project, to be used by planners and managers to help preserve and manage water-related open space and natural areas in an urbanizing environment.

———. A preliminary inquiry into the potential value of outdoor recreation in watershed reserves. University of Hawaii. (J. E. Moncur, Water Resources Research Center, 2540 Dole Street, Room 283, Honolulu, Hawaii 96822).

This research is a pilot study into the possibility of allowing recreational use of closed or restricted watershed reserve areas.

CHAPTER VI. IMPROVING GOVERNMENT CAPABILITY

Revenue Sharing

U.S. Department of Housing and Urban Development. Systems dynamics analysis of two national urban policy issues—housing allowance and revenue sharing. Massachusetts Institute of Technology. (L. Gerard, School of Management, Cambridge, Mass. 02139).

Utilize the urban dynamics modeling process developed in 1968 at MIT, for analyzing upcoming HUD decisions in the 2 areas of: housing allowances and guidelines to help local officials make better use of revenue sharing.

U.S. National Science Foundation. Division of Advanced Prod. Research and Technology. Alternative allocation formulae for general revenue sharing—government functions and needs. Stanford Research Institute. (R. C. Wilson, 333 Ravenswood Avenue, Menlo Park, Calif. 94025).

Design an allocation formula which: 1. Allocates funds among local governments according to the magnitude of their responsibilities and functions. 2. Provides most assistance to jurisdictions with the greatest needs.

———. Alternative formulae for general revenue sharing—impact on local government structure. Center for Government Research, Inc. (F. J. Grasberger, Rochester, N.Y. 14608).

Analyze the existing formula and alternatives to achieve a formula which does not discourage local variations in financing and delivering services.

———. Alternative formulae for general revenue sharing—population based measures of needs. Virginia Polytechnic Institute and State University. (J. P. Ross, Graduate School, Burruss Hall, Blacksburg, Va. 24061).

To achieve a formula which will help state and local governments meet the public service “needs” of their residents.

———. Alternative allocation formulae for general revenue sharing—service needs. Institute for the Future. (S. Enzer, 2725 Sand Hill Road, Menlo Park, Calif. 94025).

To define what the “greatest needs” of local jurisdictions are and then to develop a formula which reflects these needs in an unbiased manner.

———. Alternative allocation formulae for general revenue sharing—stability of allocations. University of Pennsylvania. (M. Lustig, School of Arts, 203 Logan Hall, Philadelphia, Penn. 19104).

Evaluate the existing formula and alternatives to identify methods for reducing the fluctuation in allocations to governments across entitlement periods.

U.S. National Science Foundation. Division of Advanced Prod. Research and Technology. Alternative allocation formulae for general revenue sharing—the state/local split. University of Missouri. (G. R. Stephens, Graduate School, 5100 Rockhill Road, Kansas City, Mo. 64110).

To design a formula for general revenue sharing which takes into consideration the wide variation among states in the division of state and local responsibility for service delivery.

———. Assessing the impacts of general revenue sharing in fifty states—an analysis based on participants’ perspectives. University of North Carolina. (D. S. Wright, School of Library Science, Chapel Hill, N.C. 27514).

Ten of the question items deal with GRS specifically and approximately two-thirds of the questionnaire deals with federal grants, state-federal contracts, and other directly-related inter-governmental questions.

———. Assessing the nature and extent of civil rights problems under general revenue sharing. American University. (M. H. Sklar, Graduate School, Massachusetts and Nebraska Avenue, N.W., Washington, D.C. 20016).

The effectiveness of provisions requiring nondiscrimination in the use of general revenue sharing funds.

———. The general revenue-sharing program—an evaluation of fiscal effects in cities. University of Michigan. (T. Anton, Graduate School, Rackham Building, Ann Arbor, Mich. 48104).

Examine the difference between (1) municipal patterns of revenue and expenditure which actually occur with general revenue-sharing monies available and (2) the revenue and expenditure patterns which a model of those allocation processes predicts would have occurred without revenue-sharing.

———. General revenue sharing research utilization plan. Stanford Research Institute. (R. C. Wilson, 333 Ravenswood Avenue, Menlo Park, Calif. 94025).

SRI will assist principal investigators funded under the Foundation’s research program on general revenue sharing in the development of (1) summaries of research findings in a common format, (2) synthesis of research findings on the impacts of features of P.L. 92-512 and alternatives.

———. Planning and participation in general revenue sharing. Stanford Research Institute. (S. A. Waldhorn, 333 Ravenswood Avenue, Menlo Park, Calif. 94025).

Will estimate the extent to which differences in local government, citizen participation, and planning processes explains satisfaction among different stakeholder groups: allocations to meet the needs of the disadvantaged; local innovation: fiscal relief; and improved local government capacity.

U.S. National Science Foundation. Division of Advanced Prod. Research and Technology. Study of alternative methods for allocating revenue sharing funds. Brookings Institution. (A. D. Manvel, 1775 Massachusetts Avenue, N.W., Washington, D.C. 20036).

Focus especially on formula changes that would make local allocations more responsive to differences in fiscal capacity, local need, and tax effort.

Division of Social System and Human Resources. 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).

A written description of the different interpretations, a statistical comparison of the differences in allocations, and a set of documented computer programs which will generate the alternatives on a wide variety of computer systems.

State and Local Management Capability

U.S. Civil Service Commission. Aid in labor relations and personnel management for municipal officials—statewide information service and action workshops. Connecticut Conference of Mayors. (J. Cogan, 956 Chapel Street, New Haven, Conn. 06510).

A statewide clearinghouse and workshops on municipal labor relations provide technical assistance in the field and report to municipalities on current developments in personnel management and municipal labor relations.

Capital programming for Massachusetts municipalities. State Bureau of Personnel and Standards. (J. V. Weston, 294 Washington Street, Boston, Mass. 02108).

Development of a capital programming capability, through training, for the 324 cities and towns of Massachusetts which at present lack this capacity.

City development and management capability. Hayti City Government. (D. Humes, Rapoport Street, Hayti, Mo. 63851).

A complete governmental structure will be set up from scratch in a newly incorporated area.

Determination and implementation of consolidated or cooperative municipal services for eight communities. Normandy Municipal Council, Inc. (T. L. McBride, 7150 Natural Bridge Road, St. Louis, Mo. 63121).

Special attention will be given to three kinds of arrangements for providing services; (1) standardizing but retaining as individual municipal functions, (2) standardizing and centralizing, or (3) consolidating and providing on a contractual basis.

Identify and recommend productivity measurements for selected multi-city departments. Fort Wayne City Government. (D. P. Swineheart, 1 Main Street, Fort Wayne, Ind. 46802).

A determination will be made as to what measures of productivity are applicable to each service or department; and controlled variations in management techniques, working conditions, and other nonmonetary factors will be used to study their effects on productivity.

Improvement of county administration. Menominee County and Town Board. (B. Miller, Neopit, Wisc. 54150).

The position of County Administrator for Menominee County was established to permit the development and implementation of centralized administrative systems for the county government.

Improving management capabilities of county officials. National Association of Counties Foundation. (J. Thomas, 1735 New York Avenue, N.W., Washington, D.C. 20006).

To improve the management capabilities of elected and appointed officials, particularly in three pilot States (New York, North Carolina, and Utah), by increasing the technical assistance resources of the State associations of counties.

U.S. Civil Service Commission. Labor relations assistance to local government. State Department of Personnel. (M. C. Odonnell, 215 State Administration Building, St. Paul, Minn. 55155).

The formation of joint regional local government management associations which will increase the professionalism of the managerial team at the bargaining table and their technical expertise in collective bargaining through increased training opportunities.

Management assistance for city and county governmental units. State Department of Administration. (J. S. Newlin, 121 W. Jones Street, Raleigh, N.C. 27603).

To provide timely, knowledgeable, and cost-free management consultation to local government units.

Management services for local government. State Bureau of Regional Planning. (G. A. James, 123 W. Washington, Room 753, Madison, Wisc. 53702).

The Department of Local Affairs and Development will make available to local governments expert counseling and guidance in the full range of public administration services.

———. Municipal management assistance. Maryland Municipal League. (J. Robinson, 76 Maryland Avenue, Annapolis, Md. 21401).

Complete the development of the Maryland Municipal League's capability to provide technical assistance to municipalities in the solution of personnel and management problems and needs.

———. New England management team-building program for local government. State Personnel Department. (J., G. Finck, State Office Building, Hartford, Conn. 06115).

Management team building and consulting assistance will be provided to six cities in Connecticut and to two training organizations in the States of Maine and Massachusetts.

———. Personnel training program in techniques of local government management. State Division of Local Management. (D. M. Magill, 3rd Floor, Frankfort, Ky. 40601).

The production and distribution of a personnel classification system, standardized budget and accounting forms, and other materials related to the program.

———. Seminar introducing MBO to city managers, department heads, and staffs of four eastern North Carolina cities (abbrev.). Rocky Mount City Government. (C. L. Brooks, P.O. Drawer 1180, Rocky Mount, N.C. 27801).

It is expected that as a result of the MBO seminar the municipal budget will be organized along program lines for presentation by the department heads to the city manager, and ultimately to the city council.

U.S. Civil Service Commission. Seminar—management by objectives. North Carolina League of Municipalities. (S. A. Pickard, P.O. Box 3069, Raleigh, N.C. 27602).

The design of quantitative objectives which can be scrutinized by municipal management and administration in relation to cost as an aid in the decision making process of allocating limited services.

———. Transfer of municipal program expertise through sharing of city employees by cities—a personnel improvement grant. National League of Cities. (R. Eckfield, 1620 Eye Street, N.W., Washington, D.C. 20006).

This is a three-way project, involving the cities of Dayton, Ohio; San Jose, California; and Albuquerque, New Mexico. In each case one city will receive expert assistance in installing a new system from one or both of the other two.

U.S. Department of Agriculture. Cooperative State Research Service. The effect of community leadership on economic and social development. University of Wisconsin. (L. M. Swan, Agricultural Experiment Station, 116 Agriculture Hall, Madison, Wisc.).

Determine whether a carefully planned and intensive training program for community leaders will improve the quality of community development decision making and accelerate the development of the community.

———. Levels of Modernization in Minnesota counties. University of Minnesota. (B. L. Ellenbogen, Agricultural Experiment Station, St. Paul, Minn. 55101).

Develop an index of modernity for counties and study variations; study demographic factors in relation to modernity; study effects of modernity on social stability and the adoption of programs by county governments.

———. Results of local government consolidation. Cornell University. (E. A. Lutz, Agricultural Experiment Station, Ithaca, N.Y. 14850).

Compare performance of recently consolidated local governments in Norway with performance before consolidation and performance of an unconsolidated control group.

———. Economic Research Service. Improving local rural government decisions in the Great Plains. Oklahoma State University. (G. Doeksen, U.S.D.A., Economic Development Division, Whitehurst Hall, Stillwater, Okla. 74074).

Determine priority problems faced by decision makers in the Great Plains, provide research information useful to them in solving such problems, evaluate the effectiveness of such research assistance in the local decision making process.

U.S. Department of Housing and Urban Development. ACIR model state legislation revision project. Advisory Commission Intergovernmental Relations. (726 Jackson Place, N.W., Washington, D.C. 20575).

Review, revise and make additions to the over 100 ACIR model state bills on state and local government organization, urban problems, taxation and finance and others.

_____. Application of economic analysis in solving practical community development problems. San Francisco City Government. (San Francisco, Calif.).

Designed to fill the need felt in many local governments for expert economic capability and for meaningful and reliable analysis of local economic data.

_____. Capacity building program. Match Institution. (H. Tutman, 2101 S Street, N.W., Washington, D.C.).

Establish management capacity in the Office of the Mayor in one site and design and install an information system to support city decision making in another city.

_____. Community planning and design services. Pace, Incorporated. (E. Lindveit, 872 Massachusetts Avenue, Cambridge, Mass. 02139).

Provide planning and design services to communities in New England who are unable to afford such services and to promote research and application of new planning tools and techniques that can be of a benefit to community development and growth.

_____. Conduct a New England regional field service program. Pace, Incorporated. (E. Lindveit, 872 Massachusetts Avenue, Cambridge, Mass. 02139).

To provide planning design services to communities that are unable to afford such services and to promote research application of new planning tools and techniques that can be of benefit to community development and growth.

_____. Conduct an urban observatory program in 10 cities having populations less than 250,000. National League of Cities. (E. Lindveit, 1620 Eye Street, N.W., Washington, D.C. 20006).

Selection of 10 cities in which to establish urban observatory programs, coordination of the efforts of local government, local universities and development of research projects.

_____. A consortium to institutionalize community management. Charles F. Kettering Foundation, (E. Wise, Dayton, O.).

Institutionalize community management aids in the pilot cities of Dayton and Cincinnati, Ohio, and prepare them for transfer to other jurisdictions.

U.S. Department of Housing and Urban Development. Creation of a special capacity—building unit to assist city officials in developing better community development programs. League of California Cities. (I. Anthony, 1108 O Street, Sacramento, Calif. 95814).

Create a special capacity—building to assist general purpose government officials in developing better community development programs.

_____. Demonstrating methods for enhancing the overall management capabilities of elected and appointed city government executives. State Municipal League. (E. Finnegan, 801 Vaughan Building, Austin, Tex. 78701).

Conduct a community development assistance project to improve the capacity of cities, particularly in the population range of 25,000–150,000.

_____. Document knowledge on current management needs of local, elected appointed administrative officials. Center for Governmental Studies. (H. Fitts, 1701 K Street, N.W., Washington, D.C. 20006).

Identify, assemble, categorize, assess, and document the current overall management needs of elected policy makers and appointed chief administrative officials of local general purpose governments.

_____. Enhancing local chief executives' overall management capacity. State Government Office. (C. Hix, State Capitol Building, Columbia, S. C.).

Define, implement, test and evaluate approaches to assist local government policy-makers and chief administrative officials in their overall management responsibilities.

_____. The potential of economic analysis for solving community development problems of local governments. New Orleans City Government. (545 St. Charles, New Orleans, La. 70130).

Local government officials will learn practical ways to bring expert economic expertise and reliable analysis of local economic data into their official decision-making process.

_____. Provide a pilot training program for local government policy leaders. National League of Cities. (F. Oconnor, 1620 Eye Street, N.W., Washington, D.C. 20006).

Provide training of local government policy leaders who will use a new community development block grant system and report on policy oriented research needs of local government.

- Technical assistance delivery in Tennessee through use of state and university resources. Tennessee Municipal League. (R. Espenshade, 226 Capitol Boulevard, Room 317, Nashville, Tenn. 37219).
- The contractor shall direct and coordinate technical assistance delivery in Tennessee through use of state and university resources.
- U.S. Department of Housing and Urban Development. Utility of physical environmental data in improving urban decision making. U.S. Department of the Interior. (A. Zeizel, Geological Survey, 12201 Sunrise Valley Drive, Herndon, Va. 22092).
- Determine those physical resource data most useful for comprehensive regional urban planning and decision making for the San Francisco Bay Region; determine the most effective ways of interpreting and presenting such data for use.
- U.S. Department of Labor. The demand for municipal employees. University of Pennsylvania. (R. E. Hopkins Graduate School, 203 Logan Hall, Philadelphia, Penn. 19101).
- This study of the determinants of municipal employment focuses on the effects of the degree and source of control for city expenditures.
- U.S. Environmental Protection Agency, Office of Research and Development. Local government management assistance and transfer research project. International City Management Association. (C. B. Rubin, 1140 Connecticut Avenue, N.W. Washington, D.C. 20036).
- Providing management assistance to a selected number of demonstration cities to ameliorate some of the difficulties faced by local officials charged with environmental program planning and implementation.
- U.S. National Science Foundation, Division of Advanced Prod. Research and Technology. Development of productivity measurement systems for state governmental social services. State Government Office. (R. M. Ryan, Olympia, Wash. 98504).
- Develop and implement systems of measures of the efficiency and effectiveness of service delivery organizations within the Washington State Government.
- Productivity/effectiveness measurement transfer. International City Management Association. (T. Thorward, 1140 Connecticut Avenue, NW., Washington, D.C. 20036).
- Pilot study to determine effective means of training local government managers in the use of productivity/effectiveness measurement techniques.
- Reporting, evaluating, and improving municipal credit conditions. Municipal Finance Office Association. (J. Petersen, 1730 Rhode Island Avenue, N.W. Washington, D.C. 20036).
- Examine alternative means of financing municipal capital need and assess methods by which governments can improve the credit quality or the marketability of their debt.
- Division of Environmental Systems and Resources. Service pricing and urban development, Rand Corporation. (L. A. Dougharty, 1700 Main Street, Santa Monica, Calif. 90406).
- Determining the relationship between the pricing of public services and various measures of urban development and performance, and developing tools to aid local policymakers in evaluating and implementing a set of pricing alternatives.
- U.S. National Science Foundation, Division of Social Systems and Human Resources. Use of urban models in urban policy making. University of Pennsylvania. (J. Pack Fels Center of Government, 39th and Walnut Street, Philadelphia, Penn. 19104).
- Will ask three questions: Where models have been developed, how have they been used to guide policy, to influence policy, to inform policy? Was policy "better" as a result of model use? and Under what condition are models most likely to be used with what consequences?
- Office of Experiment R and D incentives. Research on federal technology assistance to state and local governments as innovation strategies—a study for improving present policy. Charles W. Williams, Inc. (C. W. Williams, 801 N. Pitt Street, Alexandria, Va. 22314).
- Examine Federal technical assistance programs as they affect managerial and operational innovation in State, local, and special purpose jurisdictions.
- Office of Intergovernmental Science and Research. Local government technical assistance, Auburn University. (J. L. Cain, School of Engineering, Auburn, Ala. (36830)).

Many local governments share the same needs for technical assistance. In order to insure a systematic approach to solving these needs, it is proposed that the local government needs throughout the state be determined, priorities assigned, and solutions found for these needs.

— State government program innovation transfer project. Council of State Governments. (R. J. Carlson, Iron Works Pike, Lexington, Ky. 40405).

Develop and implement a process for identifying and validating first-generation, in-place innovations at the state government level; select six to eight case studies for in-depth description, analysis, and writeup; disseminate such case studies.

Technology Transfer to State and Local Government

U.S. Department of Commerce, National Bureau of Standards, Technology Transfer, U.S. Department of Commerce. (R. G. Saltman, National Bureau of Standards, Washington, D.C. 20234).

Provides advisory and consulting services for the diffusion of automation, and to develop procedures and programs to improve intergovernmental transfers of information and data.

U.S. Department of Housing and Urban Development. Role of communications in cities of the future. Fairfield University. (S. Yedinak, Graduate School, Fairfield, Conn. 06430).

Identify the role of communications in future community development. Obtain information and experience in applying communications technology to the development of urbanizing areas in the United States in such a way as to improve the quality of living.

— Telecommunications Technology. National Academy of Sciences. (A. Siegel 2101 Constitution Avenue, N.W., Washington, D.C. 20037).

Contract to define application of available telecommunications technology for improved performance of urban functions.

U.S. Department of Transportation, Urban Mass Transportation Administration. Develop information systems in 6 cities. U.S. Department of Transportation. (400 7th Street, S.W., Washington, D.C. 20590).

Systems will be developed for four major subsystems (human resources development, physical and economic development, public finance, and public safety) and two totally integrated systems.

U.S. Energy Research and Development Administration. Other Unknown Divisions, U.S. Energy Research and Development Administration. (R. W. Ritzman, Office of Industry Relations, Washington, D.C. 20545).

To assist with the prompt transfer of technologies generated under AEC research and development to industry, and to state and local governments.

U.S. National Science Foundation. Division of Social System and Human Resources. Research technology utilized by local government—real estate assessment, State Department of Revenue. (E. R. Rogers, Capitol Annex Building, Frankfort, Ky. 40601).

To improve the information available to local government officials regarding the characteristics of existing computer programs which are used in local government operations.

— Office of Intergovernmental Science and Research. Local government management technology exchange. State Department for Finance and Administration. (M. Lebus, Frankfort, Ky. 40601).

Tests the efficacy of a small, specialized staff in assessing research material and processing it through an existing network of administrative specialists to the government of cities and counties.

U.S. National Science Foundation. Office of Intergovernmental Science and Research. The San Diego Technology Action Center (SANDTAC). Urban Observatory of San Diego. (R. B. Frankum, 202 C Street, San Diego, Calif. 92101).

To create and test a management process for the transfer and systematic utilization of existing technology to both short-term and long-term urban problems in the San Diego region.

— Science and Technology Utilization Council of Milwaukee. Milwaukee City Government. (H. Maier, Milwaukee, Wisc.).

To establish a Science and Technology Utilization Council (STUC) for the City to advise and assist the Mayor and other municipal officials in matters of scientific and technical applications, economic development, and, generally, the life in the Milwaukee area.

———. A state and local government—technology information exchange. Public Technology, Incorporated. (C. N. Hoy, 1140 Connecticut Avenue, N.W. Washington D.C. 20036).

Designed to prepare technology packages in subject areas designated as high priority by State and local governments.

———. Technology transfer field representative program. League of California Cities. (C. Goecker, 1108 O Street, Sacramento, Calif. 95814).

Through a field representative, the League of California Cities would disseminate the results of pilot projects conducted by the National Science Foundation and other agencies to cities in California.

———. Transferring environmental technology to local governments—a test of cooperative extension service capability. Oklahoma State University. (R. C. Fite, Graduate School, 211–215 Whitehurst Hall, Stillwater, Okla. 74075).

Will support the initial phase of a project to test the capability of CES for delivering the results of environmental research sponsored by the NSF's RANN program, additional Federal agencies, and other sources to the governments and leaders of rural communities.

———. Office of National R and D Assessment. Adoption and utilization of urban technology—a decision-making study. Syracuse University Research Corporation. (W. H. Lambricht, Merrill Lane, Syracuse, N.Y. 13210).

In spite of uncertainties and obstacles, local governments do make technological choices. This study addresses the questions of why local governments make such choices and how they implement them.

———. The use of new technology to deliver local services—an assessment of case studies. Rand Corporation. (R. K. Yin, 2100 M Street, N.W. Washington, D.C. 20036)

The purpose of the assessment is to identify the key factors associated with successful implementation, and therefore to suggest appropriate courses for federal policies in stimulating future innovations

U.S. National Science Foundation, Office of Science Information Service. Assessment of scientific and technical information use in the public sector. Institute of Public Administration. (E. S. Sweezy, 1150 Connecticut Avenue, Washington, D.C. 20006).

Evaluate the efficiency and effectiveness of the scientific and technical information services serving the needs of the state and local public sector decision makers.

APPENDIX D. SELECTED ANNOTATED BIBLIOGRAPHY OF 1975 LITERATURE

The following bibliography contains monographs, government publications and periodical articles issued in 1975 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, State and local growth policies, and various subjects, such as resource scarcity, that must be taken into account in the development of a growth policy.

Introduction

- A. National Growth Policy
- B. State and Local Growth Policies
- C. Factors Affecting a Growth Policy

Chapter I. Effective Areawide Planning and Delivery of Services

- A. Health Policy and Planning
- B. Social Services
- C. Manpower
- D. Transportation Policy and Planning
- E. Rail Transportation
- F. Distribution of Services in Metropolitan Areas
- G. Equality of Education
- H. Housing in Metropolitan Areas
- I. Metropolitan Government and Planning

Chapter II. Rural Development and Economic Growth

- A. Rural Development
- B. Regional Development
- C. Internal Migration and Population Distribution
- D. Economic Conditions
- E. State and Local Finance
- F. Countercyclical Assistance

Chapter III. Renewing Old Communities and Creating New Communities

- A. Urban Conservation
- B. Urban Fiscal Problems
- C. New York City
- D. Urban Pathologies: Fire, Crime, Crowding
- E. Urban Economic Development
- F. Poverty
- G. New Communities

Chapter IV. Toward a Decent Home

- A. Federal Housing Policy and Programs
- B. Housing Finance
- C. Low and Moderate Income Housing
- D. Condominiums
- E. Mobile Homes
- F. Landlord-Tenant Relations
- G. Housing, General

Chapter V. Improving the Environment

- A. Energy and Growth
- B. Strip Mining
- C. Coastal Zone and Wetlands Management
- D. Air Quality

- E. Water Quality and Resources
- F. Land Use Planning
- G. National Environmental Policy Act
- H. Solid Waste Management and Recycling
- I. Noise Pollution
- J. Open Space and Recreation
- K. Environmental Protection
- L. State and Local Environmental Protection
- Chapter VI. Improving Government Capability
 - A. Development and Implementation of National Policies
 - B. State and Local Management Capability
 - C. Intergovernmental Cooperation and Conflict
 - D. Revenue Sharing
 - E. Federal Assistance

INTRODUCTION

A. National Growth Policy

Advisory Commission on Intergovernmental Relations. ACIR state legislative program: 5. environment, land use and growth policy. Washington, 1975. 146 p.

Suggests legislative measures to implement state growth policy objectives, land use regulations, and environmental protection standards.

Becker, Harold S. Questions for futurists. World Future Society bulletin, v. 9, Mar.-Apr. 1975: 8-12.

"The Futures Group, a Connecticut-based profit-making research institute, here provides an outline of socioeconomic issues facing the nation and the world."

Beckman, Norman, ed. National urban growth policy: 1974 congressional and executive action. Journal of the American Institute of Planners, v. 41, July 1975: 234-249.

Partial contents.—Areawide planning and delivery, by N. Beckman.—Urban-rural balance, by J. Kay.—Old and new communities, by C. Wellborn.—Good housing for all Americans, by B. Berlin and F. Parente.—Environmental, energy, and land use issues, by S. Abbasi.—Improving government capability, by S. Osbourne.

Birch, David L. From suburb to urban place. In The Suburban seventies. Philadelphia, American Academy of Political and Social Science, 1975. (Annals, v. 422, Nov. 1975) p. 25-44.

"The relationship of the suburbs to each other and to the central city is changing. Initially sub-urban in an urban hierarchy, suburbs are gradually gaining full urban status as nodes in a series of networks. In the process, they are inheriting many of the functions and problems previously reserved for the central city. One major result will be an increasing tension between the 'old-timers' and the 'newcomers'."

Bockrath, Joseph. Environment, development, and the national interest: problems in definition and prerogatives. Natural resources lawyer, v. 8, no. 1, 1975: 29-40.

Explores the question "of which level of government should do so where environmental and developmental interests collide and where there is present a substantial national interest in the outcome."

Chambers, Al. Growth: limits or process? Alternatives, v. 4, winter 1975: 15-17.

Three questions relating to the growth and development of society are discussed. The first is Malthus' question on whether there is some absolute limit to the number of people that can be sustained by a given ecosystem. The second, can we go on removing limits and making upward adjustments? Third, although our manipulations produce benefits, they also incur costs. What is the nature of these costs?

Conservation Foundation. Land banking can ease some growing pains. Conservation Foundation letter, Dec. 1975: 1-7.

Evaluates "land banking" (large-scale public land acquisition) as an effective tool to guide growth, hold down costs of land and housing, and to aid the public in benefiting from value increases. Discusses the problems of "adequate financing, effective management, and political opposition from property owners and developers who feel threatened."

Elazar, Daniel J. Urbanism and federalism: twin revolutions of the modern era. *Publius*, v. 5, spring 1975: 15-39.

Contends that federalism has been a revolution of the modern era "almost equally [as] widespread" as the "well recognized" urban revolution and examines the manner in which aspects of Federal systems have shaped urbanization and urban politics.

Garn, Harvey A. Springer, Michael. Formulating urban growth policies: dynamic interactions among people, places, and clubs. *Publius*, v. 5, fall 1975: 25-49.

Discusses the major issues of urban growth and policies associated with them and explores the "major features of a model which can identify and relate pertinent indicators of the interrelationships among the activities of producer groups, consumer groups, the state, and the characteristics of places."

Gavin, James M. A strategy for national survival. *California management review*, v. 17, summer 1975: 5-10.

"In this analysis of contemporary issues facing the nation, the author suggests that a strategy for survival must go beyond military strength to include the economic status of a nation, the conditions of its domestic society, and the degree to which that nation plans for its future. The planners who formulate such a national strategy also must carefully assess the international political situation and the distribution and availability of essential material resources, such as minerals, petroleum products and foodstuffs."

Gordon, Lincoln. Environment, resources and directions of growth. *World development*, v. 3, Feb.-Mar. 1975: 113-121.

"This article examines the interrelations among environment, resources, and directions of growth in the United States and suggests some possible consequences for new forms of international collaboration and for alternative growth strategies in developing countries."

Graham, Thomas. Tahoes regional planning. *Sierra Club bulletin*, v. 60, Mar. 1975: 25-27, 31.

"Although the economic, political, and environmental problems that plague the Tahoe Basin are not dramatically different from those associated with other fast-growing communities throughout the country, the way these problems are being scrutinized by local, state, and national government is different."

Hoben, James E. The cost of sprawl. *HUD challenge*, v. 6, Jan. 1975: 24-26.

Discusses a study by the Real Estate Research Corporation, sponsored by HUD, EPA and the President's Council on Environmental Quality, entitled "The Costs of Sprawl"—a quantitative analysis of the economic, environmental and social costs of several different neighborhood and community land use patterns.

Humphrey, Hubert H. The U.S. Government's planning efforts; a criticism and a proposal. *World Future Society bulletin*, v. 9, Sept.-Oct. 1975: 3-10.

"Humphrey explains his views on government planning in the U.S. and outlines the functions of his proposed new Office of Balanced National Growth and Development."

Kefalas, Asterios G. Carroll, Archie B. Environmental concern and business organizations: a survey. *Georgia business*, v. 35, Jan.-Feb. 1975: 2-10.

". . . to provide some highlights of the survey which will give the reader an adequate idea of the main trends in executive opinions about the issue of Environment-Energy-Economic Growth and the role of government in providing the guidelines for a balanced condition of this triangle."

Land, George T. L. The evolutionary crisis. *Futurist*, v. 9, Feb. 1975: 10-17.

"A new approach to the problems of growth warns that overzealous attempts to protect the environment by limiting growth could precipitate an evolutionary crisis, because all human behavior is orientated toward growth."

Lecht, Leonard A. Pricing out our priorities. *Conference Board record*, v. 12, Sept. 1975: 17-24.

Appraises how the developments in the past decade have been inducing changes in goals and standards which can influence national policy and national expenditures in the next five or 10 years. Concludes that goals concerned with providing services which promote human welfare received a higher priority. Goals linked with the nation's international posture—national defense, research and development, or aid to the developing countries—received a lesser priority.

Lindgren, David T. Applications of remote sensing to the monitoring of urban growth. *Review of public data use* v. 3, July 1975: 2-6.

Describes the use of Earth resources satellites for urban planning.

Lyford, Joseph P. Breakdown of community. Center magazine, v. 8, Nov.-Dec. 1975: 38-51.

Discusses examples of different types of communities in terms of their political culture and social ecology and proposes a revival of smaller cities and towns to ease the may burdens on large metropolitan centers.

Modeling large scale systems at national and regional levels. [n.p., 1975?] 50 p.

"Report of a workshop held at Brookings Institution, Washington, D.C. Feb. 10, 11, 12, 1975."

Workshop held to review the current status of national and/or regional models, how they can be improved, and suggestions for making models more usable by decision makers.

Moffitt, Leonard C. Value implications for public planning: some thoughts and questions. Journal of the American Institute of Planners, v. 41, Nov. 1975: 397-405.

Discusses criterion for the evaluation of public planning.

Morrison, Peter A. The current demographic context of national growth and development. [Santa Monica, Calif., Rand Corp.] 1975. 15 p. (Rand Corporation. [Paper] P-5514)

"This statement, prepared at the request of the House Subcommittee on Housing and Community Development, reviews two emergent demographic trends: (1) the onset of population decline in many parts of metropolitan areas surrounding central cities, and (2) the revival of population growth in areas remote from metropolitan development. These transformations of population settlement through migration are engendering persistent imbalances associated with decline and growth."

Mueller, Thomas. Fiscal impacts of land development; a critique of methods and review of issues. [Washington, Urban Institute, 1975] 60 p.

Examines the different methodologies used to determine the effects of land use change on the revenues and expenditures of local government, identifies analytical problem areas, and suggests that the utility and influence of fiscal impact studies in land use planning and management is still not known.

National Governors' Conference. Policy positions, 1975-1976. Washington [1975] 100 p. Presents the policy decisions adopted by the Governors' Conference in June of 1975 on the following subjects: crime reduction and public safety, executive management and fiscal affairs, human resources, natural resources, rural and urban development, transportation, commerce and technology.

National League of Cities. National municipal policy, 1975. Washington [1975] 103 p. "Adopted at the annual business session, 50th anniversary Congress of Cities, Houston, Texas, December 5, 1974."

Contents.—Toward a national urban policy of urban conservation.—Effective government.—Environmental quality.—Community development.—Human resources.—Transportation.—Public safety.

Our critical choices. Industry week, v. 185, June 23, 1975: S1-S20.

"Our society has reached the point of momentous decision: we must select one of only two alternatives, growth or decay. In short, we face some all-encompassing critical choices [these]—special articles—examine in detail the implications of these critical choices."

Pope, Carl. Growth and the poor. Sierra Club bulletin. v. 60. Apr. 1975: 7-11, 30-31.

"The theme of this article is that decisions about housing, about transportation, about job generation, about development, need to be looked at as separate, distinguishable equations, not as the secret ingredients in a patent medicine called growth; that these decisions cannot serve the public unless they are made in a politically responsible fashion, by which [is meant] a careful public accounting of who will benefit, who will pay, and how much."

Reiner, Edward N. Scott. Randall W. The emerging role of "managed growth." HUD challenge, v. 6, Jan. 1975: 20-23.

"Attention is currently being focused on an increasingly widespread national phenomenon: the management of growth and its concomitant concerns with the adequacy of current land use controls, and upgrading the quality of urban, suburban, and rural life. Moreover, what was once considered a basic tenet of American society—that growth is 'good' and automatically beneficial to those affected—is being reexamined."

Scott, Randall W., ed. Brower, David J., ed. Miner, Dallas D., ed. Management and control of growth: issues, techniques, problems [and] trends. Washington. Urban Land Institute, 1975. 3 v.

Partial contents.—Growth and controls: new attitudes.—Control of growth: a management alternative?—Limits to growth and zero growth.—Issues in exclusionary land.—Growth management strategies: an overview.—Impact measurement and fiscal analysis of development.—The environmental impact statement.—State land use and growth policies.—Federal land use and growth policy.—Growth guidance systems: bibliography.

U.S. Congress. House. Committee on Banking, Currency and Housing. Subcommittee on Housing and Community Development.

National growth and development. Hearings, 94th Cong. 1st sess. Sept. 4, 5, and 8, 1975. Washington, U.S. Govt. Print. Off., 1975. 673 p.

Hearings "on the President's second biennial report on national [urban] growth and development submitted December 1974 in accordance with section 703(a) of the Housing and Urban Development Act of 1970."

House. Committee on Merchant Marine and Fisheries. Subcommittee on Fisheries and Wildlife Conservation and the Environment.

Growth and its implications for the future, part 4. Hearings, 93rd Cong., 2d sess., on growth and its implications for the future; environmental research centers, H.R. 35 and H.R. 14468. Washington, U.S. Govt. Print. Off., 1975. 798 p. "Serial no. 93-35"

Hearings held June 11, Nov. 25, 1974.

Senate. Committee on the Budget. Seminars; macroeconomic issues and the fiscal year 1976 budget. Washington, U.S. Govt. Print. Off., 1975. 319 p.

At head of title: 94th Cong., 1st sess. Committee print.

Vol. II—Feb. 18, 1975—Critical choices in physical resources; Feb. 19, 1975—Critical choices in human resources; Feb. 20, 1975—Critical choices in national defense; Feb. 25, 1975—Energy policy and the 1976 budget; Feb. 26, 1975—Monetary policy and the credit markets in 1975.

U.S. Library of Congress. Congressional Research Service. Computer simulation methods to aid national growth policy. Washington, U.S. Govt. Print. Off., 1975. 480 p.

"Serial no. 94-B"

At head of title: 94th Cong., 1st sess. Committee print.

The appendix includes bibliographies, a glossary of terms, and general readings on systems and models on national growth.

Congressional Research Service. 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. Washington, U.S. Govt. Print. Off., 1975. 350 p.

At head of title: 94th Cong., 1st sess. Joint committee print.

Woodrow Wilson International Center for Scholars. Research on growth: an inventory of efforts in the United States and elsewhere. Washington, 1975. 126 l.

Includes those research activities both here and abroad involved in at least two elements of the larger problem of sustainable growth—e.g., population and economic development, environment and population, economic development and resources, population and urban planning, but not those which concentrate exclusively on population, or environmental or resources research.

B. State and Local Growth Policies

Advisory Commission on Intergovernmental Relations. ACIR state legislative program: 5. environment, land use and growth policy. Washington, 1975. 146 p.

Suggests legislative measures to implement state growth policy objectives, land use regulations, and environmental protection standards.

Amato, Peter W. Wisconsin citizen attitudes toward public control of and incentives to urban development. *Land economics*, v. 51, May 1975: 164-171.

"Specifically, [this] paper is concerned with gaining insight from the citizens' perspective into questions dealing with urbanization and the role of taxation and state purchase of land in the development process." Based on a survey undertaken by the Wisconsin State Planning Office, Bureau of Planning and Budget, in collaboration with the University of Wisconsin, to gather information for the formulation of a state development policy.

Bolle, Arnold W. Rocky Mountain environmental research: quest for a future. *Western wildlands*, v. 2, winter 1975: 7-14.

"In 1973 several western universities banded together to undertake a study of the environmental research needs and priorities of the Rocky Mountain

region. . . . A vast number of interrelated problems common to the region were recognized not only in their biological and physical aspects, but in their economic, social, and political aspects as well. And it was recognized that these problems need to be approached by interdisciplinary teams on a regional basis."

Boyd, Charles W. Jamis, Jay. Statewide impact fees. *State government*, v. 48, winter 1975: 43-47.

The impact tax, which is charged to new construction, is one method that many communities facing rapid population growth are considering to raise additional revenues to pay for the stress on existing public services. A pro and con discussion.

Caldwell, Richard G. The right to travel and community growth controls. *Harvard journal on legislation*, v. 12, Feb. 1975: 244-280.

Comment argues that "a way must be found to balance, on a case-by-case basis, the private interest in residential mobility and the public interest in planned growth."

Christensen, Terry. Slowing growth in San Jose. *Urban land*, v. 34, Feb. 1975: 13-17.

Discusses discontent in San Jose, California—primarily due to overcrowded schools, urban sprawl, and pollution—which led to a city ordinance to restrict development.

Clapp, James A. Growth management and the exclusion question. Monticello, Ill., 1975. 22 p. (Council of Planning Librarians. Exchange bibliography 889). Delaware, State Planning Office. The quality of life in Delaware: an overview [Dover] 1975. 164 p.

Downing, Donald A. Sewer and water pricing and investment policies to implement urban growth policy. *Water resources bulletin*, v. 11, Apr. 1975: 345-355.

"Urban planners and public officials have too often overlooked the influences of public pricing and investment policies upon the urban growth process. In this regard, the policies of local water and sewer utilities deserve special attention. It is contended herein that by applying three proposed pricing policies, the location, density, and timing of development can be influenced to conform with an urban growth policy."

Ernst & Ernst. North Carolina State economic growth policy plan—tax component. [Raleigh?]. 1975. 1 v. (various pagings).

Discusses the role of state and local tax policy in influencing economic growth and development in North Carolina.

Falk, David. Franklin, Herbert M. Levin, Arthur J. Local growth management policy: a legal primer. [Washington] Potomac Institute [1975] 41 p.

"This publication analyzes legal trends in the nation with regard to the legal authority of localities to adopt comprehensive controls over the volume, timing, and character of urban growth."

Frame, William V. Scorza, Thomas J. Village of Belle Terre v. Boraas: property rights, personal rights and the liberal regime. *Hastings constitutional law quarterly*, v. 2, fall 1975: 935-959.

"Authors argue that the philosophy underlying the majority opinion in the Belle Terre zoning case is that property rights and personal rights demand radically different degrees of Court protection. After referring to the ideas of William Blackstone and John Marshall, the authors conclude that the older jurisprudence was more profound in its understanding of the relationships between property and personal rights and between the individual and the liberal regime."

Freedom of travel and exclusionary land use regulations. *Yale law journal*, v. 84, June 1975: 1564-1584.

Comment attempts "to show that the rights to travel exists as an independent right outside the equal protection context, that it is applicable to cases involving exclusionary land use regulations based on the police or fiscal powers, and that it has major advantages over the general welfare standard for dealing with such exclusionary measures. A balancing-means standard [is] proposed for evaluating governmental action that has the effect of inhibiting the ability of persons to travel and settle in a new municipality or state."

Graham, Thomas. Tahoe regional planning. *Sierra Club bulletin*, v. 60, Mar. 1975: 25-27, 31.

"Although the economic, political, and environmental problems that plague the Tahoe Basin are not dramatically different from those associated with

other fast-growing communities throughout the country the way these problems are being scrutinized by local, state, and national government is different." Hughes, James D. Dilemmas of suburbanization and growth controls. In *The Suburban seventies*. Philadelphia, American Academy of Political and Social Science, 1975, (Annals, v. 422, Nov. 1975) p. 61-76.

"The decentralization of every facet of American life and the shifting age contours of its population structure have increased the pressures for residential diversity in suburbia. As a reaction to these geographic and demographic forces, new attitudes toward community growth are synthesizing in the form of 'growth controls'—attempts by suburban communities to limit the numbers and types of residents allowed within their borders. These reactions run counter to the new responsibilities that have accompanied the benefits of suburbanization."

Hutchins, Robert M. Confusion in the courts: environment and civil rights. *Center magazine*, v. 8, Nov.-Dec. 1975: 2-5.

Concerns the environmental protection aims of restrictions on growth, low-cost housing, lot size, etc. in municipalities which in effect violates the rights of the poor.

Kellner, Robert C. Judicial responses to comprehensively planned no-growth provisions: Ramapo, Petaluna, and beyond. *Environmental affairs*, v. 4, fall 1975: 759-799.

Article examines municipal "no-growth" provisions tied to comprehensive planning programs and judicial responses.

League of Oregon Cities. Systems development charges: financing service extensions, Management information service, v. 7, July 1975: 1, 3-10.

"This report discusses ordinances recently adopted by several Oregon cities which have imposed 'systems development charges' on developers of new properties . . . Discussed here are computation of charges, time and method of payment, exemptions, and the impact of SDC's.

Mandelker, Daniel R. Downzoning to control growth draws a close look by the courts. *Real estate law journal* v. 3, spring 1975: 402-408.

Reviews cases involving interim zoning as a prelude to growth control programs.

Patterson, Elizabeth Gond. Municipal self-determination: must local control of growth yield to travel rights? *Arizona law review*, v. 17 no. 1, 1975: 145-187.

Comment examines the implications of the recent Supreme Court decisions which suggest that municipalities may control their own growth rate within certain constitutional parameters. Examines "the nature and scope of the right to travel, especially as this right is applied to migration and settlement in a new community."

Pearson, Karl G. No growth and real estate. *University of Michigan business review*, v. 27, Sept. 1975: 15-18.

"'No growth' questions the concept of land development as an inherent right of property ownership, and insists instead that land development is a privilege, subject to regulation by society." Examines the "no-growth" case and that of its critics, the curbs put on real estate development, the emergence of a new body of law, and the effect on the real estate industry.

Powers, Susan. Carpenter, Kelly. Legal, social and economic aspects of growth management: annotated readings and case law. Monticello, Ill., 1975. 31 p. (Council of Planning Librarians. Exchange bibliography 843)

Roberts, James. Bush, Larry. Managed growth overview and analysis. *Environmental comment*, no. 19, Mar. 1975: 1-6.

"Perhaps the largest concern that looms at present is the current wave of non-growth or limited-growth devices being utilized by many suburban communities . . . provides an overview of those devices and techniques being used throughout the country by local officials in their attempt to legally guide and control growth."

Rubenstein, Lawrence D. Regulating community growth—keys to future action. *HUD challenge*, v. 6, Jan. 1975: 2-4.

Says that attempts to regulate urban growth generally revolve around controlling urban sprawl and protecting the environment. Discusses various types of growth control measures adopted by a number of communities.

Schnidman, Frank. The courts enter the zoning game: will local government win or lose. *George Washington law review*, v. 43, Jan. 1975: 590-611.

". . . describes some of the recent judicial inroads into the land use planning process, and an area traditionally controlled by municipal and state law.

Legislative innovation by local governments, such as Ramapo's sequential development controls and Petaluma's Residential Development System, have been tested in the courts with varying results. The increasing role of both the federal and states judiciary in resolving land use disputes and in formulating land use policies is due to both constitutional and pragmatic challenges to local governmental regulation."

Stone, Gerald W., Jr. Public spending, land taxes and economic growth: an empirical analysis of the adequacy of land as a tax base. *American journal of economics and sociology*, v. 34. Apr. 1975: 113-126.

"Communities expecting rapid growth would do well to consider the alternative of a land value tax as a weapon in their fiscal arsenals."

Texas. Advisory Commission on Intergovernmental Relations. Development standards in unincorporated areas; proposed legislation for local governments. [Austin 1975] 64 p.

Revision of a 1972 report (Land-use standards in unincorporated areas: proposed state legislation for local governments) surveys the need for developmental controls and recommends "legislation that would authorize cities to extend by ordinance construction standards to areas in their extraterritorial jurisdiction. In addition, this version incorporates new information, including actions taken by the 63d Texas Legislature concerning land-use questions and new state and local developments brought about by two recent federal programs."

Weiner, Howard Allen. General welfare and "no-growth" zoning plans: consideration of regional needs by local authorities. *Case Western Reserve law review*, v. 26, fall 1975: 215-251.

Analyzes no-growth zoning schemes of municipalities and concludes that courts must employ a "regional general welfare analysis to protect regional residents who are otherwise unrepresented."

Wells, Lisalee Anne. Lallas, Tom. Subdivision land dedication: objectives and objections, *Stamford law review*, v. 27, Jan. 1975; 419-447.

Comment "addresses the major issues underlying residential land development programs involving land dedication. Part I focuses on the threshold question: whether mandatory land dedication offers an economically responsible method of meeting the burden generated by residential expansion . . . Part II discusses many of the policy issues and correlative legal questions underlying dedication and other land-control schemes designed to satisfy the growing demand for municipal services." Focuses on the California experience.

C. Factors Affecting a Growth Policy

Abraham, Fred John. Raw materials, inflation, and macroeconomic policy. *Nebraska journal of economics and business*, v. 14, spring 1975; 37-44.

"To maintain a consistently high employment rate of an increasing labor force, U.S. macroeconomic policy has been chiefly concerned with increasing the level of real GNP. It is possible that this expansionary policy can no longer be closely pursued, however, because any subsequent increases in output may cause substantial increases in the prices of certain crucial raw materials and lead to a higher rate of inflation. This paper explains how and why this may occur and offers possible steps to minimize the effects."

Adjusting to scarcity. Philadelphia, American Academy of Political and Social Science, 1975. 248 p. (*American Academy of Political and Social Science, Philadelphia. Annals*, v. 420)

Issue focuses on the necessity for international cooperation in the conservation and control of commodities. Included is discussion concerning how material shortages and food supply problems will affect human quality of life in the years to come.

Allen, Irvin Lewis. An annotated and classified list of 16mm films on urban studies: new towns, urban problems, city and regional planning. Monticello, Ill., 1975. 31 p. (Council of Planning Librarians. Exchange bibliography 838)

Contents.—New towns and new cities.—Film series on general urban problems.—Cinematic and artistic impressions of cities.—Ghetto problems, slums, and skid rows.—General urban planning, urban renewal, housing and neighborhood redevelopment, and regional planning.

Baker, Henry G., Jr., ed. Environment 1984: interfacing with management and business; a symposium. [Columbus, Ohio, Grid] 1975. 148 p.

- Partial contents.—The economy of 1984, by L. Valentine.—Technological forecast, 1984, by W. Tabakoff.—Resources, energy and the environment: the coming decade, by D. Schleeff.—Production, 1984, by R. Klekamp.—Marketing and international trade, 1984, by G. Hartman.—Managerial accounting and taxation, 1984, by D. Kiefer.—General management and policy formulation, 1984, by H. Baker, Sr.
- Berry, R. Stephen. Crisis of resource scarcity: the transition to an energy-limited economy. *Bulletin of the atomic scientists*, v. 31, Jan. 1975: 31-36.
- “We must see the energy crisis in the larger context of constraints on the use of all physical resources. This includes the recyclable pool of the Earth’s materials as well as the renewable resources such as agricultural products and water, the fixed resources such as land, and the traditionally free resources of air and sunlight.”
- The Best places to live in the USA. *Changing Times*, v. 29, Dec. 1975: 33-36.
- Reports the result of a recently completed study that measures and rates the quality of life in 243 standard metropolitan statistical areas by the Midwest Research Institute in Kansas City, Mo. The study was carried out under MRI’s principal economist Dr. Ben-Chieh Liu through a grant from the Environmental Protection Agency.
- Brown, Linda. An annotated bibliography of the literature on livability, with an introduction and an analysis of the literature. Monticello, Ill., 1975. 61 p. (Council on Planning Librarians. Exchange bibliography 853)
- Burhans, A. Daniel. The steady state. *Center magazine*, v. 8, Jan.-Feb. 1975: 19-24.
- “The steady state . . . can offer a way out of our ecological morass with its emphasis on stabilization of population and production and quality of throughput, both human and material. On the social side, the steady state’s potential for greater equality of distribution of land, labor, and capital begs to be developed and realized.”
- Chamber of Commerce of the United States of America. Council on Trends and Perspective.
- Economic growth: new views and issues; enterprise in a new economic era. Washington [1975] 58 p.
- Chase Econometric Associates. The macroeconomic impacts of Federal pollution control programs. *Environmental news*, Jan. 24, 1975: whole issue.
- “The study, which covers the decade 1973-82, shows that pollution control required by Federal law will have very small impacts on the Nation’s economic growth, unemployment and prices.”
- Chase, Stuart. The last civilization. *Bulletin of the atomic scientists*, v. 31, Jan. 1975: 37-40.
- “Today, in the 1970’s there is in effect only a single civilization. It is world-wide, interwoven of many tenuous threads of communication, energy sources, trade and transport. Some of these strands can break and be repaired. But if the web itself should be dangerously torn, the damage could destroy the whole fabric. The energy crisis of 1974 gave a savage hint of what might happen.”
- Chase, Stuart. A modest utopia. *Futurist*, v. 9, Oct. 1975: 249-253.
- “A world-famed author surveys the current situation of the human race and says that none of today’s societies can cope with the massive problems. A new steady-state society must be created, because the control of population growth is the primary requirement for an enduring civilization. Though the task will not be easy, there is hope that it can indeed be accomplished.”
- Clark, Wilson. It takes energy to get energy; the law of diminishing returns is in effect. *Journal of environmental sciences*, v. 18, Mar.-Apr. 1975: 11-14.
- Supports Dr. Howard T. Odum’s “net energy approach” and suggests that an extensive energy conservation program may be the only palliative for inflation. Author also believes that the days of high growth are over and that the U.S. is reaching a “steady-state” economy.
- Clinton, Richard Lee. Politics and survival. *World affairs*, v. 138, fall 1975: 108-127.
- Essay attempts to describe the serious difficulties facing the U.S. in terms of material shortages, consumption, population growth, and the seeming inability of our political/economic system to meet these problems. Finally the author reflects on what we must do to contribute to the solution of these problems, if we are to survive.
- Cochran, Thomas C. The paradox of American economic growth. *Journal of American history*, v. 41, Mar. 1975: 925-942.

Traces the historical development of America's economic growth, concluding that "America's present internal problems and the balance of payments both suggest that it is time to take a careful, studied look at traditional practices and assumptions."

Colinvaux, Paul. An ecologist's view of history. *Yale review*, v. 64, Mar. 1975: 357-369.

"All previous civilizations have succumbed because their populations went on rising until they were so large that a satisfactory way of life could not be provided for all the people . . . A few more generations of ambitious breeding should suffice to bring the troubles which have destroyed every civilization before ours upon us."

Conference Board Economic Forum, New York, 1974. *Business outlook*, 1975; a discussion by The Conference Board Economic Forum, held at the Waldorf-Astoria, New York City, November 21, 1974. [New York, Conference Board, c1975] 102 p. (The Conference Board. Report no. 647)

Partial contents.—The general economic outlook, by H. Segal.—Outlook for business investment and profits, by N. Pace.—Consumer income, spending and saving, by J. Schmiedeskamp.—Trends in national social and economic attitudes by D. Yankelovich.—The construction outlook, by A. Matamoros.—Wages, prices and productivity, by D. Mills.—International financial developments, by W. Hoadley.

Crosson, Pierre R. Environmental considerations in expanding agricultural production. *Journal of soil and water conservation*, v. 30, Jan.-Feb. 1975: 23-28.

"The environmental costs of expanding agricultural production likely will vary in proportion to foreign demands for food and fiber . . . For any given amount of agricultural production the degree and kind of environmental pressure will depend upon the kind of technology adopted."

Cunningham, Robert L. Ethics, ecology, and the rights of future generations. *Modern age*, v. 19, summer 1975: 260-271.

Poses the question, "What do we owe future generations?"; and discusses it in terms of ecology and environmental preservation.

The Economy: the \$4.5 trillion America needs to grow. *Business week*, no 2399, Sept. 22, 1975: 42-45, 48.

Examines the huge capital shortage that looms ahead as the U.S. economy tries to get back on a firm growth path.

Edison Electric Institute. Committee on Economic Growth, Pricing and Energy Use. Economic growth in the future. New York [1975] 24 p. (Edison Electric Institute. EEI publication no. 75-32)

Contents.—Background and approach of the study.—The pro-growth view—The no-growth view.—The electric utility industry's conclusions and view of the future of growth.—Recommendations.

Editorial Research Reports. The U.S. economy under stress. Washington, Congressional Quarterly [1975] 192 p.

Contents.—Underemployment in America, by M. Costello.—Retirement security, by H. Shaffer.—Consumer credit economy, by D. Boorstin.—Future of utilities, by J. Hamer.—Railroad reorganization, by D. Boorstin.—Book publishing, by M. Costello.—Federal fiscal control, by D. Boorstin.—Antitrust action, by S. deLesseps.—Revenue sharing, by H. Shaffer.

Etzioni, Amitai. A creative adaptation to a world of rising shortages. In *Adjusting to scarcity*. Philadelphia, American Academy of Political and Social Science, 1975. (*Annals*, v. 420, July 1975) p. 98-110.

Using the humanistic psychology of Abraham Maslow as a focal point, the author posits that if the wealthy nations set aside materialistic escalation and assume life styles of low resource consumption to satisfy man's "higher needs," commodity shortages and poverty would not be experienced.

Fairlie, Henry. Light in the tunnel. *Harper's magazine*, v. 250, Jan. 1975: 45-47.

"Against the prevailing wisdom of doom" with respect to matters of democracy, economics, and ecology.

Fava, Sylvia F. Beyond suburbia. In *The Suburban seventies*. Philadelphia, American Academy of Political and Social Science, 1975. (*Annals*, v. 422, Nov. 1975) p. 10-24.

"The United States is already a nation in which suburbanites constitute the largest portion, but not yet the majority, of Americans. Many of these suburbanites will be suburban-born and bred, rather than having decentralized from the center city. Their moves will be from suburb to suburb or suburb to exurb, and they will thus have little direct life experience with high density living and central city problems . . . Early studies of life style and attitudes beyond suburbia suggest that they differ considerably from those of the earlier generation of suburbanites."

Food and population: the problem that won't go away. Conference Board record, v. 12, July 1975: 31-48.

Partial contents.—Toward a better-nourished world—our and theirs, by D. Ross.—The food problem—a hard look, by C. Cook.—A perspective on the population problem, by R. Peterson.—Mobilizing the multinational, by C. Hall. Freedman, David H. Oil, commodities and prices: economic and social consequences of an evolving world situation. International labour review, v. 111, Jan. 1975: 69-87.

Georgescu-Roegen, Nicholas. Energy and economic myths. Southern economic journal, v. 41, Jan. 1975: 347-381.

Analyzes economic theory in terms of natural and physical science concepts. The argument stresses that economic models have neglected the exhaustibility of energy and other resources which will lead to limits to economic activity and ultimate decline. A program for stretching resources is suggested.

Gilpin, Robert. Technology, economic growth, and international competitiveness; a report. Washington, U.S. Govt. Print. Off., 1975. 87 p.

At head of title: 94th Cong., 1st sess. Joint [Economic] Committee print. Griffin, John M. Dee Norbert. Measuring the intangible: how to quantify quality of life. Industrial development, v. 144, Sept.-Oct. 1975: 9-15.

Includes data for 49 cities.

Hammerman, Howard. Introduction to human ecology. Monticello, Ill., 1975. 27 p. (Council of Planning Librarians. Exchange bibliography 797)

Bibliography "draws heavily on material in urban sociology in order to examine the processes and forms of man's adaptation of and to the physical environment."

Harman, Willis W. Changing society to cope with scarcity. Technology review, v. 77, June 1975: 28-35.

"Nothing less than revolutionary changes in our goals, values, and institutions will be needed for us to live in a materials-depleted world."

Heilbroner, Robert L. Second thoughts on the human prospect. Futures, v. 7, Feb. 1975: 31-40.

In view of recent events author considers his main ideas, as set forth in his "Inquiry into the human prospect" to be still valid.

Heilbroner, Robert L. Second thoughts on The Human Prospect. Challenge, v. 18, May-June 1975: 21-28.

"More than a year after the book's publication, the author finds new developments reinforcing his original conclusion that only a disciplined, monastic society will be able to adapt to long-term convulsive change."

Housing and urban renewal. Urban lawyer, v. 7, fall 1975: 678-726.

Reviews court decisions, Federal statutes, regulations, and other actions, state statutes, housing agencies and court decisions on statutes.

How will we react to an age of scarcity? Conservation Foundation letter, Jan. 1975: 1-8.

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Huber, James H. Urban studies: an opportunity for synthesis among social policy science. Intellect, v. 104, Nov. 1975: 162-165.

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CHAPTER I. EFFECTIVE AREA-WIDE PLANNING AND DELIVERY OF SERVICES

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- House. Committee on Ways and Means. Subcommittee on Health. National health insurance. Panel discussions, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 463 p.
- Panel discussions held July 10 . . . Sept. 12, 1975.
- House. Committee on Ways and Means. Subcommittee on Health. Panel discussions on national health insurance; prepared statements of panelists on the subject of the role of Government in American health. Washington, U.S. Govt. Print. Off., 1975. 117 p.
- At head of title: 94th Cong., 1st sess. Committee print.
- Statements by L. Butler, L. Bellin, R. Heim, and P. de Vise.
- Senate. Committee on Labor and Public Welfare. Nurse Training and Health Revenue Sharing and Health Services Act of 1975; report to accompany S. 66. [Washington, U.S. Govt. Print. Off.] 1975. 307 p. (94th Cong., 1st sess. Senate. Report No. 94-29).
- U.S. General Accounting Office. Outpatient health care in inner cities; its users, services, and problems, Department of Health, Education, and Welfare; report to the Congress by the Comptroller General of the United States. [Washington] 1975. 23 p.
- "B-164031 (3), June 6, 1975"

U.S. Social Security Administration Office of Research and Statistics Medical care expenditures, prices, and costs: background book. [Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1975] 97 p. (U.S. Dept. of Health, Education, and Welfare. DHEW publication No. (SSA) (75-11909)

West, Jonathan P. Health planning in multifunctional regional councils: Baltimore and Houston experience. *Inquiry*, v. 12, Sept. 1975: 180-192.

Examines the organizational context and political dynamics of health planning in the Baltimore and Houston metropolitan areas where the health planning agency operated as part of a council of governments.

Willborn, Steven L. State action in the health field. *Wisconsin law review*, v. 1975, No. 4, 1975: 1188-1220.

"Article will attempt to take you down the state action Magical Mystery Tour as painlessly as possible by (1) outlining the importance of state action concepts in the health care field, (2) describing the various doctrinal approaches to state action, (3) delineating the factors considered in determining whether a hospital is public or private, (4) discussing the policy considerations supporting the sundry doctrinal approaches, and (5) assessing the merits of the various doctrinal approaches used to determine the public or private status of hospitals."

Willett, David E. PSRO today: a lawyer's assessment. *New England journal of medicine*, v. 292, Feb. 13, 1975: 340-343.

Details deficiencies in the PSRO law: "absolute and essentially uncontrolled authority of the Secretary of Health, Education, and Welfare; lack of opportunity for public comment or professional scrutiny in the implementation of the law, so that policy development and implementation becomes a secret process; use of the contracting process as the exclusive vehicle for policy making and implementation; the setting of time constraints that are wholly inadequate for reasoned activity; and the launching of PSRO's without adequate preparation by other agencies and entities that are an essential part of the PSRO environment."

Zimmerman, James F. Service areas and their needs must be reassessed. *Hospitals*, v. 49, Sept. 1, 1975: 46-48.

Hospitals are being offered an opportunity "to assess the population to whom their resources are committed and to reorder their priorities to meet each community's most pressing needs for health care services."

B. Social Services

Council of State Governments. Human services: a framework for decision-making. Lexington, Ky. [1975] 45 p. (Council of State Governments. RM 568)

Derthick, Martha. Uncontrollable spending for social services grants. Washington, Brookings Institution [1975] 139 p.

Focuses on the lack of control of Federal spending in grants-in-aid to the states for social services, concluding that spending got out of control largely because staff specialists in HEW lost jurisdiction over the program and because policy-level appointive officials, without necessarily meaning to, made choices that turned social services grants into a runaway giveaway.

Hopkins, Cleve. Location criteria for community information and service centers (CISC's). Washington, U.S. Dept. of Commerce, Office of Telecommunications, for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1975. 102 p. (U.S. Dept. of Commerce Office of Telecommunications. OT report 75-64)

"The subject of this paper is CISC location criteria based upon the use of appropriate local area social indicators to identify those locations in a city where some social unrest exists and where the delivery of services needs to be improved." An application of site location to Baltimore is presented. The long-range objective of the CISC idea is to enable a more rapid and satisfying exchange of information between residents and local government using telecommunications.

Howard, Dick. Human resources agencies: creating a regional structure. Lexington, Ky., Council of State Governments [1975] 56 p.

Discusses regional boundaries, coordinating mechanisms, and power within a comprehensive agency and briefly describes those areas with such an agency.

Liebert, Roland J. The partial eclipse of community government: the trend toward functional specialization. *Social science quarterly*, v. 56, Sept. 1975: 210-244.

Concludes that "the growth in the population size of cities is related to the number of basic functions performed mostly because large cities were often the first cities and were infused with a broad scope at an early date. Secondly,

the older cities generally fulfilled much of their original diffuse functional mandates as the nation modernized, while newer cities were established with far more specialized roles. Lastly, suburbs emerged as municipal examples of specialized governments, having both narrow functional mandates and little viability to expand that mandate."

Mittenthal, Stephen D. Development technology in human services. Wellesley, Mass., Human Ecology Institute, 1975. 295 p.

Tresch, Richard W. State governments and the welfare system: an econometric analysis. Southern economic journal, v. 42, July 1975: 33-43.

Test results of the economic model strongly suggest that complete nationalization will be required to achieve a uniform welfare system in the U.S.

C. Manpower

Baker, B. Kimball. Getting up steam for the CETA express. Manpower, v. 7, Oct. 1975: 3-9.

Describes how "CETA is well on the way toward its objectives—to establish a flexible, decentralized system of Federal, State, and local manpower activities in place of the former system of nationally directed and locally unresponsive Federal categorical programs."

Daniels, Dominick V. Evolution of manpower legislation. Labor law journal, v. 26, June 1975: 327-333.

Examines the evolution of manpower programs into the Comprehensive Employment and Training Act of 1973.

Economic development and manpower problems. Labor law journal, v. 26, Aug. 1975: 508-530.

Contents.—The New England economy: current developments and outlook, by D. Pinsky.—Unemployment insurance and labor force participation with applications to Canada and its maritime provinces, by N. Swan.—Regional employment impacts of rising energy prices, by W. Miernyk.—Economic development in New England: a discussion, by L. Hausman.—Impact of income maintenance programs in the maritimes: a discussion, by F. Wein and P. Butler.

Papers presented at the 1975 annual spring meeting of the Industrial Relations Research Association, held in Hartford on May 8-10, 1975.

Killingsworth, Charles C. Manpower evaluations: vulnerable but useful. Monthly labor review, v. 98, Apr. 1975: 48-51.

Excerpted from a paper entitled "CETA and Manpower Program Evaluation" presented to the 27th annual meeting of the Industrial Relations Research Association, Dec. 27-30, 1974, in San Francisco.

Levitin, Sar A. Zickler, Joyce K. Block grants for manpower programs. Public administration review, v. 35, Mar.-Apr. 1975: 191-195.

Finds that block grants for CETA "offers an alternative to a system of categorical grants over which state and local officials can exercise little influence and to decentralization by revenue sharing which limits the role of federal officials to mere suppliers of funds."

MacCaskill, Douglas C. The Soviet Union's second front: Manchuria. Marine Corps gazette, v. 59, Jan. 1975: 18-26.

"Continuing Soviet and Chinese military buildups in the border areas of Manchuria could pose a serious threat to world stability."

Menzi, Donald. Developing a performance rating system for manpower training programs. Evaluation, v. 2, no. 2, 1975: 50-54.

"Performance rating, as developed and used by New York City's Manpower Area Planning Council, provided a valuable framework within which to judge the success of existing programs."

National Research Council. Committee on Dept. of Labor Manpower Research and Development.

Knowledge and policy in manpower: a study of the manpower research and development program in the Department of Labor. Washington. National Academy of Sciences, 1975. 171 p.

Contents.—The manpower R&D program: an evaluation.—National manpower policy.—Manpower R&D programs.—The Office of Manpower Research and Development.—OMRD operations.—Utilization—the uncertain connection. Radin, Beryl A., ed. Papers from the 1975 ASPA National Conference, Chicago, Illinois. Washington, Section on Human Resource Administration, American Society for Public Administration, 1975. 75 p.

Partial contents.—CETA planning and implementation: pouring new federalism into old battles?, by J. Ball.—Evaluative tools for improving services to the elderly, by B. Rocheleau.—The development of human resource administrators: the trip is necessary, by C. Buntz.—Organizing the criminal justice system, by F. Kellogg.—Intersystem action planning: criminal and noncriminal justice agencies, by J. Munro.—Some considerations in planning leisure services for the elderly, by D. Fauri.

Smith, R. C. Program evaluation: any prime sponsor can. *Manpower*, v. 7, May 1975: 3-6.

Describes the strengths and weaknesses of two forms of evaluation research which were applied to a manpower training program.

Southern Regional Council. The job ahead; manpower policies in the South. Atlanta [1975] 40 p.

Contents.—The situation of the South.—The revocable past.—The advent of CETA.—Manpower planning by CETA prime sponsors.—CETA serving: the job ahead.

Staszak, F. James. Mathys, Nicholas J. Organization gap: implications for manpower planning. *California management review*, v. 17, spring 1975: 32-38.

"The need for organizations to establish manpower planning programs is becoming more crucial. In order to adequately staff their managerial positions in the future, organizations will have to effectively utilize both the internal and external sources of managerial manpower supply."

U.S. Congress. House. Committee on Education and Labor. Subcommittee on Manpower, Compensation, and Health and Safety. Oversight hearing on Comprehensive Employment and Training Act, part 1. Hearing, 94th Cong., 1st sess., on Comprehensive Employment and Training Act (Public Law 93-203, as amended by Title I, Public Law 93-567). Feb. 20, 1975. Washington, U.S. Govt. Print. Off., 1975. 42 p.

U.S. Dept. of Labor. Manpower Administration. Manpower report of the President, including reports by the U.S. Department of Labor and the U.S. Department of Health, Education, and Welfare, transmitted to the Congress April 1975. [Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1975] 349 p.

U.S. Employment and Training Administration. Self-evaluation of CETA manpower programs: a guide for prime sponsors. [Washington] 1975. 262 p.
Presents "a synthesis of evaluation techniques relevant to the needs of state and local CETA prime sponsors."

U.S. National Commission for Manpower Policy. Manpower program coordination. Washington, 1975. 240 p. (U.S. National Commission for Manpower Policy. Special report no. 2)

Reviews "the problems of coordination among CETA, Wagner-Peyser, the Work Incentives Program under Title IV of the Social Security Act, and related programs."

Weeks, David A., ed. Human resources: toward rational policy planning. [New York, Conference Board, 1975] 53 p. (The Conference Board. Report no. 669)
Contents.—Overview, by D. Weeks.—New dimensions in U.S. human resources policy, by J. Rosow.—Remarks for panelists.—Panel discussion.—Summary.

Excerpted from the Conference on Human Resources in a Recessionary Environment, May 20, 1975, New York City.

D. Transportation Policy and Planning

Abe, Masatoshi A. A new perspective on urban transportation. *Traffic quarterly*, v. 29, Oct. 1975: 531-540.

"This article first show[s] how federal policy has introduced economic inefficiency and inequity in urban transportation. The role of mass transit in relation to automobiles in a perspective of public expenditures [is] analyzed in the context that mass transit is a public service while the automobile provides a private service." Says there is economic justification for subsidizing urban mass transportation systems.

Adams, Brock. The shameful state of transport. *Reader's Digest*, v. 106, Feb. 1975: 61-66.

Congressman Adams states that "there is an anti-inflationary action Congress could take that would produce a dividend for America so large, at so small a cost, as to appear to be sleight of hand. The action: convert our pres-

- ent every-industry-for-itself transportation system into an interlocking network in which all the parts work together."
- Alex, Robert P. Demand responsive transit and the integration of D/R systems with traditional transit. *Transportation*, v. 4, Dec. 1975: 419-428.
- "This paper provides a background of the development of demand-responsive transit in small communities in the U.S.A. It also backgrounds traditional transit in metropolitan areas of the United States and outlines its deficiencies in terms of today's urban sprawl and in terms of today's society in metropolitan areas." Includes a discussion of integrated transit in Regina, Saskatchewan, Canada.
- Alexander, Robert E. Mass transit: a free ride for whom? *Cry California*, v. 10, spring 1975: 21-24.
- Discusses windfalls created by public investment to owners of property near fixed-station transit systems and maintains that unearned increments in the value of land should help pay for such transit systems.
- Allen, W. Bruce. Mudge, Richard R. A technique to assess the micro-impact of a transportation investment. *Appraisal Journal*, v. 43, Apr. 1975: 274-292.
- Outlines a methodology that allows individual impacts from a transportation investment to be identified spatially. "Locs of equal impacts are derived and valued by statistical techniques relating property values to impact and other explanatory variables . . . and can be useful for tax assessment purposes; for valuing recoupment, excess condemnation, and air rights usage schemes; and for determining compensation for taken properties."
- American Public Transit Association. *Statistical Dept. Transit fact book, 1974-1975 edition; annual summary of trends in urban mass transportation for the United States of America*. [Washington, 1975] 31 p.
- Automobiles keep posing new dilemmas. *Conservation Foundation letter*, Mar. 1975: 1-8.
- Views current automobile industry policies and the economic, social and environmental issues that are shaping them.
- Bascom, S. E., and others. Secondary impacts of transportation and wastewater investments: review and bibliography. [Washington, Office of Research and Development, U.S. Environmental Protection Agency] 1975. 276 p. (Socioeconomic environmental studies).
- "EPA-600/5-75-002"
- "The Bibliography contains a review of over fifty major studies and three hundred relevant reports related to secondary environmental impacts on various forms of public investments, e.g. land based transportation and wastewater treatment and collection systems."
- Bautz, James A. Subscription service in the United States. *Transportation*, v. 4, Dec. 1975: 387-402.
- "Subscription service is extremely popular in places where it has been attempted for commuter trips over 10 miles in length or to suburban work locations. The service works well in areas that do not have sufficient density for fixed route, fixed schedule transit." Describes several types of subscription bus and van services supplying cost and revenue data where possible.
- Better towns with less traffic. *OECD observer*, no. 75 May-June 1975: 31-34.
- Reports on an OECD survey and conference which showed that "municipalities which had previously relied largely on parking management and pedestrian areas to control traffic, are increasingly complementing these techniques with bus priorities and other measures that act positively in favour of public transport and thus can . . . lend to an improvement in the environment."
- Bowsher, Melodie. *Transportation trailblazers*. [San Francisco] Bank of America, c1975. 20 p. (Bank of America. Community issues and action)
- "Marketing publications 3120"
- "This report spotlights four types of transportation modes being developed in [California]—fixed-route buses, dial-a-rides, bicycles and carpools—and discusses the means by which innovative communities and groups are blazing transportation trails that others can follow."
- Bruce-Briggs, B. Mass transportation and minority transportation. *Public interest*, no. 40, summer 1975: 43-74.
- Discusses drawbacks of the auto-highway system, alternative modes of transportation, and Federal mass transportation policy.
- Buses. *Mass transit*, v. 2, Apr. 1975: 4-12, 14, 18, 20, 26-29.
- Entire issue devoted to the variety of jobs buses do and the role they will play in the future success of urban mass transportation systems. Includes an inter-

view with GMC's Edward R. Stokel on bus builders' woes, and feature on small bus manufacturing, and articles on Wilkes-Barre's exemplary system, on Georgetown University's minibus operations and on a new generation of mass transit coaches called Transbus.

California. Division of Transportation Planning. Alternative futures for California: an aid for transportation planning and decisions. [Sacramento?] 1975. 42, 17 p.

Partial contents.—The first decade, 1975-1985.—The second decade, 1985-1995.—Point-in-time scenario (1995).—Cross-impacts of selected events and trends.—Results of a CALTRANS Delphi inquiry (December 1974).

Carll, Richard R. Some observations on urban transport pricing and its relationship to comprehensive transportation planning. *Transportation journal*, v. 14, spring 1975: 18-29.

Contents "that conditions are rather more favorable than in the early 1960's for the use of pricing techniques intended to control or induce transport system usage. Some applications of such techniques have occurred in this region, as elsewhere. On the other hand, there is reason to suspect that the relevance of pricing as an instrument of urban transport policy or a means of resource allocation that achieves the economic optimum—is declining, as transit fares are rapidly falling out of any sort of relationship to costs and highway taxes and tolls are swamped by inflation."

Christensen, Daphne. Pikarsky, Milton. Getting at the big facts in transportation. *Astronautics & aeronautics*, v. 13, Sept. 1975:46-53.

Says that "the engineering community mainly must take responsibility for calling attention to large energy savings the nation can make through better transit choices and technology."

Cornelius, James V. Politics, regulation, and urban transportation priorities: the triumph of the auto society. *Antitrust law & economics review*, v. 7, no. 3, 1975: 69-88.

"... the auto's continued place of privilege in the United States is attributable to the fact that alternatives to the car are virtually non-existent; that some very powerful economic interest groups have labored hard and long to keep it that way; and that the structural characteristics of the nation's economy work to prevent the kind of changes needed to develop viable transit alternatives."

Costantino, Don P. Attributes of transit demand. *Traffic quarterly*, v. 29, Apr. 1975: 243-257.

"The purpose of this study is twofold: (1) to incorporate the socioeconomic characteristics of transit riders and the level of transit service in the same analysis of demand for public transit, and (2) to identify where potential transit riders, other than those presently served, may exist."

Dajani, Jarir. Egan, M. Michael. McElroy, Marjorie B. The redistributive impact of the Atlanta mass transit system. *Southern economic journal*, v. 42, July 1975: 49-60.

"This paper presents a pilot study of the annual 1983 redistributive effects of the Atlanta rapid transit system (as compared to an all-highway system). The differences in private benefits and costs are calculated as they accrue to consumers of transportation services residing in eight of Atlanta's traffic zones."

Davis, Harmer E. The matter of balanced transportation. *Traffic quarterly*, v. 29, Oct. 1975: 515-530.

"This article explores some of the implications for transportation suggested by the general concept of balance and examines some of the considerations that should be taken into account in striving for a viable composition of transport services. While the discussion in this article is germane to national or intercity as well as to urban regional problems, its emphasis is on urban transportation."

DeLesseps, Suzanne. Urban mass transit. [Washington] Editorial Research Reports, 1975. 747-764 p. (Editorial research reports, 1975, v. 2, no. 14)

Contents.—Current problems in transit industry.—Transportation trends in U.S. cities.—Plans for improving urban transport.

Demkovich, Linda E. Highways continue to dominate Federal planning. *National journal reports*, v. 7, Apr. 26, 1975: 612-617.

"After two attempts to write a National Transportation Report that would serve as a foundation for the development of an over-all transportation policy, the Department of Transportation is calling it quits—at least for now. DOT

officials, after spending \$10 million on two studies, say nobody seemed to pay any attention to their effort. Some Members of Congress, on the other hand, complain that the department's efforts really weren't worth paying any attention to because the reports failed to provide a comprehensive statement of what policy and program direction should be."

Deslauriers, Brian C. A behavioral analysis of transportation: some suggestions for mass transit. *High speed ground transportation journal*, v. 9, summer 1975: 13-14.

Analyzes bus riding and car driving in terms of behavioral principles. Concludes that transportation behaviors are chains of responses, consequences, and discriminative stimuli, and that altering the components can influence ridership. Suggests that while such manipulations as free transit and exclusive bus lanes will attract the carless more than the drivers, systems such as Dial-a-Bus and Park-and-Ride can compete with the car.

Dobson, Ricardo. Towards the analysis of attitudinal and behavioral responses to transportation system characteristics. *Transportation*, v. 4, Sept. 1975: 267-290.

"This report treats the requirements of planning methods for short-range and low-capital transportation options within the context of two primary objectives. The objectives are (1) the presentation of a fundamental set of behavioral principles which are relevant to the planning process and (2) the discussion of alternative methods for assessing the behavioral consequences of transportation changes."

Elliott, Ward. The Los Angeles affliction: suggestions for a cure. *Public interest*, no. 38, winter 1975: 119-123.

Discusses hidden subsidies to automobile drivers, citing a study which "suggests that Los Angeles area road users pay only about half the public costs of driving, impose smog damages about equal to what they pay in state registration from fuel taxes, and draw benefits from direct subsidies—road grants, general funds, police services, free use of dedicated public land for roads, tax exemption, etc.—roughly equal to what they pay in federal fuel taxes." Suggests user charges as cure for such a flawed transportation financing system.

Felton, John Richard. Some current transportation problems. *Nebraska journal of economics and business*, v. 14, spring 1975: 15-23.

Focuses on "the bankruptcies of a number of midwest and northeast railroads and the impact of the energy crisis upon carrier operating costs, especially those of highway carriers . . . railroad abandonment, freight car shortages, and restrictive and inflexible highway carrier regulation."

Adapted from testimony presented before the House Permanent Select Committee on Small Business, Subcommittee on Special Small Business Problems, May 21, 1975.

Gannon, Colin A., Dear, Michael J. Rapid transit and office development. *Traffic quarterly*, v. 29, Apr. 1975: 223-242.

"This article reports an investigation of a relatively neglected yet highly important, aspect of the rapid transit and land-use relationship, namely that between suburban commercial office development and the introduction of rail rapid transit facilities."

Gay, William F. Summary of national transportation statistics. Washington [U.S. Dept. of Transportation] for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1975. 153 p. (U.S. Dept. of Transportation. Report no. DOT-TSC-OST-75-18)

"This report is a compendium of selected national-level transportation statistics. Included are cost, inventory, and performance data describing the passenger and cargo operations of the following modes: air carrier, general aviation, automobile, bus, truck, local transit, rail, water, and oil pipeline. The report includes basic descriptions of U.S. transportation, such as operating revenues and expenses, number of vehicles and employees, vehicle-miles and passenger miles, etc." The selected data cover the period 1963 through 1973.

Glading, Judith. Alternative transportation modes: bikeway planning and design. Monticello, Ill., 1975. 15 p. (Council of Planning Librarians. Exchange bibliography 941)

Annotated bibliography is divided into sections such as: "Guides to Planning,"; "Individual City Plans for Bikeways"; and "Bicycles as Transportation—Commuting."

Goldstein, Gerald S., Moses, Leon N. Transport controls, travel costs and urban spatial structure. *Public policy*, v. 23, summer 1975: 355-380.

"This paper explores the implications of a number of different types of transportation strategies designed to reduce auto travel. Consequently it bears both on the control of air pollution and on the need to conserve energy. Two kinds of policies are compared: (1) those that increase the cost of travel by car; (2) those that improve the quality or reduce the price of public transportation. [The authors] argue that the former are likely to reduce auto travel more quickly."

Grad, Frank, Rosenthal, Albert J. The automobile and the regulation of some of its non-exhaust impacts on the environment. *Columbia journal of environmental law*, v. 1, spring 1975: 187-232.

Concerns noise, water pollution and solid waste as "aspects of the environmental impact of the automobile."

Grava, Sigurd. Improving transportation at the grass roots. *New York affairs*, v. 2, spring 1975: 12-29.

"The seeming inability of governments to make real improvements in urban transportation service, especially small-scale, localized improvement, need not bring about paralysis. There are things that can be done by community groups, and these can make a difference in the quality of urban life."

Harris, R. M., and others. Transportation in the U.S.; an appraisal. Washington, Mitre Corporation, 1975. 109 p.

"M75-22"

"Present [transportation] policies exist in the form of elaborate and detailed regulations, financing strategies and operating subsidies, and anti-trust interpretations. The resultant overall transportation structure reflects inconsistent objectives, some of which would not be acceptable to the public if they were visible." Presents an overall look at the U.S. transportation system from a national viewpoint.

Hilton, George W. The Urban Mass Transportation Assistance Program. In Miller, James C., III, ed. *Perspectives on Federal transportation policy*. Washington, American Enterprise Institute for Public Policy Research [1975] p. 131-144.

Finds the Urban Mass Transit Assistance Program wasteful, because it unduly stresses rail transit lines using linear routes rather than broadly structured systems making greater use of buses.

Hockaday, Irvine O., Jr. Transportation perspectives—implications for this region. Kansas City, Mo., Midwest Research Institute, 1975. 31 p. (Midwest Research Institute, Kansas City, Mo. Midcontinent perspectives)

Highlights the significance of a sound transportation system to the Middle West, evaluates the status of current transportation facilities, and suggests some possible solutions to problems that exist. Focuses on railroads of the region.

Humphrey, Craig R., Krout, John A. Traffic and the suburban highway neighbor. *Traffic quarterly*, v. 29, Oct. 1975: 593-613.

Measurements of the perception and consequences of environmental impacts caused by traffic on heavily used high-speed roads for families living near such roads in suburban areas was the purpose of the research on which this article is based." Study relates highway neighbors' socioeconomic status to their annoyance with odors, dirt, vibration, and light (from headlights).

Institute of Traffic Engineers. Technical Council Committee 643. Land use and transportation system evaluation: a conceptual framework. *Traffic engineering*, v. 45, Oct. 1975: 22-25, 28-32.

"This report, a summary of the state of the art with respect to the evaluation of transportation and land use alternatives, examines the consequences of transportation facilities from the standpoint of the operating agency, the system users, and the nonusers."

Kangun, Norman. Staples, William A. Selling urban transit. *Business horizons*, v. 18, Feb. 1975: 57-66.

"Transit managers can expand customer use of their services through better use of marketing techniques. The authors suggest various ways to use such means to identify and reach customers."

Keane, M. Yvonne. Consumer attitudes and behavior considerations for urban transportation planning. Monticello, Ill., 1975. 32 p. (Council of Planning Librarians. Exchange bibliography 901)

King, Alan L. Identifying community transportation concerns. *Traffic quarterly*, v. 29, July 1975: 317-331.

Presents factor analysis as a useful research technique for identifying the general public's concerns underlying expressed opinions concerning mass transit and demonstrates the applicability of factor analysis through presentation of results of a study conducted in Dayton, Ohio.

Kirby, Ronald F. The promise of para-transit. *New York affairs*, v. 2, summer 1975: 102-119.

"Ordinary bus and subway service is not really an adequate substitute for most intraurban auto trips, even in New York; conventional transit is just too inflexible and inconvenient for many purposes. For the first time, serious attention is being given to 'in-between' forms of urban transportation and how their potential can be exploited."

Kirby, Donald F. Miller, Gerald K. Some promising innovations in taxicab operations. *Transportation*, v. 4, Dec. 1975: 369-386.

Discusses some promising innovations in taxicab operation which have been implemented or proposed recently in U.S. cities (such as variations of dial-a-ride, hail-a-ride, subscription and jitney), and argues for greater interest on the part of planners, policy-makers, regulatory bodies, and operators in broadening the role of taxicabs in urban transportation.

Kleine, Douglas M. Factors contributing to the success of community-chartered commuter bus service. *Urban land*, v. 34, Nov. 1975: 16-19.

"Successful community-chartered commuter bus service from suburban or satellite areas to major metropolitan employment centers depends upon the quality of service and the presence of certain land plan factors, socioeconomic factors, management system factors, and external public agency factors."

Kohlmeier, Louis M. Transportation ruled by contradictory policies. *National journal reports*, v. 7, Apr. 19. 1975: 580-590.

"When the need for changes in government regulatory policies is discussed, the favorite example to make the point is the transportation industry. Federal transportation policies have brought about a patchwork of agencies administering uneven regulatory and promotional programs. . . . This exploration is the seventh in a series of reports on government regulatory policies."

LaKarnafeaux, Gerald F. Evidences of change in mass transportation. San Diego, Calif., San Diego Securities [1975] 1 v. (various pagings)

"The purposes of this study are first, to provide an overview for professional investors so that future developments in mass transportation can be interpreted in the proper context and secondly, to identify and follow the flow of past, present and future funds through the mechanisms of government to the transit industry and ultimately to the manufacturers of transportation equipment."

Llewellyn, Lynn, and others. The role of social impact assessment in highway planning. *Environment and behavior*, v. 7, Sept. 1975: 285-306.

Reports on a series of interviews the National Bureau of Standards held with representatives of nine state highway departments to "ascertain the range of social impacts currently being considered in highway planning [and] identify the problems normally encountered in the assessment of social effects—particularly, areas of uncertainty or gaps in information as perceived by highway planners. . . ."

Mazza, Frank. McCarthy, Sheila. Referendums around the nation; a mixed-bag for mass transit. *Mass transit*, v. 11, Jan. 1975: 18, 26, 28.

Discusses latest transit funding news in New York, California, Ohio, Michigan, Massachusetts, New Jersey, Kentucky, Washington, and Utah.

Miller, James C., III, ed. Perspectives on Federal transportation policy. Washington, American Enterprise Institute for Public Policy Research [1975] 218 p.

Contents.—Surface transportation regulation.—Air transportation regulation.—Problems of public policy reform.—Evaluations of Federal transportation programs.—Responses by transportation policy makers.—Opportunities for academicians to influence transportation policy.

Minnesota. State Planning Agency. Transportation Planning Section. Grain transportation in Minnesota. St. Paul. 1975. 95 p.

Mitchell, H. Richard. Citizen participation in transportation decision making. *Traffic engineering*, v. 45, Aug. 1975: 7-13.

Suggests ways by which public interest and confidence in the planning process may be strengthened.

- Montooth, Charles. Environmental impacts of high speed ground transportation systems. *High speed ground transportation journal*, v. 9, no. 1, 1975: 459-464.
- Focuses on the esthetic impact on living patterns and land use of high speed ground transportation and the architectural design possibilities created by such transport systems.
- Moran, A. J. Jones, W. H. Formulation of marketing strategy in urban public transport. *Transportation*, v. 4, Sept. 1975: 209-229.
- Prescribes parameters of marketing strategy formulation in the context of urban public transport, emphasizing the usefulness of the marketing mix and segmentation concepts in reference to data from the U.S. and the U.K. "A marketing mix comprising the two primary dimensions of service attributes and promotion is advocated, the service attributes to include price, in-vehicle time, mesh density, frequency, reliability and comfort. Three primary trip purpose segments are identifiable viz. Journey-to-work, shopping, and leisure/social trip segments..."
- National Research Council. Transportation Research Board. Application of economic analysis to transportation problems. Washington, 1975. 67 p. (Transportation research record 550)
- Contents.—Consumer surplus does not apply to highway transportation economy, by R. Winfrey.—Current highway user economic analysis, by M. Roddin and D. Andersen.—Investment evaluation model for multimodal transport corridors, by J. Freeman and B. Hutchinson.—Benefit-cost analysis of the Milwaukee freeway system, by T. Batchelor, K. Sinha, and A. Chatterjee.—Clarifying the ambiguities of internal rate of return method versus net present value method for analyzing mutually exclusive alternatives, by M. Wohl.—Sensitivity analysis of rate of return, by F. Miller.
- National Research Council. Transportation Research Board. Citizen's role in transportation planning. Washington, 1975. 52 p. (Transportation research record 555)
- Contents.—Public participation in transportation planning: an experiment in process change, by S. Davis.—Tomorrow's people: achieving effective citizen participation, by B. Harper.—What role for citizen?, by M. Curry.—Citizen participation in Louisville Airport site selection, by W. Vodrazka, C. Schimpeler, and J. Corradino.
- National Research Council. Transport Research Board. Regional bus transportation. Washington, 1975. 58 p. (Transportation research record 546)
- Contents.—Regional plan of preferential facilities for high-occupancy vehicles, by B. Brothers, D. Benson, and W. Sheppard.—Public transit right-of-way, by J. Bakker.—Evaluation of a national experiment in bus rapid transit, by J. Crain.—Bus capacity analysis, by W. Hoey and H. Levinson.—Framework of route selection in bus network design, by J. deHsu and V. Surti.
- Oi, Walter Y. The Federal subsidy of conventional mass transit. *Policy analysis*, v. 1, fall 1975: 613-658.
- "This paper examines a largely neglected aspect in the design of governmental programs. Congress has decided to subsidize urban transit, but the way in which these subsidies are distributed can profoundly affect the success of the subsidy program. The author sets forth four criteria that should be considered in choosing among alternative methods for distributing subsidy aid..."
- Onibokun, Adepoju G. Socio-economic impact of highways and commuter rail systems in land use and activity patterns—an annotated bibliography. Monticello, Ill., 1975. 35 p. (Council of Planning Librarians. Exchange bibliography 815)
- Out of the car and into the future. *Environmental action*, v. 7, Dec. 20, 1975: 3-9.
- Focuses on a number of urban transportation experiments, including Washington's Metro, Morgantown's PRT, Amsterdam's Witkar, and light rail transit.
- Overbeke, James E. Nekvasil, Charles A. Is our love affair with the auto over? *Industry week*, v. 186, July 28, 1975: 22-29, 32-35.
- "But there have been indications of late that this longstanding affair has cooled; some observers even suggest that this love affair is headed for a 'divorce.' Others, however, disagree. They say the American love affair with the automobile has deepened into a marriage and, like most marriages, has encountered a crisis. Their proposed solution for the crisis—which is fuel availability—is not divorce but mutual understanding of goals."

Paaswell, Robert E., and others. Inventory of the literature: problems of the carless. Monticello, Ill., 1975. 2 v. (Council of Planning Librarians. Exchange bibliography 923-924)

Each volume begins with a bibliographic essay, followed by bibliography (total of 337 citations).

Perloff, Harvey S. Connell, Kathleen M. Subsidiary transportation: its role in regional planning, *Journal of the American Institute of Planners*, v. 41, May 1975: 170-183.

"This article suggests how an examination of existing subsidiary transit services, which are designed to complement primary/secondary systems, might be organized as a useful input to transportation planning; describes the kinds of transit operations that might be included in such an examination; and outlines the types of information that should be obtained about them. The objectives of the proposed approach are to speed transportation innovation and introduce greater flexibility in urban development."

Peskin, Robert L. Schoufer, Joseph L. Stopher, Peter R. The immediate impact of gasoline shortages on urban travel behavior. Washington, U.S. Federal Highway Administration, Urban Planning Division, 1975. 146 p.

"In response to the gasoline shortage of 1974, a small-scale home interview survey was conducted in an attempt to identify and define (1) changes in the elasticity of demand for gasoline. (2) procedures for characterizing gasoline supply in travel behavior models, and (3) key implications for the development of transportation and urban design policies."

Reichart, Barbara K. Improving urban mobility through better transportation management. [Washington] U.S. Federal Highway Administration, Urban Planning Division, 1975. 30 p.

Contents.—Improving road efficiency.—Improving bus movement on city streets.—Improving public transit service.—Biking and walking.—Adjusting the demand for transportation services and facilities.—Role of social and political decisionmaking.

Rhode Island. Statewide Planning Program. Taxi survey report for the 1971-1972 Rhode Island origin destination update study. Providence, 1975. 1 v. (various pagings) (Rhode Island. Statewide Planning Program. Technical paper no. 50)

Riggs, Louis W. Joint development of transportation corridors. *Traffic quarterly*, v. 29, Jan. 1975: 5-17.

"The potential for multiple use of transportation corridors has become a major environmental consideration in every large city. This article gives examples of how (1) the new transit facilities were fitted into the right-of-way of existing highway and railroad lines and (2) linear parks were created under BART elevated lines. These indicate the extent to which valuable urban land can be utilized more completely."

Roos, Daniel. Alschuler, David. Paratransit—existing issues and future directions. *Transportation*, v. 4, Dec. 1975: 335-350.

"The orientation in this paper is not primarily to identify promising paratransit applications. Rather, it is to examine basic characteristics of paratransit services, fundamental issues unique to paratransit, existing problems that are constraining paratransit development, and ways to overcome or minimize existing difficulties."

Sagner, James S. City transportation. Municipal performance report, v. 1, no. 6, 1975: whole issue.

Evaluates the performance of public transportation in 28 cities, explores the costs of public transit and the importance of the automobile subsidy in the financial problems of transit, suggests ways to improve public transportation, and recommends what local governments should do to improve transit and what they should expect from higher levels of governments.

Scheiner, James I. The patronage effects of free-fare transit. *Traffic quarterly*, v. 29, Jan. 1975: 19-27.

Discusses Wilkes-Barre, Pennsylvania's free transit bus service and makes references about behavior in the transit market in response to free-fare—"that the offering of free transit will immediately attract significant numbers of additional patrons, with the percentage patronage increase dependent on the current average fare of the particular transit system."

Schermer, Julie Hetrick. Interest group impact assessment in transportation planning. *Traffic quarterly*, v. 29, Jan. 1975: 29-49.

- "This article examines the general applicability of interest group impact assessment for transportation planning and discusses in detail selected experience with one specific derivative model, the planning balance sheet."
- Schneider, J. E. The self-fulfillment of long-range transportation forecasts. *Traffic quarterly*, v. 29, Oct. 1975: 555-569.
- "This article examines the self-fulfilling prophecy concept in the context of the forecasting activities of a public planning agency in order to assess, in a general way, the possible implications of this phenomenon for the formulation and evaluation of public policy." Illustrates the concept with a land-use forecast that was produced as a part of the Puget Sound Regional Transportation Study in the early 1960s.
- Schott, Gerardus J. Leisher, Luin L. Common starting point for intercity passenger transportation planning. *Astronautics & aeronautics*, v. 13, July-Aug. 1975: 38-55.
- Reports on a study which "offers comparisons of intercity passenger transportation modes—air, auto, bus and train—in comparative terms of energy efficiency, emissions, and service and economic aspects."
- Schuler, Raymond T. Public transportation in New York State—innovative and responsive. *Mass transit*, v. 2, Mar. 1975: 19, 21, 23, 31.
- Discusses New York State's total transportation concept which urges a greater role for public transportation throughout the state and increased efforts to improve and develop public transportation facilities (primarily in urban areas).
- Sharma, Prakash C. Programming environmental improvements in urban transportation planning (1930-1973): a selected research bibliography. Monticello, Ill., 1975. 12 p. (Council of Planning Librarians. Exchange bibliography 724)
- Sherman, Leonard. The impacts of the Federal aid highway program on state and local highway expenditures. [Washington, U.S. Dept. of Transportation, 1975] 470 p.
- Smerk, George M. The states and new mass transit aid. *State government*, v. 48, spring 1975: 73-78.
- Explains key provisions of the National Mass Transportation Assistance Act, emphasizing the role the state government must play. Offers some speculation as to how Federal mass transportation policy will affect state governments in the future.
- Smith, D. Joseph. State transportation in transition. *State government*. v. 48, spring 1975: 67-73.
- Examines "some of the underlying forces that are causing the state transportation establishment to undergo some basic institutional changes, keying on some of the changes occurring in this area."
- Smith (Wilbur) and Associates. Bus rapid transit options for densely developed areas. Washington, U.S. Urban Mass Transportation Administration, for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1975, 187 p.
- Reviews the state-of-the-art of bus rapid transit systems in densely developed urban areas; identifies significant options and technologies and assesses their cost, service, and community impacts.
- Snow, John W. The Transportation Improvement Act of 1974. In Miller, James C., III, ed. *Perspective on Federal transportation policy*. Washington, American Enterprise Institute for Public Policy Research [1975] p. 179-188.
- The Deputy Assistant Secretary of the Dept. of Transportation defends the administration's approaches to regulatory reform and the Northeast rail crisis.
- Stein, Martin M. Regional impacts of national transport systems on population and travel. *Journal of transport economics and policy*, v. 9, Sept. 1975: 255-267.
- "Demand for travel is generated by changes in population and income and increased mobility, as well as by projects such as the Interstate highway system. This paper compares various estimates for the regions in the United States."
- Sullivan, T. Darcy. Public opinion surveys: an adjunct to highway planning and design. *Traffic engineering*, v. 45, Aug. 1975: 14-16, 18-19.
- "A number of people with sincere interest in the development and implementation of highway plans stay away from public hearings for one reason or another. Hence, citizen opinion obtained through such hearing processes may be truly representative of the overall population. A tool to reach out and assess attitudes of individuals who would otherwise not express their views is described."

Taebel, Delbert A. Cornehls, James V. Ideological and policy perspectives of urban transportation. *Traffic quarterly*, v. 29, Oct. 1975 : 541-554.

"The large mass of literature on urban transportation is unorganized, and some organizing principles for the study of this literature are needed. It is proposed that an understanding of the attitudes of those who influence urban transportation research, policy, and development may be an appropriate means of organizing this study."

Tomazinis, Anthony R. Behavioral sciences in the service of planning cities and urban systems. *High speed ground transportation journal*, v. 9, No. 2, 1975 : 21-34.

"The paper discusses the three levels of the relationship that do (or should) exist between urban planning and behavioral sciences. The first level of relationship appears when city planning tries to satisfy or serve prevailing attitudes. The second, when city planning attempts to use behavioral sciences to enhance the chances for plan acceptance and implementation. The third level of relationship occurs when urban planning aspires to shape and/or change individual behavior and attitude along some desired directions." Primarily draws on examples from the fields of housing and transportation, with wider applications for all urban systems.

Trouble in mass transit : why can't the people who put a man on the moon get you downtown? *Consumer reports*, v. 40, Mar. 1974 : 190-195.

Discusses problems encountered by BART (Bay Area Rapid Transit) and similar mass and personal rapid transit systems.

U.S. Advisory Commission on Intergovernmental Relations. Toward more balanced transportation : new intergovernmental proposals ; a commission report. Washington [For sale by the Supt. of Docs., U.S. Gov't Print. Off. 1975] p. 307.

"A-49"

Examines the broad issue of integrating transportation planning and implementation activities in order to determine both the feasibility of and the need for establishing specific institutions, organizations, agencies or procedures capable of planning, implementing, financing, and programming transportation projects in a coordinated fashion in urban and rural areas.

U.S. Congress. House. Committee on Appropriations. Department of Transportation and related agencies appropriation bill, 1976 ; report together with separate, supplemental, and minority views to accompany H.R. 8365. [Washington, U.S. Govt. Print. Off.] 1975. 73 p. (94th Cong., 1 sess. House. Report No. 94-331)

House. Committee on Appropriations. Subcommittee on Dept. of Transportation and Related Agencies.

Department of Transportation and related agencies appropriations for 1976. Hearings, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 716 p.

Part 4—Department of Transportation ; Federal Railroad Administration. Federal grants to Amtrak ; related agencies : National Transportation Safety Board. Panama Canal.

House. Committee on Appropriations. Subcommittee on Dept. of Transportation and Related Agencies.

Department of Transportation and related agencies appropriations for 1976. Hearings, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 827 p.

Part 2—Department of Transportation : Federal Highway Administration ; National Highway Traffic Safety Administration ; St. Lawrence Seaway Development Corporation ; Related Agency : United States Railway Association.

House. Committee on Appropriations. Subcommittee on Dept. of Transportation and Related Agencies.

Department of Transportation and related agencies appropriations for 1976. Hearings, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 998 p.

Part 5—Department of Transportation : Urban Mass Transportation Administration. Office of the Secretary ; Testimony of Members of Congress and interested individuals and organizations.

House. Committee on Public Works and Transportation.

Apportionment of funds for the national system of interstate and defense highways ; report together with additional views to accompany S. Con. Res. 62. [Washington, U.S. Govt. Print. Off.] 1975. 8 p. (94th Cong., 1st sess. House. Report no. 94-731)

"The concurrent resolution directs the Secretary of Transportation to apportion the \$3,250 million authorized for the fiscal year 1977, to be expended out of the Highway Trust Fund for the Interstate highway system, in accordance with the 1975 cost estimate, containing apportionment factors for the several States."

— House. Committee on Public Works and Transportation. Increasing the Federal share of highway projects; report together with separate views to accompany H.R. 3786. [Washington, U.S. Govt. Print. Off.] 1975. 14 p. (94th Cong., 1st sess. House Report no. 94-109)

— House. Committee on Public Works and Transportation. Subcommittee on Surface Transportation.

Increasing the Federal share of highway projects; and the preparation of certain statements on highway projects in the States of New York, Vermont, and Connecticut. Hearings, 94th Cong., 1st sess., on H.R. 3786 and related bills and H.R. 3787 and related bills. Mar. 5-6, 1975. Washington, U.S. Govt. Print. Off., 1975. 307 p.

— House. Committee on Science and Technology. Subcommittee on Aviation and Transportation R. & D.

Overview of DOT's R. & D. programs. Hearings, 94th Cong., 1st sess. May 13 and 20, 1975. Washington, U.S. Govt. Print. Off., 1975. 325 p.

"No. 19."

— Office of Technology Assessment. Automated guideway transit: an assessment of PRT and other new systems including supporting panel reports; prepared at the request of the Senate Committee on Appropriations, Transportation Subcommittee. Washington, U.S. Govt. Print. Off., 1975. 401 p.

— Office of Technology Assessment. Energy, the economy, and mass transit. [Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1975. 148 p. "OTA-T-15"

"Summarizes a number of findings regarding recent trends in the transit industry, the effects of current economic conditions on the use of transit, and the relative merits of adopting alternative transportation strategies to increase transit use and achieve energy conservation objectives."

— Senate. Committee on Appropriations. Department of Transportation and related agencies appropriations for fiscal year 1976. Hearings, 94th Cong., 1st sess., on H.R. 8365. Washington, U.S. Govt. Print. Off., 1975. 1107-2239 p.

Part 2—Civil Aeronautics Board; Department of Transportation: Interstate Commerce Commission; National Transportation Safety Board; nondepartmental witnesses; Office of Technology Assessment; U.S. Railway Association; Washington Metropolitan Area Transit Authority.

— Senate. Committee on Banking, Housing and Urban Affairs. Subcommittee on Housing and Urban Affairs.

Urban mass transportation—1975. Hearings, 94th Cong., 1st sess., on S. 662. June 17, 18, and 19, 1975. Washington, U.S. Govt. Print. Off., 1975. 241 p.

"To amend the Urban Mass Transportation Act of 1964 to provide operating assistance for projects located in areas other than urbanized areas, to provide for mass transportation assistance to meet the needs of elderly and handicapped persons, and for other purposes."

— Senate. Committee on Public Works. The Federal-Aid Highway Act of 1975; report together with individual views to accompany S. 2711. Washington, U.S. Govt. Print. Off., 1975. 38 p. (94th Cong., 1st sess. Senate Report no. 94-485)

— Senate. Committee on Public Works. Subcommittee on Transportation. Future of the highway program. Hearings, 94th Cong., 1st sess. Part 1. Washington, U.S. Govt. Print. Off., 1975. 905 p.

Hearings held May 24, 1975, Minot, N. Dak.; June 16, Albany, N.Y.; July 14 and 17, Washington, D.C.

"Serial no. 94-H22"

— Senate. Committee on Public Works. Subcommittee on Transportation. Future of the highway program. Hearings, 94th Cong., 1st sess. Part 2. Washington, U.S. Govt. Print. Off., 1975. 907-1850 p.

"Serial no. 94-H22"

Hearings held July 18. . . 31, 1975.

— Senate. Committee on Public Works. Subcommittee on Transportation. Increasing the Federal matching share for highway construction. Hearing, 94th Cong., 1st sess., on S. 952, H.R. 3786, H.R. 3787 and H.R. 3130. Apr. 30, 1975. Washington, U.S. Govt. Print. Off., 1975. 71 p.

"Serial no. 94-H13"

U.S. Department of Transportation. A statement of national transportation policy. Washington [For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1975. 53 p.

Contents.—Policy overview.—Government and the private sector.—Federal expenditure programs.—Cross-cutting, national concerns: safety, environment, energy, civil rights and the consumer.—International transportation. ——. Office of the Assistant Secretary for Systems Development and Technology.

Building a base for better transportation. Washington, 1975. 44 p.

Presents the DOT's planning, research, development, and demonstration program for improving transportation, by fostering an evolution toward a more balanced and efficient system. "This report portrays the Department of Transportation's planning, research, development, and demonstration program for improving transportation."

U.S. Federal Highway Administration. Highway Statistics Division. Highways and the petroleum problem—4 reports. [Washington] 1975. 2, 11, 29, 23, 31 p.

"These reports, based largely on State data provided through the cooperative FHWA-State planning process, provide analyses concerning highway revenue and financing impacts at the State and Federal levels, projects of vehicles, drivers and fuels, and transportation energy interactions."

———. Office of Research and Development. 1975 federal coordinated program of highway research and development Washington. For sale by the Supt. of Docs., U.S. Govt. Print. Off. [1975] 93 p.

U.S. General Accounting Office. Costs and problems of completing the interstate highway system, Federal Highway Administration, Department of Transportation: report to the Congress by the Comptroller General of the United States. [Washington] 1975. 38 p.

"RED-76-19, Sept. 4, 1975"

———. U.S. transportation system—Federal Government's role and current policy issues. [Washington] 1975. 80 p.

"RED-76-34, Oct. 22, 1975"

Veatch, James F. Federal and local urban transportation policy. Urban affairs quarterly, v. 10, June 1975: 398-422.

Analyzes both local transportation decisions as they are influenced by Federal policy and as they are influenced by the deficiencies in the local decision-making process in order to improve the making and implementation of transportation policy. Suggests alternatives to the present Federal transit capital grants program.

Verbit, Gilbert Paul. The urban transportation problem. University of Pennsylvania law review, v. 124, Dec. 1975: 368-489.

Article examines urban transportation problems and the Urban Mass Transportation Act of 1964, focusing on the plight of the transportation disadvantaged (the young, the elderly, the handicapped, and the poor), traffic congestion, commuting, and street use planning.

Verespej, Michael A. Can we make mass transit move forward? Industry week, v. 186, Aug. 25, 1975: 20-25, 28.

"Despite predictions of a boom, don't be surprised if there is little progress in mass transit during the next decade. Reasons: federal funds are limited, and there are strong doubts about public acceptance."

Wallin, Theodore O. Alternatives in transport policy: a matrix approach. Transportation journal, v. 15, winter 1975: 43-53.

Concludes that "it is important to grasp the unique setting of United States [transportation] policy and to recognize that divergent goals and variables can be sorted out, examined, reorganized, weighted, aligned, and brought together in policy terms. Such experimentation is facilitated by use of a public policy grid, which can be made as detailed as desired. This essay has proposed the matrix form as a tool for analysis and synthesis and has suggested a reconsideration of organizational structure for policy."

Weinberg, Philip. Working on the railroad: an urgent agenda for Congress. New York law forum, v. 20, no. 4, spring 1975: 731-749.

Outlines the history of the regulation of rail service, evaluating the effectiveness of the Rail Passenger Service Act and the Regional Rail Reorganization Act and proposes some improvements which Congress might consider.

Weller, John L., Keeley, Lee J. Capital scarcity and transportation planning. Traffic world, v. 163, Aug. 25, 1975: 65-70; Sept. 29: 73-77.

Weller, John L. A perspective of transport finance in the United States. Traffic quarterly, v. 29, Oct. 1975: 481-498.

"Current developments in transportation financing suggest a considerable shift away from long-hallowed practice in the United States having important implications for political and economic policy. This article reviews some of the factors that have affected transportation development in the past and identifies some emerging elements that should be considered by those responsibly concerned in planning activities related to transportation."

Willey, William E. Transportation planning and the energy crisis. *Traffic quarterly*, v. 29, Apr. 1975: 273-283.

"The purpose of this article is to discuss . . . changes in transportation planning outlook and to suggest ways of considering them within the transportation planning process. The impact of the energy shortage on transportation in Arizona is also discussed."

Yunker, Kenneth R., Sinha, Kumares C. Energy consideration in urban transportation planning. *Traffic quarterly*, v. 29, Oct. 1975: 571-592.

"This article discusses the need for considering energy aspects in transportation planning, the energy-use efficiency of various models of transportation, and various means by which energy-use considerations can be incorporated in the planning of passenger movements."

E. Rail Transportation

Allen, Benjamin J. The economic effects of rail abandonment on communities: a case study. *Transportation journal*, v. 15, fall 1975: 52-61.

Says that the abandonment of railroad lines considered excessive might strengthen the overall rail structure in the Northeast and Midwest, but it would also cause many smaller communities to lose their freight service completely. Analyzes the possible deterioration of the economic base of these small communities.

Black, William R., Runke, James F. The Northeast and Midwest rail crisis: a bibliography of current literature. [Lexington, Ky.] Council of State Governments, 1975. 43 p. (Council of State Governments. RM-558)

"This bibliography was developed as part of a rail abandonment grant project sponsored by the Economic Development Administration, U.S. Department of Commerce, and the Council of State Governments. It is intended as an information source on the current rail crisis and the reactions of government agencies and private research and industry organizations to specific rail problems."

Black, William R., Runke, James F. The state and rural preservation: alternative strategies. Lexington, Ky. [Council of State Governments, 1975] 142 p. (Council of State Governments. RM-565)

"For those States faced with rail abandonment or service curtailment, the Council of State Governments presents this report to identify the alternative strategies open to state government to preserve rural service. The report also contains suggested state legislation and a current bibliography on rail issues to further assist the States in rail planning and policy implementation."

Boorstin, David. Railroad reorganization. [Washington] Editorial Research Reports, 1975. 163-183 p.

Contents.—Watershed year for nation's railroads.—Development of U.S. railway policy.—Concern for viability of rail transit.

Carter, J. P. Historical accident. *California management review*, v. 18, fall 1975: 45-48.

"If early nineteenth-century inventions had chanced to occur in different sequences, hard-surfaced highways might have preceded railways, and the world's railway era might never have developed. In that case, the social organization of transportation might have remained more competitive. Even so, modern communications techniques no longer require the monopolistic organization of the rail industry."

Claytor, W. Graham, Jr. Finance and the railroads' future. *Journal of commercial bank lending*, v. 57, Jan. 1975: 53-61.

"Railroads are a strong industry. With enlightened legislative programs, railroads can make the needed improvements. Railroads can meet the country's increased demands upon them. Railroads can improve their earnings. The bottom line of my message is: I think railroads are a good investment, now and for the future."

Council of State Governments. The states and rail preservation. Lexington, Ky. [1975] 17 p.

Part one, "The States and Railroad Reorganization" by W. Black is excerpted from the winter 1975 issue of *State Government*. It summarizes the role of the states, their concerns, and their activities in response to the Regional Rail Reorganization Act. Part two presents a draft state Rail Preservation Act to authorize the appropriate state agency to deal with the retail service problem in that area."

Demkovich, Linda E. Rail solution leaves Congress, administration dubious. *National journal reports*, v. 7, June 7, 1975: 844-849.

"While the U.S. Railway Association completes its final proposal for restructuring the six bankrupt rail lines that provide service to the Northeast, both the Administration and Congress are displaying a good deal of skepticism toward USRA's plan. Both congressional and Administration experts fear the long-term casts of the plan. The Administration's preferred alternative, still under development, appears to be selling off the bankrupt roads to whoever wants to buy. The congressional alternative could be nationalization."

Demkovich, Linda E. USRA issues plan to reorganize bankrupt railroads. *National journal reports*, v. 7, Mar. 8, 1975: 354-356

Reports on United States Railway Association's preliminary plan to reorganize the bankrupt Northeast railroads under ConRail, including the reactions to the plan on the part of the industry, labor, the ICC's Rail Services Planning Office, several Pennsylvania officials and various members of Congress.

Due, John F. A comment on recent contributions to the economics of the railway industry. *Journal of economic literature*, v. 13, Dec. 1975: 1315-1320.

Notes the principal studies on rail transport planning and provisions for subsidy which have appeared since the Penn Central collapse and summarizes and evaluates some of the findings and issues.

Due, John F. The experience with municipal operation of railway lines. *Transportation journal*, v. 14, summer 1975: 5-17.

Reports on one alternative to railroad abandonment—the acquisition and operation of a line by a local government—by receiving examples of municipal operation of intercity railway lines.

Energy and Environmental Analysis, inc. The financial viability of CONRAIL: review and analysis. [Washington. For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1975. 74 5 p.

This report is a part of a review and analysis of the United States Railway Association's Plan for restructuring the bankrupt Northeast railroads. The report considers the Final System Plan submitted to Congress on July 26, 1975. For railroads, it was a year of mixed blessings. *Railway age*, v. 176, Jan. 27, 1975: 64-66, 68-74, 102-103.

Concludes that the overall picture for railroads in 1974 is a good one. Summarizes the financial performance, capital expenditures, traffic/service improvement, freight rates, management/labor affairs, and legislation, among other topics.

Foster, Jerry R. Schmidt, Martin F. Rail terminals and the urban environment. *Transportation journal*, 1. 15, fall 1975: 21-28.

"It may be that the time has arrived when railroad officials should start to view terminals and their location with the same philosophy as unprofitable routes. If sufficient revenues are not generated on branch lines, these lines are abandoned. In a similar vein, terminals should be abandoned and relocated if the costs outweigh revenues."

Gannon, Colin A. Dear, Michael J. Rapid transit and office development. *Traffic quarterly*, v. 29, Apr. 1975: 223-242.

"This article reports an investigation of a relatively neglected yet highly important, aspect of the rapid transit and land-use relationship, namely that between suburban commercial office development and the introduction of rail rapid transit facilities."

Harbridge House, inc. Federal funding of rail rehabilitation: a review of alternative approaches. Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1975. 49. 20 p.

This study is a part of a review of the United States Railway Association's Plan for restructuring the bankrupt Northeast railroads. The report considers the Final System Plan submitted to Congress on July 26, 1975.

Harbridge House, inc. A review of alternative approaches to Federal funding of rail rehabilitation. Boston. 1975. 1 v. (various pagings)

"Prepared for Office of Technology Assessment, United States Congress."

Hilton, George W. The northeast railroad problems. Washington. American Enterprise Institute for Public Policy Research [1975] 59 p. (American Enterprise Institute for Public Policy Research. Domestic affairs study 35)

"Analyzes the weakness of the railroads in the northeastern United States and considers alternative policies toward the bankrupt eastern carriers."

Humphrey, Thomas J. Framework for predicting external impacts of railroad abandonment. Washington, Office of University Research, Dept. of Transportation [available through NTIS] 1975. 84 p.

"DOT-TST-75-78."

"This report concludes that effective analysis of external impacts of rail line abandonments requires coordination of evidence from all parties concerned, preferably by qualified permanent personnel at the regional or state level who would develop expertise in this area. External impacts that should be considered include impacts on shippers, on consumer prices, on employment, on industrial development, on other modes of transportation, and on the environment. Issues in these areas are examined in detail in the report, using arguments based on a foundation of transportation economics, transportation technology, business logistics, and industrial location theory, and recommendations concerning organization of the analysis process are made."

Illinois. Dept. of Transportation. Railroad relocation projects in Illinois; a report to the Illinois General Assembly. [Springfield] 1975. 26 1.

Discusses various railroad relocation projects underway in urban areas in Illinois to reconcile conflicts among railroads, traffic flow on streets, desirable land use, and environmental quality; reviews problems involved in these projects as well as possible solutions.

Kalmbach, Charles F., Jr. The rededication of lightly used or abandoned rail rights of way to other uses. Transportation law journal, v. 7, Jan. 1975: 99-131.

"Railroad rights of way represent one of the most valuable resources of our national transportation system, and yet great portions of the network are unused or underutilized and in a position to be lost entirely. This paper explores some of the legal and practical problems involved with the rededication of these important strips of land to other, and hopefully, higher, uses."

Meyer, John R. Morton, Alexander L. The U.S. railroad industry in the post-World War II period: a profile. Explorations in economic research, v. 2, fall 1975: 449-501.

"Railroading in the United States has been a troubled industry for half a century. In this paper an attempt is made to document what those troubles have been and why they may have occurred. To the degree possible, the emphasis throughout is on the quantitative facts of the United States rail industry's situation during the post-World War II years."

Miller, James C., III. An economic policy analysis of the Amtrak program. In Miller, James C., III, ed. Perspectives on Federal transportation policy. Washington, American Enterprise Institute for Public Policy Research [1975] p. 145-163.

Says the Amtrak experiment has failed, "inasmuch as the objective of a self-sustaining enterprise has not been achieved." Concludes that Amtrak will require continuing, perhaps increasing, public subsidy.

Moon, Albert E. Urban railroad relocation: nature and magnitude of the problem. [Washington, U.S. Federal Highway Administration] available from NTIS, 1975. 162 p. (U.S. Federal Highway Administration. Report no. RP-31)

"DOT-FR-20037"

"This report, the fourth in a series of four volumes produced on urban railroad relocation, describes the nature of the urban railroad location problem and estimates its magnitude nationwide."

Moon, Albert E. Urban railroad relocation: nature and magnitude of the problem and planning for remedial action; executive summary. [Washington, Federal Highway Administration] available from NTIS, 1975. 10 p. (U.S. Dept. of Transportation. Report v. 1, no. RP-31)

"DOT-FR-20037"

"This executive summary reports the significant findings and recommendations of a project to analyze the nationwide magnitude and nature of urban railroad relocation and prepares a methodology for future relocation studies."

Munhall, William V. Strategic and economic aspects of railroads. Military engineer, v. 67, Jan.-Feb. 1975: 32-34.

"An efficient system of domestic rail transportation is a vital national need for strategic and economic reasons alone."

National Rail Planning Conference, New Orleans, 1975. Proceedings. [Washington, U.S. Federal Railroad Administration] 1975. 92 p.

"This publication is a compilation of thirty-five papers presented at the two and one-half day National Rail Planning Conference held in New Orleans, Louisiana from May 19-22, 1975. The Conference attracted approximately 300 representatives of government, industry, university and consulting interests. The objective of the Conference was 'to outline the direction that rail planning should take in the development of urban, state, rural and national transportation systems and to insure that these systems are responsible and productive to the people that use them.'"

National Research Council. Transportation Research Board. Rail transit development. Washington, 1975. 57 p. (Transportation research record 552)

Contents.—Rail transit—characteristics, innovations, and trends, by V. Vuchic, F. Day, and R. Stanger.—Economic relationship among urban transit modes, by E. Tennyson.—Energy optimization for rail public transit systems, by N. Danziger.—Total energy requirements of the Bay Area Transit system, by T. Healy and D. Dick.

Pennsylvania. Governor's Office. Pennsylvania's plan for a balanced Eastern rail system and a critique of the planning approach of the United States Railway Association. [Harrisburgh] 1975. 59 p.

Maintains that "Pennsylvania's Plan for a Balanced Eastern Rail System is a proposal that will restore balance and competition among the Region's railroads, preserve patterns of service, and rebuild and modernize all railroads in the nation through a self-liquidating Trust Fund. This plan demonstrates that preserving and improving the quality of railroad transportation in America today need not be complicated. Nor need it be a constant drain on the public treasury as are the bailouts of Penn Central."

Peppers, Larry C. Transportation planning: a new look at the role of railroad forecasting. Transportation journal, v. 14, summer 1975: 18-24.

"The purpose of the paper is to analyze some of the key issues involved in the process of forecasting and adapting to changing railroad markets."

Reistrup, Paul H. What's ahead for Amtrak? Railway age, v. 176, May 12, 1975: 24-25, 28, 32.

Amtrak's new president discusses where he would like Amtrak to go and some of the problems that may be encountered en route.

Sloss, James. Humphrey, Thomas J. Krutter, Forrest N. Analysis and evaluation of past experience in rationalizing railroad networks. Springfield, Va., Available from NTIS [1975] 203 p.

"DOT-TST-75-77"

Prepared for Department of Transportation, Office of the Secretary, Office of University Research.

"This report reviews the nature and scope of prior effects to rationalize rail networks, including the Transportation Act of 1920, the Emergency Act of 1933, abandonments, mergers, and rail-highway coordination. It has been found that, in most respects, these prior schemes have either failed entirely or have achieved less than their anticipated success. Numerous opportunities for improving industry performance have been hampered by interfirm rivalries, managerial insensitivity, employee organizations' opposition, and regulatory constraints imposed by statute or by directive."

Sound Action. The great rail hoax or how the Federal Government plans to save the railroads by destroying them. In Remarks of Richard L. Ottinger. Congressional record [daily ed.] v. 121, July 23, 1975: H7362-H7364.

Criticizes Federal efforts to save the U.S. rail system; specifically aimed at the Brinegar report and the United States Railway Association's Preliminary System Plan.

Symposium on Roads and the Urban Environment, Madrid, 1974. Roads and the urban environment; proceedings. [Paris] Organization for Economic Cooperation and Development [1975] 191 p.

At head of title: Road research.

"The Symposium was designed to exchange the most recent research results in the field of traffic noise and vibration and to present in-depth studies on noise abatement, to discuss results of air pollution surveys and examine the orientation of future research in this area, to exchange information on the economic and regulatory aspects involved, and, finally, to consider the development and application of comprehensive environmental approaches when planning new roads and motorways in urban areas."

Tollison, Robert D. Economic objections to the present approach to public policy on surface transportation. In Miller, James C., III, ed. *Perspectives on Federal transportation policy*. Washington, American Enterprise Institute for Public Policy Research [1975] p. 33-39.

Evaluates the Nixon administration proposals for dealing with bankrupt railroads in the Northeast and the regulatory reform measures proposed by the Department of Transportation.

Ullmann, John E. Getting the rails back. *Environment*, v. 17, Dec. 1975: 32-36.

Says that the history of networks of integrated interurban railroads and municipal trolley lines in major U.S. cities "illustrates the irony of past destruction of useful transit systems which, if they still existed, could readily be converted to rapid transit systems for today's needs."

Union Pacific Corporation. *The Northeast Rail Crisis; the financing needs of ConRail as reflected in United States Railway Association's final system plan*. [New York] 1975. 27, 26 1.

Includes in the appendix a proposed bill entitled "The Railroad Rehabilitation and Improvement Act of 1975" for "a rehabilitation program for equity financing of fixed plant rehabilitation by ConRail and other carriers with funding from both the Federal and private sectors."

U.S. Congress. Conference Committees, 1975. *Railroad Revitalization and Regulatory Reform Act of 1975*; report on S. 2718. Washington, U.S. Govt. Print. Off., 1975. 190 p. (94th Cong., 1st sess. Senate. Report no. 94-585)

"To improve the quality of rail services in the United States through regulatory reform, coordination of rail services and facilities, and rehabilitation and

House. Committee on Interstate and Foreign Commerce.

Amtrak Improvement Act of 1975; report together with minority views to accompany H.R. 4975. [Washington, U.S. Govt. Print. Off.] 1975. 24 p. (94th Cong., 1st sess. House. Report no. 94-119)

House. Committee on Interstate and Foreign Commerce.

Emergency assistance to northeast railroads. Hearings, 94th Cong., 1st sess., on H.R. 2051 and S. 281. Feb. 4 and , 19575. Washington, U.S. Govt. Print. Off., 1975. 235 p

"Serial no. 94-1"

House. Committee on Interstate and Foreign Commerce.

Health Revenue Sharing and Health Services Act of 1975; report together with separate, additional and minority views to accompany H.R. 4925. Washington, U.S. Govt. Print. Off., 1975. 252 p.

94th Cong., 1st sess. House. Report no. 94-192

House Committee on Interstate and Foreign Commerce.

Materials on H.R. 6351—Railroad Improvement Act of 1975 and H.R. 7681—Railroad Revitalization Act. Washington, U.S. Govt. Print. Off., 1975 78 p.

At head of title: 94th Cong., 1st sess. Committee print no. 10.

House. Committee on Interstate and Foreign Commerce.

Northeast rail problem; background information. Washington, U.S. Govt. Print. Off., 1975. 136 p.

At head of title: 94th Cong., 1st sess. Committee print no. 1.

House Committee on Interstate and Foreign Commerce.

Regional, Rail Reorganization Act amendments of 1975; report together with minority views to accompany H.R. 2051. [Washington, U.S. Govt. Print. Off.] 197. 31 p. (9th Cong. 1st sess. House Report no. 94-7)

House. Committee on Interstate and Foreign Commerce. Subcommittee on Oversight and Investigations.

Review of Amtrak train, "The Inter-American"; report Ninety-fourth Congress, first session. Washington, U.S. Govt. Print. Off., 1975. 105 p.

At head of title: Subcommittee print.

House. Committee on Interstate and Foreign Commerce. Subcommittee on Transportation and Commerce.

Amtrak authorization. Hearings, 94th Cong., 1st sess., on H.R. 3282 and H.R. 4718. Mar. 11 and 13, 1975. Washington, U.S. Govt. Print. Off., 1975. 124 p.

"Serial no. 94-5"

House. Committee on Interstate and Foreign Commerce. Subcommittee on Transportation and Commerce.

Materials concerning the effects of Government regulation on railroads and an economic profile of railroads in the United States. Washington, U.S. Govt. Print. Off., 1975. 95 p.

At head of title: 94th Cong., 1st sess. Committee print no. 17

— House. Committee on Interstate and Foreign Commerce. Subcommittee on Transportation and Commerce.

Public works jobs on the railroads. Hearings, 94th Cong., 1st sess., on H.R. 6808, H.R. 4622 (and all identical bills), H.R. 6962, H.R. 4850, H.R. 5221, H.R. 5744, H.R. 6563 (and all identical bills), H.R. 6767, H.R. 7487, and S. 1730. Washington, U.S. Govt. Print. Off., 1975. 281 p.

Hearings held June 17 and July 9 and 10, 1975.

— House. Committee on Interstate and Foreign Commerce. Subcommittee on Transportation and Commerce.

Railroad accounting, materials availability, and transportation statistics. Hearings, 94th Cong., 1st sess., on H.R. 7778 and section S of H.R. 7681. June 11–12, 1975. Washington, U.S. Govt. Print. Off., 1975. 128 p.

“Serial no. 94–27”

— House. Committee on Interstate and Foreign Commerce. Subcommittee on Transportation and Commerce.

Railroad revitalization. Hearings, 94th Cong., 1st sess., on H.R. 6351, H.R. 7681 and all other similar bills. Washington, U.S. Govt. Print. Off., 1975. 848 p.

Hearings held July 15–24, 1975.

“Serial no. 94–38”

— House. Committee on Interstate and Foreign Commerce. Subcommittee on Transportation and Commerce.

United States Railway Association preliminary system plan. Hearings, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 1114 p.

Hearings held May 5–21, 1975.

“Serial no. 94–22”

— House. Committee on Interstate and Foreign Commerce. Subcommittee on Transportation and Commerce.

USRA final system plan. Hearings, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 982 p.

Hearings held Sept. 9–26, 1975.

“Serial no. 94–44”

— House. Committee on Public Works and Transportation.

Emergency rail passenger service; report together with minority views to accompany H.R. 10631. [Washington, U.S. Govt. Print. Off.] 1975. 11 p. (94th Cong., 1st sess. House. Report no 94–728)

“To amend the Urban Mass Transportation Act of 1964 to authorize financial assistance for emergency rail passenger service operating assistance.”

— House. Committee on Small Business. Subcommittee on Commodities and Services.

Impact of deteriorating rail service upon rural communities and small businesses. Hearings, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 169 p.

Hearings held Estherville, Iowa, and Slayton, Minn., July 19, 1975.

— Senate. Committee on Commerce.

The administration's request for a supplemental authorization for the National Railroad Passenger Corporation for fiscal 1975; report to accompany S. 852. [Washington, U.S. Govt. Print. Off.] 1975. 5 p. (94th Cong., 1st sess. Senate. Report no. 94–65)

— Senate. Committee on Commerce.

Rail Services Act of 1975; report on S. 2718. Washington, U.S. Govt. Print. Off., 1975. 322 p. (94th Cong., 1st sess. Senate. Report no. 94–499)

“To improve the quality of rail services in the United States through regulatory reform, coordination of rail services and facilities, and rail rehabilitation and improvement financing, and for other purposes.”

— Senate. Committee on Commerce.

Railroad Temporary Operating Authority Act; report on S. 917. Washington, U.S. Govt. Print. Off., 1975. 10 p. (94th Cong., 1st sess. Senate. Report no. 94–62)

“To amend the Interstate Commerce Act to authorize the Interstate Commerce Commission to grant temporary operating authority to a carrier by railroad pending final determination by the Commission.”

— Senate. Committee on Commerce.

Railroads—1975. Hearings, 94th Cong., 1st sess., on preliminary system plan. Part 1, May 14–16, 1975. Washington, U.S. Govt. Print. Off., 1975, 228 p.

“Serial no. 94–31”

_____. Senate. Committee on Commerce.

Railroads—1975. Hearings, 94th Cong., 1st sess., on S. 793, S. 863, S. 1143, S. 1217, S. 1385, S. 1396, S. 1476, S. 1679, S. 1770, S. 1801, S. 1876, S. 1879, S. 1898, S. 1946, and S. 2027. July 16, 17, and 18, 1975. Part 2. Washington, U.S. Govt. Print. Off., 1975. 229–849 p.

“Serial no. 94–31”

“Miscellaneous legislation dealing with the branch line and rural commuter lines”

_____. Senate. Committee on Commerce.

Regional Rail Reorganization Act Amendments of 1975; report on S. 281. Washington, U.S. Govt. Print. Off., 1975. 18 p. (94th Cong., 1st sess. Senate. Report no. 94–5)

_____. Senate. Committee on Commerce.

Stimulate employment through railroad rehabilitation projects. Hearings, 94th Cong., 1st sess., on S. 967, S. 1326 [and] S. 1436. May 1, 1975. Washington, U.S. Print. Off., 1975. 143 p.

“Serial No. 94–22”

_____. Senate. Committee on Commerce. Surface Transportation Subcommittee.

Railroads—1975. Hearing, 94th Cong., 1st sess. July 25, 1975. Part 3. Washington, U.S. Govt. Print. Off., 1975. 851–948 p.

“Serial no. 94–31”

U.S. General Accounting Office. Information available on estimated costs to rehabilitate the nation's railroad track and a summary of Federal assistance to the industry; report to the Subcommittee on Federal Spending Practices, Efficiency, and Open Government, Senate Committee on Government Operations, by the Comptroller General of the United States. [Washington] 1975. 53 p.

“RED–76–44, Nov. 21, 1975”

U.S. Interstate Commerce Commission. Evaluation of the U.S. Railway Association's final system plan; report . . . to the United States Congress, Washington, 1975. 65 p.

U.S. Rail Services Planning Office. Evaluation of the U.S. Railway Association's preliminary system plan; report. Washington, 1975, 543 p.

Report contains the public response to the preliminary system plan and the Rail Services Planning Office's critique and recommendations to the U.S. Railway Association. Appendices detail the results of the Office's review of coordination projects listed in the plan, of the Association's decisions to exclude certain light-density lines, and of the adequacy of the rail service continuation subsidy program.

_____. Evaluation of the U.S. Railway Association's preliminary system plan; supplemental report. Washington, 1975. 70 p.

Summarizes public comment on those coordination projects proposed by the United States Railway Association which involve Erie Lackawanna lines and others considered after issuance of the preliminary system plan. Testimony focused on light-density lines, industry structure, passenger service, and environmental and energy concerns.

_____. Preliminary views on rail restructuring. Washington, 1975. 23 p.

Reports on comments on the United States Railway Association's first annual report and supplemental report, solicited by the Rail Services Planning Office. Expresses the views of a wide range of interests—rail service users, public officials, railroad officials and railroad labor officials, as well as individual citizens concerned with the impact of railroads on community developments, the environment and inflation.

_____. The public response to the Secretary of Transportation's rail services report; rail service in the Midwest and Northeast region. Washington [For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1975. 257 p.

Volume III—Midwestern states.

Restates in condensed form all material submitted in response to the Secretary of Transportation's report “Rail Service in the Midwest and Northeast Region.” Volume III covers Ohio, Michigan, Indiana, and Illinois as well as material related to portions of the United States not located within the Northeast and Midwest.

Office for Public Counsel. Report. [Washington] 1975. 1 v. (various pagings)

"Highlights some of the many events in the reorganization process that have occurred over the last five months [to June 1975], such as the issuance of the Preliminary System Plan and Erie-Lackawanna supplement by the United States Railway Association, the public hearings held by the Rail Services Planning Office, and the publication of various regulations by the federal planning agencies. Also included is a discussion of the numerous pieces of legislation dealing with the Northeast rail crisis that are pending before Congress." United States-Railway Association. Final system plan for restructuring railroads in the Northeast and Midwest region pursuant to the Regional Rail Reorganization Act of 1973. [Washington] 1975. 2 v.

The Final System Plan "takes into account all the information received since publication of the PSP [Preliminary System Plan] and provides a more specific resolution of the major issues involved in restructuring the rail system in the 17 state Region."

Preliminary system plan. [Washington] 1975. 61 p.

"Supplement to appendixes D-2, D-3 and K."

"The purpose of this supplement is to expand Volumes I and II of the Preliminary System Plan (issued February 26, 1975) to include an analysis of the light-density lines of the Erie Lackawanna Railway, to include reference in Appendix D-2 to those lines not recommended for inclusion in the MARC-EL or ConRail Systems, and to include reference in Appendix D-3 to major market extension proposals of the solvent carriers."

Preliminary system plan for restructuring railroads in the Northeast and Midwest region pursuant to the Regional Rail Reorganization Act of 1973. [Washington] 1975 2 v.

Partial contents.—The economic decline of the railroad industry.—Coordination with solvent railroads.—Operating the restructured rail system.—Facilities and equipment evaluation and planning.—Light-density lines and their impact on communities.—Intramodal and intermodal competition.—Marketing rail freight service.—Availability of service by alternate modes.—Factors affecting environmental assessment of the system plan.—Manpower requirements and policies.—Passenger service in the region.—Financial analysis of the preliminary system plan.—Financial programs under the act.—The problem of light-density lines.—Light-density line study procedure.—Railroad marine operations.

Executive Committee. Final system plan; material approved for submission to the Board of Directors, USRA and Interstate Commerce Commission. [Washington] 1975. 42 p.

Contents.—Industry structure.—Light density lines and community impact.—Financial projections.

Verespej, Michael A. Doctors' split on relief for railroads' ills. Industry week, v. 186, July 21, 1975: 24-29, 32.

"Congress once tried to ignore the railroads' problems. And when the Penn Central collapsed, it tried to make the problems disappear with huge injections of money. Neither approach worked, and there's little agreement about what else will."

F. Distribution of Services in Metropolitan Areas

Jones, Bryan D., and others. Service delivery rules and the distribution of local government services: three Detroit bureaucracies. [Washington, 1975] 29, [3] p.

"Prepared for delivery at the 1975 Annual Meeting of the American Political Science Association, San Francisco, California, September 2-5, 1975."

Asserts that "local governments in most American metropolitan areas have adopted a primarily economic model in their conceptualization of the delivery of services. Local government bureaucracies generally accept the goal of implementing rational criteria for the delivery of services to citizens, even when the bureaucracies themselves may be in part staffed according to political criteria. . . . [T]he decision of governments to adopt rational service delivery rules can . . . differentially benefit citizens."

New York (City). City Commission on Human Rights. Inequality in metropolitan America. Integrated education, v. 13, May-June 1975: whole issue.

Edited testimony of public hearings held in New York in May 1974, grouped into the areas of legal and political issues, employment, housing, and education.

G. Equality of Education

Benson, Charles S. Education finance in the coming decade. [Bloomington, Ind., Phi Delta Kappa, 1975] 120 p.

Partial contents—Education in the economy.—Economic efficiency in education and household choice.—The grand search for technological efficiency in education.—A more perfect system of educational finance.—Education and inflation.

Giles, Micheal W. H.E.W. versus the Federal courts; a comparison of school desegregation enforcement. American politics quarterly, v. 3, Jan. 1975: 81-90.

Finds that school districts under HEW enforcement were significantly less segregated than court-ordered districts.

Holman, Ben. Desegregation and the Community Relations Service. Integrated education, v. 13, Jan.-Feb. 1975: 27-39.

Explains how CRS has devoted its resources "to resolving disputes associated with racial conflicts and tension in education systems."

Kuch, Peter J. A regional model for planning public investment in education. Regional science and urban economics, v. 5, no. 3, 1975: 375-397.

"... to present a model that would be useful in planning the efficient development of the educational infrastructure within a region"—a model "concerned with the problem of how one allocates an exogenously fixed set of resources among a collection of different educational programs."

Odden, Allan. A potential threat to school-finance reform. Compact, v. 9, Oct. 1975: 7-10.

Examines the reasons why school-finance reforms need to continue to include property-tax reform.

Sichel, Joyce L. White suburbanites and integrated schools: financial support as a function of attitudes toward integration. Urban education, v. 10, July 1975: 166-174.

"Report new findings from the New York City suburban area which confirm the importance of favorable attitudes toward integration to financial support for integrated public education."

Tripp, Minot W., Jr. Reforming educational finance: property tax equalization is not the answer. National civil review, v. 64, Mar. 1975: 123-127.

"Recent efforts to reform the system of educational finance in the U.S. have focused on proposals to equalize rates between districts, as suggested by *Serrano v. Priest*. That proposed cure may be worse than the disease. Equalization is suspect from the standpoint of equity and is also likely to have an unfortunate impact in terms of metropolitan growth and inner city decay."

U.S. Congress. Senate. Committee on Labor and Public Welfare. Subcommittee on Education.

Oversight hearing on HEW enforcement of school-related civil rights problems, 1975. Hearing, 94th Cong., 1st sess. Apr. 30, 1975. Washington, U.S. Govt. Print. Off., 1975. 439 p.

H. Housing in Metropolitan Areas

America's best suburbs. Ladies' home journal, v. 92, Aug. 1975: 71, 117-122, 128.

Lists and describes American suburbs characterized as best by a panel of judges chosen by Ladies' Home Journal.

Burchell, Robert W. Listokin, David. James, Franklin J. Exclusionary zoning: pitfalls of the regional remedy. Urban lawyer, v. 7, spring 1975: 262-291.

Articles argues that regional rezoning only compounds the problem of finding adequate, affordable housing for residents of the area.

Burns, Michael M. Class struggle in the suburbs: exclusionary zoning against the poor. Hastings constitutional law quarterly, v. 2, winter 1975: 179-201.

"Exclusionary zoning in urban and suburban settings is a topic of great current importance. The author explores various zoning ordinances and their effects on the availability of housing in light of court decisions examining the right to housing under an expanded theory of the 'general welfare.' Justifications offered by municipalities for such ordinances are examined and suggestions offered for judicial analysis of exclusionary zoning problems."

Caldwell, Richard G. The right to travel and community growth controls. *Harvard journal on legislation*, v. 12, Feb. 1975: 244-280.

Comment argues that "a way must be found to balance, on a case-by-case basis, the private interest in residential mobility and the public interest in planned growth."

Carey, Thomas C. Matish, George. Richman, Mary. An analysis of recent housing discrimination cases. *Journal of urban law*, v. 52, no. 5, 1975: 897-911.

Discusses cases involving suburban integration through low-income housing development, focusing on municipal obstruction of private low-income housing, discrimination in location or termination of a municipal housing project, and the right of nonwhite citizens to demand integration.

Clapp, James A. Growth management and the exclusion question. *Monticello*, Ill., 1975. 22 p. (Council of Planning Librarians. Exchange bibliography 889)

Clapp, James A. The socially balanced community concept. *Monticello*, Ill., 1975. 18 p. (Council of Planning Librarians. Exchange bibliography 892)

Cottingham, Phoebe H. Black income and metropolitan residential dispersion. *Urban affairs quarterly*, v. 10, Mar. 1975: 273-296.

Uses 1970 census data for the Philadelphia metropolitan area to estimate Black and non-Black propensity to choose suburban residential locations, concluding that Blacks appear reluctant to move outside established Black neighborhoods in the central city despite the attainment of moderate to high income levels.

Cox, Marcelino. Second class suburbanites: white blue-collar suburbs and Black white-collar suburbs. *Monticello*, Ill., 1975. 58 p. (Council of Planning Librarians. Exchange bibliography 739).

Daffron, Carolyn. Using NEPA to exclude the poor. *Environmental affairs*, v. 4, winter 1975: 81-122.

Using the case of *Nucleus of Chicago Homeowners Association v. Lynn* as a point of departure, the article explores means of limiting section 102(2)(C) of NEPA as applied to social rather than physical impacts.

Erbe, Brigitte Mach. Race and socioeconomic segregation. *American sociological review*, v. 40, Dec. 1975: 801-812.

Examines segregation by socioeconomic status (i.e. male education, education of adult males and family income) for whites and Blacks in the Chicago metropolitan area. Concludes that the socioeconomic composition of neighborhoods in which white and Black middle-class families live in the Chicago metropolitan area differs drastically.

Hadden, Kenneth. Werling, Thomas. Residential segregation in metropolitan Connecticut. Storrs, Agricultural Experiment Station, University of Connecticut, 1975. 17, [3] p. (Connecticut. Agricultural Experiment Station, Storrs. Bulletin 434)

Hutchins, Robert M. Confusion in the courts: environment and civil rights. *Center magazine*, v. 8 Nov.-Dec. 1975: 2-5.

Concerns the environmental protection aims of restrictions on growth, low-cost housing, lot size, etc. in municipalities which in effect violate the rights of the poor.

Kelly, Eric D. Will the housing market evaluation model be the solution to exclusionary zoning? *Real estate law journal*, v. 3, spring 1975: 373-394.

"The housing market evaluation is a model developed by the Philadelphia planning firm Rahenkamp, Sachs, Wells, and Associates to be used by individual communities to determine their regional housing responsibilities. By establishing what its fair share of regional housing responsibilities is, a community can contribute to housing needs without risking inundation by residential development."

Kushner, James A. Werner, Frances E. Metropolitan desegregation after *Milliken v. Bradley*: the case for land use litigation strategies. *Catholic University law review*, v. 24, winter 1975: 187-216.

Article suggests "that, in light of the Court's most recent school desegregation decisions, the more successful strategy for breaking down institutionalized patterns of metropolitan segregation may well be in focusing on the area of housing discrimination."

Lineberry, Robert L. Suburban and the metropolitan turf. In *The Suburban seventies*. Philadelphia, American Academy of Political and Social Science, 1975. (Annals, v. 422. Nov. 1975) p. 1-9.

"There are useful parallels between metropolitan conflict and international relations, because both involve competition for dominance of space. In both, a

common concern is that 'the rich grow richer at the expense of the poor; this article examines that process within the metropolis.'

Marando, Vincent L. A metropolitan lower income housing allocation policy. *American behavioral scientist*, v. 19, Sept.-Oct. 1975: 75-103.

Discusses "the formulation and impact of a national metropolitan lower income housing allocation policy. Specifically, discussion centers around the Department of Housing and Urban Development (HUD) and its interaction with Councils of Government (COGs) in developing a metropolitan-wide lower income housing allocation plan: a fair share plan. The policy's impact is assessed both in terms of actually locating lower income housing on a metropolitan-wide basis and its effects on metropolitan decision-making."

Martin, William E. Housing and section 1982: the advisability of extending the statutory mandate beyond acts of traditional discrimination. *Duke law journal*, v. 1975, Aug. 1975: 781-804.

Comment criticizes two Court of Appeals decisions which support the view that builders or developers who exploit a dual black-white housing market by charging higher prices in black areas for a given type of house violate section 1982 of the Civil Rights Act.

NCDH-Potomac Institute Exclusionary Land Use Litigation Conference, Washington, D.C., 1974.—Exclusionary land use litigation: policy and strategy for the future. Washington, National Committee Against Discrimination in Housing [1975] 161 p.

Contents.—Overview [of exclusionary land use litigation] by M. Sloane.—Troubled waters: litigation in the Federal courts against exclusionary land use restraints, by L. Sager.—Anti-exclusionary litigation—in what states?, by N. Williams, Jr.—Open communities litigation and the Housing and Community Development Act of 1974, by H. Franklin.—Law and the politics of justice—rethinking the open suburbs movement, by D. Trubek.

New York (City). City Commission on Human Rights. Housing problems of minorities. Integrated education, v. 13, May-June 1975: 74-110.

Reports on hearings held in May 1974 by the New York Commission on Human Rights on the failure of integration mechanisms to work in the area of housing, specifically in New York City but applicable to other northern metropolitan areas as well.

Partial contents.—Housing problems of minorities, by R. Weaver.—The impact of housing segregation on blacks, by J. Kain.—Opening the suburbs to minorities, by P. Davidoff.—Dismantling the dual housing market in Chicago, by K. Williams.—Equal opportunity housing, by J. Harvey.—Changing housing patterns in metropolitan Washington, by G. Grier and E. Grier.—Barriers to equalizing housing opportunities, by L. Long.

Rabinovitz, Francine F. Minorities in suburbs: the Los Angeles experience. [Cambridge] Joint Center for Urban Studies, Massachusetts Institute of Technology, 1955. 55 l. (Massachusetts Institute of Technology, Joint Center for Urban Studies. Working paper no. 31)

Rodgers, William, Jr., O'Grady v. North Castle: New York communes revisited. *University of Pittsburgh law review*, v. 37, fall 1975: 194-207.

Comment "deaf[s] with the developing constitutional perspectives through which courts have viewed the use of exclusionary zoning techniques by municipalities. In particular, attention [is] directed to the O'Grady evaluation of the 'single-family residence' limitation found in the North Castle ordinance. This classification of residence in traditional family terms has often served as an effective bar to the entrance of communes and other 'less-desirable' groups into the municipality."

Rohan, Patrick J. Property planning and the search for a comprehensive housing policy—the view from Mount Laurel. *St. John's law review*, v. 49, summer 1975: 653-667.

Article analyzes the Mount Laurel decision and offers some suggestions for the formulation of an affirmative housing program.

Rose, Jerome G. The Mount Laurel decision: is it based on wishful thinking? *Real estate law journal*, v. 4, summer 1975: 61-70.

"Recently, in *Southern Burlington County NAACP v. Mt. Laurel*, the New Jersey Supreme Court struck down municipal zoning ordinances that exclude poor- or moderate-income families by such devices as prohibiting apartments or requiring single-family homes to be built on large lots." Examines the decision's components and analyzes the fundamental questions concerning the judiciary's role in local matters.

Scott, Randall. A view from the Mount: Laurels and criticisms for a major judicial advance. *Environmental comment*, no. 23, July 1975: 1-16.

"Court decisions, and recent litigation have had an enormous impact upon land use and the development industry. A significant decision concerning exclusionary land use is the Southern Burlington County NAACP v. Township of Mount Laurel. While the impact of this decision is most immediate to New Jersey residents, it presents a broader prospective to communities to provide adequate housing for future residents." Comments on a number of key issues and dilemmas presented in the Mount Laurel decision.

Simembieda, William J. Suburbanization of ethnics of color. In *The Suburban seventies*. Philadelphia, American Academy of Political and Social Science, 1975. (Annals, v. 422, Nov. 1975), p. 118-128.

"Only one major metropolitan area, Los Angeles, was able to double the number of ethnics of color (blacks and Mexican-Americans) living outside the central city. * * * The ethnics of color who migrated to the suburbs were middle class and had a high propensity toward homeownership. Rises in real income, an available housing supply, a lessening of discrimination practices and an economically differentiated metropolitan area are variables that help explain the Los Angeles experience."

Sloane, Martin E. Changing shape of land use litigation: Federal court challenges to exclusionary land use practices. *Notre Dame lawyer*, v. 51, Oct. 1975: 48-78.

Reviews the recent use of exclusionary land use litigation to exclude lower-income minorities from suburban neighborhoods by zoning or other local land use authority.

Sternlieb, George. Lake, Robert W. Aging suburbs and Black homeownership. In *The Suburban seventies*. Philadelphia, American Academy of Political and Social Science, 1975. (Annals, v. 422, Nov. 1975) p. 105-117.

Concludes that "past restrictions on black homeownership, as well as present discriminatory practices, contribute to significant limitations on the suburbanization of the black population. These constraints are likely to place limits on the effective demand for housing in the inner suburbs."

Tauber, Karl E. Racial segregation: the persisting dilemma. In *The Suburban seventies*. Philadelphia, American Academy of Political and Social Science, 1975. (Annals, v. 422, Nov. 1975) p. 87-96.

"A survey of certain census data on population distribution and migration can broaden the perspective and provide a glimpse of both the uniformities of racial residential patterns throughout the nation and of the diversities in scale and character of the problems posed by these patterns in individual metropolitan areas."

U.S. Commission on Civil Rights. Twenty years after Brown: equal opportunity in housing; a report. [Washington] 1975. 188 p.

Fourth in a series of reports examining the extent of civil rights progress since *Brown v. Board of Education*, this one reviewing developments in housing opportunities for minorities and women, especially during the last two decades.

Massachusetts Advisory Committee. Route 128: Boston's road to segregation; a joint report by the Massachusetts Advisory Committee to the U.S. Commission on Civil Rights and the Massachusetts Commission Against Discrimination. [Washington] 1975. 107 p.

Describes the pattern of residential segregation in the Boston suburbs which have developed along the city's high-speed circumferential highway, Route 128.

Williams, Norman. Doughty, Tatyana. Studies in legal realism: Mount Laurel, Belle Terre and Berman. *Rutgers law review*, v. 29, fall 1975: 73-109.

Article examines specific residential land use litigation, comparing Supreme Court decisions with recent New Jersey Supreme Court opinion, and argues that the state court has taken a more realistic and current approach to land use control.

Zoning "for the living welfare of people"—the New Jersey Supreme Court Mount Laurel decision. [Washington] Potomac Institute [1973] 43 p.

Reprints the majority and concurring opinions in the Mount Laurel decision, seen as a landmark for it was the first time a high court imposed an affirmative inclusionary zoning obligation on local government, based on housing needs.

I. Metropolitan Government and Planning

- DeTorres, Juan. The new reality of major U.S. metro-areas. Conference Board record, v. 12, June 1975: 54-61.
- "It is the purpose of this article to investigate whether the term 'metropolitan area' is simply jargon or whether it refers to a new and distinct reality."
- Hadden, Kenneth. Werling, Thomas. Residential segregation in metropolitan Connecticut. Storrs, Agricultural Experiment Station, University of Connecticut, 1975. 17, [3] p. (Connecticut. Agricultural Experiment Station, Storrs, Bulletin 434)
- Harris, Charles W. COGs; a regional response to metro-urban problems. Growth and change, v. 6, July 1975: 9-15.
- "This study is intended to examine COGs [councils of governments] as regional forums and as developing aspects of metropolitan governance."
- Kelly, Eric D. Will the housing market evaluation model be the solution to exclusionary zoning? Real estate law journal, v. 3, spring 1975: 373-394.
- "The housing market evaluation is a model developed by the Philadelphia planning firm Rahenkamp, Sachs, Wells, and Associates to be used by individual communities to determine their regional housing responsibilities. By establishing what its fair share of regional housing responsibilities is, a community can contribute to housing needs without risking inundation by residential development."
- Lee, Joe Won. Kendall, Mark C. Income and consumption in metropolitan areas: projections to 1985. Looking ahead & projection highlights, v. 1, Sept. 1975: 1-4.
- Lyall, Katharine C. Tax base-sharing: a fiscal aid towards more rational land use planning. American Institute of Planners journal, v. 41, Mar. 1975: 90-100.
- "Tax base-sharing (as distinct from revenue-sharing) is a scheme designed to strengthen the fiscal capacity of local governments to respond to local public service demands including those for more rational land development, open space, and environmental preservation. By incorporating in the local property tax formula links with the pace and pattern of land development in neighboring jurisdictions, base-sharing shifts incentives from interjurisdictional competition to cooperation."
- Marando, Vincent L. The politics of city-county consolidation. National civic review, v. 64, Feb. 1975: 76-81.
- Discusses various approaches to city-county consolidation in metropolitan areas, pointing out reasons why reorganization is much needed and pointing out difficulties in getting voters to support reorganization and reform of local government.
- McManus, Michael J. Creating 20th century town meetings. National civic review, v. 64, Jan. 1975: 9-13.
- Summarizes town meetings held in various U.S. cities and slated for others under the direction of the Regional Plan Association and its program Choices for '76.
- Metropolitan Affairs Nonprofit Corporations. Regional productivity; a report. National civic review, v. 64, Nov. 1975: 505-525.
- Findings of a report by a group of selected private urban affairs groups indicate that the improvement of regional productivity and technology utilization "lies in public/private institution building, without replacing existing governmental levels and agencies."
- Minnesota's Metropolitan Fiscal Disparities Act—an experiment in tax base sharing. Minnesota law review, v. 59, Apr. 1975: 927-963.
- Comment discusses a 1971 Minnesota law which provides for property tax sharing based on commercial-industrial growth in the Twin Cities metropolitan area.
- Mogulof, Melvin B. A modest proposal for the governance of America's metropolitan areas. Journal of the American Institute of Planners, v. 41, July 1975: 250-257.
- Proposes "a model of metro governance which would be based on the following building blocks: local units of government able to make those decisions concerning the character and responsiveness of public services; areawide special purpose districts; metropolitan governing councils having authority to constrain local governments and special districts, with policy makers responsive

to state government; and state government able to serve as an arbiter between local government and areawide governments." National Association of Regional Councils, 1975 regional council directory. [Washington, 1975] 46 p.

Quigley, John M. Schmenner, Roger W. property tax exemption and public policy. Public policy, v. 23, summer 1975: 259-297.

"This paper provides some limited documentation about the level of tax exemption generally, and a rather more detailed picture of the magnitude and trends in exemptions from local taxation in one state, Connecticut. . . . [Also, it] indicates why the issue of tax exemption has become relatively more important in the past few decades, particularly for metropolitan areas, and it suggests alternative directions for public policy in the treatment of tax exempt properties."

Salyzyn, Vladimir. Solving local intergovernmental fiscal problems. Governmental finance, v. 4, May 1975: 5-10.

"Improving or replacing the property tax has produced few substantial results to alleviate the fiscal problems of local governments. The issues go much deeper than the property tax and the answers are proving to be multifaceted."

Shepard, W. Bruce. Metropolitan political decentralization: a test of the life-style values model. Urban affairs quarterly, v. 10, Mar. 1975: 297-313.

Relates patterns of metropolitan centralization and decentralization to the political manifestation of life-style values, drawing upon previous research in the area.

The Suburban reshaping of American politics. Publius, v. 5, winter 1975: whole issue.

Outgrowth of conference held at Temple University in 1973.

Contents.—The suburban transformation of American politics: the convergence of reality and research, by E. Baker.—The politics of urban space, by O. Williams.—Sources of the suburban population: 1955-1960 and 1965-1970, by J. Zikmund, II.—Suburban politics and policies: retrospect and prospect, by R. Wood.—Suburbanization: reviving the town on the metropolitan frontier, by D. Elazar.—Eco-policy environment and political processes in 76 cities of a metropolitan region, by H. Eulau and K. Prewitt.—Metropolitan transaction patterns in suburban Chicago: the case of school district collaboration, by D. Scott.—Suburbs and politics in America, by F. Wirt.

The Suburban seventies. Philadelphia, American Academy of Political and Social Science, 1975. 151 p. (American Academy of Political and Social Science, Philadelphia. Annals, v. 422)

Partial contents.—Implications of suburbanization for metropolitan political organization, by T. Scott.—Dilemmas of suburbanization and growth controls, by J. Hughes.—The urban-suburban investment-disinvestment process: consequences for older neighborhoods, by C. Bradford and L. Rubinowitz.—Metropolitan school desegregation: practical remedy of impractical idea? by E. Cataldo, M. Giles and D. Gatlin.—Administration hara-kiri: implementation of the Urban Growth and New Community Development Act, by H. Smookler.—Suburban foundations of the new Congress, by R. Lehne.

U.S. Office of Management and Budget. Statistical Policy Division. Standard metropolitan statistical areas. Rev. [Washington. For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1975. 108 p.

Wells, Thomas L., ed. Urban problems in a metropolitan setting. [Norfolk, Va., Old Dominion University, 1975] 99 p.

Partial contents.—Citizen and official perception of metropolitan problems, by B. Bryant.—Citizen and official attitudes on metropolitan government, by T. Wells.—Communication aspects of the tidewater urban political environment, by D. Hager.—Consolidation and the economy of the Hampton Roads region of Virginia, by L. Henry and J. Silberman.

Zikmund, Joseph, II. A theoretical structure for the study of suburban politics. In The Suburban seventies. Philadelphia, American Academy of Political and Social Science, 1975. Annals, v. 422, Nov. 1975) p. 45-60.

"Suburban politics, while being subjected to more and more empirical research, often is studied in a theoretical void. This article attempts to provide a general theoretical structure for the study of suburban politics which focuses on three inherent developmental factors: the developmental stage of the surrounding metropolitan area; the circumstances of origin of the suburb; and the developmental phase of the particular suburb."

CHAPTER II. RURAL DEVELOPMENT AND ECONOMIC GROWTH

A. Rural Development

Agricultural law : symposium. *South Dakota law review*, v. 20, summer 1975 : 475-680.

Partial contents.—Agriculture, antitrust and agribusiness : a proposal for Federal action, by J. Abourezk.—Farm collateral under the UCC : "those are some mighty tall silos, ain't they fella?", by J. Miller.—Differential assessment and local governmental controls to preserve agricultural lands, by W. Ellingson.—Interstate groundwater rights : protecting the interest of the states, by T. Pokela.

Ahmad, Yusuf J. Administration of integrated rural development programmes : a note on methodology. *International labour review*, v. 3, Feb. 1975 : 119-142.

"Under certain given conditions, rural development can be accelerated and given a specific direction and purpose if more attention is paid to preparing the 'soil' for effective rural projects and less to tinkering with this or that aspect of the project itself."

Alcorn, Merritt. O. We hear the answers, but what is the question? Concerning health manpower shortage. *Federation bulletin*, v. 62, Feb. 1975 : 35-39.

Suggests that many young physicians don't go into rural areas or other areas needing physicians because they have been trained to practice in a sophisticated environment which is not available in these communities.

Baker, John A. Guide to Federal programs for rural development. [Washington] Rural Development Service, U.S. Dept. of Agriculture [1975] 262, 83 p.

Beale, Calvin L. Renewed growth in rural communities. *Futurist*, v. 9, Aug. 1975 : 196-204.

"In the past few years, for the first time in this century, nonmetropolitan areas grew at a faster rate than urban areas. Contributing factors include the decentralization of manufacturing, the development of rural recreation and retirement areas, the growth of state colleges, and the rejection of materialistic urban lifestyles."

Benjamin, Gary L. The Farmers Home Administration. Federal Reserve Bank of Chicago business conditions, Dec. 1975 : 3-8.

"Because of the swiftness with which the operations and program emphasis of this 40-year old federal agency have changed, the rapid expansion of its activities in recent years has gone largely unnoticed."

Biniak, Joseph P. Potential effects of application of air and water quality standards on agriculture and rural development. A compilation of papers . . . Environmental Policy Division, Congressional Research Service, Library of Congress for the Subcommittee on Rural Development of the Committee on Agriculture and Forestry, United States Senate. Washington, U.S. Govt. Print. Off., 1975. 331 p.

At head of title : 93d Cong., 2d sess. Committee print.

Bretzfelder, Robert B. State nonfarm income : recent growth patterns. *Survey of current business*, v. 55, Apr. 1975 : 22-29.

"This article features a set of three analytical tables describing 1969-73 growth patterns in State nonfarm income. A fourth analytical table shows the sharp shifts in growth patterns from those that prevailed in the 1959-69 decade."

Brown, David L. Socioeconomic characteristics of growing and declining nonmetropolitan counties, 1970. [Washington] U.S. Dept. of Agriculture, Economic Research Service [1975] 44 p. (Agricultural economic report no. 306)

"Population decline can adversely affect an area's social and economic composition, its age structure, the structure of its labor force, and its ability to generate income to support essential programs and activities. Counties with declining population have a deficit working age population and a relatively high proportion of dependent age groups. Declining counties trail the growing counties in family income, labor force participation by females, and employment in manufacturing; they are characterized by much higher than average employment in low-wage and low-skill extractive industries."

Deaton, Brady J. A development alternative for rural America. *Growth and change*, v. 6, Jan. 1975 : 31-37.

Says that it behooves regional planners to consider alternative tools for planning and development of rural areas that are based on community self-determination. Focuses on community development corporations, nonprofit

service corporations set up "to develop revenue-generating businesses that are controlled through community ownership and to promote the economic and social development of the community."

Dimit, Robert, and others. Community organization: urban & rural planning and development. Monticello, Ill., 1975. 31 p. (Council of Planning Librarians. Exchange bibliography 884)

Doeksen, Gerald, and others. The role of multicounty development districts in rural areas. [Washington, U.S. Dept. of Agriculture, Economic Research Service, 1975] 51 p. (Agricultural economic report no. 307)

"Multicounty development districts or planning organizations contribute to rural development by providing services and expertise usually available to large cities but beyond the financial and technical/professional resources of small towns and rural areas. Ten organizations in Missouri, North Carolina, North Dakota, Oklahoma, Oregon, and South Dakota were studied to determine their structure, funding, functions, and services performed."

Doeksen, Gerald A. Frye, Jack. Green, Bernal. Economics of rural ambulance service in the Great Plains. [Washington] U.S. Economic Research Service [1975] 22 p. (Agricultural economic report no. 308)

Duff, William L. Freese, Jack. Data use in rural areas: a case study of Northern Colorado regional information system. Review of public data use, v. 3, Apr. 1975: 22-26.

"The purpose of this paper is to trace the development of rural information system being developed in the Northern Colorado Front Range region. The conditions necessary to justify the development of such a system, the support requirements, and its uses are discussed. The paper is intended to provide encouragement and some guidance to the many small communities in similar circumstances throughout the country."

Edwards, Clark. DePass, Rudolph. Alternative futures for nonmetropolitan population, income, employment, and capital. [Washington] Economic Research Service, U.S. Dept. of Agriculture [1975] 56 p.

Agricultural economic report no. 311.

"A simulation of population, income, employment, and capital in the nonmetropolitan and metropolitan sectors suggests that 1960-70 trends were leading to equal per capita incomes between the two sectors by the year 2000, and to abatement of the rapid nonmetropolitan outmigration. Changes during 1970-73 indicate that economic opportunities in the nonmetropolitan sector advanced in response to increased propensity to join the labor force, increased capacity to create jobs, and improved resource productivity."

Gorwitz, Kurt. Dennis, Ruth. Lake County, Michigan: a profile of rural poverty, public health, and a plan that failed. Public health reports, v. 90, July-Aug. 1970: 357-364.

Reports on a project to build a comprehensive health care facility in Lake County, Michigan, and examines the feelings in the community which caused the plan to fail.

Harvey, Prentice. The social and economic consequences of industry in small communities and rural areas: an annotated bibliography. Monticello, Ill., 1975. 17 p. (Council of Planning Librarians. Exchange bibliography 940)

"Questions of the desirableness of industrial growth and a realistic assessment of its probable benefits and liabilities were central, serving as criteria for the selection of materials." Also included are materials on related topics such as trends toward industrial decentralization, location patterns of industry, and anti-poverty strategies.

Hines, Fred K. Brown, David L. Zimmer, John M. Social and economic characteristics of the population in metro and nonmetro counties. 1970. Washington, Economic Research Service. U.S. Dept. of Agriculture [1975] 104 p. (Agricultural economic report no. 272)

"Educational attainment, income, and employment status are, on the average, lower for people in totally rural nonmetropolitan counties of the United States than for population in other areas. However, urbanized nonmetropolitan counties compare quite favorably with the metropolitan sector in terms of their populations' composition and socioeconomic status. But across all 10 categories of rural and urban orientation delineated in this study, there are substantial differences between the total population and the minority population."

Hoy, Tom. The challenge of rural growth, Rural electrification, No. 12, Sept. 1975: 14-21.

Presents an overview of the Lower Valley Power and Light Co. in Afton, Wyoming discussing its origin as a cooperative and how it meets current needs in an era of internal migration.

Kale, Steven. Small-town population change in the central Great Plains: an investigation of recent trends. Rocky Mountain social science journal, v. 12, Jan. 1975: 29-43.

Examines small town population change in S. Dakota, Nebraska, Kansas, and Oklahoma.

Kampe, Ronald E. Household income—how it relates to substandard housing in rural and Farmers Home Administration areas, by state and race, 1970. [Washington] Economic Research Service, U.S. Dept. of Agriculture [1975] 33 p. (Agricultural economic report no. 287)

"Analysis of income levels of occupants of housing served by the Farmers Home Administration (FmHA) reveals that substandard housing is mainly occupied by the poor. Householders with less than \$4,000 income in 1970 made up 28.6 percent of the FmHA area households, but occupied 61.6 percent of the housing without complete plumbing. Inadequate housing, however, is not entirely associated with low income. Householders with incomes of \$10,000 or more occupied 6.9 percent of FmHA area housing without complete plumbing."

Lapping, Mark B. Symposium: agriculture and urbanization. Journal of the American Institute of Planners, v. 41, Nov. 1975: 369-396.

Document contains 3 articles describing "the problems at hand, the forces and 'actors' involved in the land conversion process, various state and local planning strategies and tools for land conversion, and some suggestions for the future [preservation of agricultural land]."

Larson, Thomas D. Lima, Peter M. Rural public transportation. Traffic quarterly, v. 29, July 1975: 369-384.

"In the 1960s, transportation planners focused their attention on urban problems. However, rural economic and social conditions, identified in detail only recently, have stimulated interest in rural transportation. This article reviews federal and state efforts to develop rural public transportation, with particular attention to the experience of the Commonwealth of Pennsylvania."

Lytle, Alice. The rural housing provisions of the 1974 Housing and Community Development Act. Clearinghouse review, v. 8, Jan. 1975, suppl.: 688-694.

Describes rural housing programs and how they have been affected by the Housing and Community Development Act.

Magida, Arthur J. Role of family farmer figures in reclamation debate. National journal, v. 7, Nov. 8, 1975: 1545-1550.

"Farmer and labor organizations charge that the Interior Department's Bureau of Reclamation has not followed its legal mandate in administering one of its major programs—agrarian irrigation." Examines pending legislation and legal action.

Marshall, Ray. Program and research issues in rural development. Southern economic journal, v. 41, Apr. 1975: 559-569.

"Rural development deserves greater attention partly because of the severity of the problems facing many of the 54 million people remaining in rural areas. A basic cause of the human problems of these residents has been the rapid displacement from agriculture of people who were unprepared by education, experience, or training for nonfarm work or urban living."

Nelson, Beverly F. Rural housing: a new possibility for local housing authorities. Journal of housing, No. 5, May 1975: 227-232.

Says local housing authorities in rural areas are quietly abandoning their exclusive reliance on HUD to experiment with the housing programs of the Farmers Home Administration. Focuses "on the rural housing activities of FmHA that have particular utility for local housing authorities, including (1) changes made by the Housing and Community Development Act of 1974; (2) suggestions for combining FmHA financing with HUD's Section 8 leasing and community development block grants; and (3) current issues affecting FmHA's ability to serve the rural poor."

Paarlberg, Don. The farm policy agenda. In National Public Policy Conference, 25th, Clymer, N.Y., 1975. Increasing understanding of public problems and policies—1975. Chicago, Farm Foundation [1975] p. 95-102

Addresses the question, "who is going to control the farm policy agenda and what subjects will be on it?" Concludes that "only if the agricultural estab-

lishment takes a generally cooperative attitude can they expect to have much of a role in shaping the farm policy agenda and influencing the particular issues that appear thereon."

Patton, Carl V. Lienesch, William C. Anderson, James R. Busing the rural elderly. *Traffic quarterly*, v. 29, Jan. 1975: 81-97.

Describe "a successful minibus program which, for less than \$34 per operating day, serves over 200 rural elderly people who were previously without public transportation. Program costs, operating procedure, and the impact of the service upon the travel activities of the elderly people in this [Illinois] rural area are described."

Rogers, David L. Molnar, Joseph J. Rogers, David L. Interorganizational relations among development organizations: empirical assessment and implications for interorganizational coordination. Ames, Center for Agricultural and Rural Development, Iowa State University [1975] 75 p. (Iowa. State University of Science and Technology, Ames. Center for Agricultural and Rural Development. CARD report 62)

Examines "the relationship of structural and functional properties, and of administrative perceptions and attitudes with levels of interorganizational relations, which are viewed as basic building blocks of interorganizational cooperation."

Rural Manpower Service. In Remarks of Dick Clark. Congressional record [daily ed.] v. 121, July 30, 1975: S14392-S14402.

Consists of correspondence involving Secretary Dunlop, Sen. Clark, and other Members of Congress, an Aug. 1974 study by the Dept. of Labor entitled "A review of the role of the Rural Manpower Service," and a 1975 United States Employment Service plan entitled "A rural manpower action plan."

Sasser, Charles W. What's wrong with rural schools? Everything, says this ex-teacher. *American school board journal*, v. 162, Feb. 1975: 35-36.

"Rural school districts send graduates to live in the city with little more than a kiss and a smile, because rural districts can't afford much more."

Schussheim, Morton J. Kay, Joshua M. Wellons, Richard L. Rural housing: needs, credit availability, and Federal programs. Washington, U.S. Govt. Print. Off., 1975. 16 p. At head of title: 94th Cong., 1st sess. [Senate] Committee [on Agriculture and Forestry] print.

Sharma, Prakash C. Role of TVA in agricultural development planning: a selected research bibliography. Monticello, Ill., 1975. 11 p. (Council of Planning Librarians. Exchange bibliography 802)

Sokolow, Alvin D. Small community policy making and the new federalism. [Washington, 1975] 20 l.

"Prepared for delivery at the 1975 Annual Meeting of the American Political Science Association, San Francisco Hilton Hotel, San Francisco, California, September 2-5, 1975."

Maintains that the decentralization of power and responsibility implicit in the new federalism has not affected the policy making practices of small communities for two reasons: (1) the change-resistant characteristics of their political systems; and (2) the limited participation of their governments in the Federal grant programs of the past two decades.

Sonka, Steven T. Heady, Earl O. Income and structure of American agriculture under future alternatives of farm size, policies and exports. Ames, Center for Agricultural and Rural Development, Iowa State University, 1975. 109 p. (Iowa. State University of Science and Technology, Ames. Center for Agricultural and Rural Development. CARD report 53)

Toews, Curtis D. Agricultural income support: where does the money go? *Texas business review*, v. 49, Jan. 1975: 5-10.

Study finds that, if trends in agricultural income support distribution between 1964 and 1971 continue, large farms will continue to gain relative to smaller farms in the amount of Federal support received. Trends in Texas are compared with national trends.

Train, Russell E. EPA and agriculture: establishing a partnership. *Journal of soil and water conservation*, v. 30, Jan.-Feb. 1975: 33-35.

"An atmosphere of cooperation seemingly provides the best chance for success in balancing environmental protection goals against the need for expanded agricultural production."

U.S. Agricultural Stabilization and Conservation Service. Data Systems Division. 1973 Rural Environmental Assistance Program. [Washington, 1975] 93 p.

"This summary contains the National and State data for the 1973 Rural En-

vironmental Assistance Program (REAP and data for the 1973 Emergency Conservation Measures (ECM)."

U.S. Congress. Conference Committees, 1975. Economics of rural ambulance service in the Great Plains. [Washington] U.S. Dept. of Agriculture, Economic Research Service [1975] 22 p. (94th Cong., 1st sess. House. Report No. 94-691)

_____. Conference Committees, 1975. Making appropriations for agriculture and related agencies programs for the fiscal year ending June 30, 1976, and the period ending September 30, 1976, and for other purposes; conference report to accompany H.R. 8561. [Washington, U.S. Govt. Print. Off.] 1975. 18 p. (94th Cong., 1st sess. House. Report no. 94-528)

_____. House. Committee on Agriculture. Briefing session for new members and staffs; review of basic laws and programs within the jurisdiction of the Committee on Agriculture, House of Representatives. Washington, U.S. Govt. Print. Off., 1975. 244 p. (At head of title: 94th Cong., 1st sess. Committee print.)

_____. House. Committee on Agriculture. Report of the Committee on Agriculture, House of Representatives to the Committee on the Budget, pursuant to the Budget Control Act. Washington, U.S. Govt. Print. Off., 1975. 13 p. At head of title: 94th Cong., 1st sess. Committee print.

_____. House. Committee on Agriculture. Subcommittee on Conservation and Credit. Amend Consolidated Farm and Rural Development Act. Hearings, 94th Cong., 1st sess., on S. 555 and related House bills. Apr. 23-24, 1975. Washington, U.S. Govt. Print. Off., 1975. 91 p.

"Serial no. 94-G."

_____. House. Committee on Agriculture. Subcommittee on Conservation and Credit. Consolidated Farm and Rural Development Act (amend subtitle C). Hearing, 94th Cong., 1st sess., on H.R. 2127 and H.R. 2150. Feb. 18, 1975. Washington, U.S. Govt. Print. Off., 1975. 71 p.

"Serial no. 94-E."

_____. House. Committee on Agriculture. Subcommittee on Conservation and Credit. Farm Credit Act of 1971 amendments. Hearing, 94th Cong., 1st sess., on H.R. 7862 and H.R. 7863. July 9, 1975. Washington, U.S. Govt. Print. Off., 1975. 66 p.

"Serial no. 94-X"

_____. House. Committee on Agriculture. Subcommittee on Conservation and Credit. REA amendments. Hearing, 94th Cong., 1st sess., on H.R. 4799. June 12, 1975. Washington, U.S. Govt. Print. Off., 1975. 24 p.

"Serial no. 94-U."

_____. House. Committee on Agriculture. Subcommittee on Family Farms and Rural Development. Amend Consolidated Farm and Rural Development Act. Hearings, 94th Cong., 1st sess., on H.R. 2551, H.R. 6280, H.R. 6332, H.R. 6346, H.R. 6678. June 9, 10, 11, 1975. Washington, U.S. Govt. Print. Off., 1975: 245 p.

"Serial no. 94-P"

_____. House. Committee on Agriculture. Subcommittee on Family Farms and Rural Development. Rural Development Act of 1972 (administration and expenditures). Hearings, 94th Cong., 1st sess. June 16-17, and July 25, 1975. Washington, U.S. Govt. Print. Off., 1975. 387 p.

"Serial no. 94-S."

_____. House. Committee on Appropriations. Subcommittee on Agriculture and Related Agencies. Agriculture and related agencies appropriations for 1976. Hearings, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 426 p.

Part 1—Agricultural programs: Secretary of Agriculture; Agricultural outlook; Budget overview; Farm Credit Administration.

_____. House. Committee on Appropriations. Subcommittee on Agriculture and Related Agencies. Agriculture and related agencies appropriations for 1976. Hearings, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 2 v.

Part 4—Agricultural programs: audit and investigation; Economic Research Service; Extension Service; Farmers Home Administration; Food and Nutrition Service; Rural Development Service; Soil Conservation Service; Statistical Reporting Service; part 5—Related agencies: Commodity Futures Trading Commission; Food and Drug Administration; investigative report on FDA programs; investigative report on data processing and communications systems; investigative report on NCTR facilities and programs.

_____. House. Committee on Appropriations. Subcommittee on Agriculture and Related Agencies. Agriculture and related agencies appropriations for 1976. Hearings, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 648 p.

Part 6—Testimony of Members of Congress and other interested individuals and organizations.

- House. Committee on Banking, Currency and Housing. Subcommittee on Housing and Community Development. Evolution of role of the Federal Government and community development; a chronology of legislative and selected executive actions, 1892-1974. Washington, U.S. Govt. Print. Off., 1975. 277 p.
- At head of title: [94th Cong., 1st sess.] Committee print.
- House. Committee on Science and Technology. Subcommittee on Science, Research and Technology. Agricultural research and development; background papers. Prepared for the Subcommittee on Science, Research and Technology and the Subcommittee on Domestic and International Scientific Planning and Analysis of the Committee on Science and Technology, U.S. House of Representatives. Washington, U.S. Govt. Print. Off., 1975. 179 p.
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- House. Committee on Science and Technology. Subcommittee on Science, Research, and Technology. Agricultural research and development: special oversight hearings. Hearings before the Subcommittee on Science, Research and Technology and the Subcommittee on Domestic and International Scientific Planning and Analysis of the Committee on Science and Technology, U.S. House of Representatives, Ninety-fourth Congress, first session. June 25-26, 1975. Washington, U.S. Govt. Print. Off., 1975. 202 p.
- "No. 11."
- House. Committee on Small Business. Subcommittee on Commodities and Services. Impact of deteriorating rail service upon rural communities and small businesses. Hearings, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 169 p.
- Hearings held Estherville, Iowa, and Slayton, Minn., July 19, 1975.
- House. Committee on Small Business. Subcommittee on SBA and SBIC Legislation. SBA assistance for agricultural concerns and to meet pollution standards. Hearings, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 403 p.
- Hearings held May 20-July 18, 1975.
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_____. Senate. Committee on Public Works. Subcommittee on Economic Development. Title V regional commissions. Hearing 94th Cong., 1st sess., on S. 1189. June 4, 1975. Washington, U.S. Govt. Print. Off., 1975. 89 p.

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Miller, Judith. The politics of population. *Progressive*, v. 39, Jan. 1975: 25-29.

Considers policy differences at the recent World Population Conference.

Morrison, Peter A. The current demographic context of national growth and development. [Santa Monica, Calif., Rand Corp.] 1975. 15 p. (Rand Corporation. [Paper] p-5514)

"This statement, prepared at the request of the House Subcommittee on Housing and Community Development, reviews two emergent demographic trends: (1) the onset of population decline in many parts of metropolitan areas surrounding central cities, and (2) the revival of population growth in areas remote from metropolitan development. These transformations of population settlement through migration are engendering persistent imbalances associated with decline and growth."

Morrison, Peter A. Relles, Daniel A. Recent research insights into local migration flows. Santa Monica, Calif., Rand Corp. [1975] 55 p. (Rand Corporation. [Paper] p-5379)

"This paper reports the result of research to develop a data-based model for estimating and projecting gross, (directional) local migration. The study has been based on a unique national body of longitudinal data, the Social Security Continuous Work History Sample, covering the period 1959-1965."

Peterson, Russell W. Population: the forgotten crisis. *National parks & conservation magazine*, v. 49, Sept. 1975: 15-18.

- Examines population growth and stresses the urgency of curbing the birth rate in the interests of survival.
- Pickard, Jerome. Appalachian population estimated at 19 million. *Appalachia*, v. 9, Aug.-Sept. 1975: 1-9.
- Says that the Appalachian Region's accelerated growth in population—three-quarters of a million in five years—is due in large part to the reversal from net outmigration to net immigration.
- Regional Plan Association. Growth and settlement in the U.S.: past trends and future issues. [New York] 1975. 68 p. (Regional Plan Association. RPA bulletin 124)
- Contents.—A perspective on population growth.—A perspective on national settlement patterns.
- Reining, Priscilla, ed. Tinker, Irene, ed. *Population: dynamics, ethics and policy*. [Washington] American Association for the Advancement of Science [c1975]: 184 p.
- Partial contents.—Ethics and population limitation, by D. Callahan.—Beyond family planning, by B. Berelson.—Family planning and public policy: who is misleading whom? by O. Harkavy, F. Jaffe, and S. Wishik.—Abortion, illegitimacy, and the American birth rate, by J. Sklar and B. Berkov.—Feedback in economic and demographic transition, by H. Frederiksen.
- Rose, Edgar A. Population and urban problems. *International journal of environmental studies*, v. 8, no. 1, 1975: 29-37.
- Focuses on the importance of population size to urban problems in the United Kingdom, the nature and importance of population trends, the appropriate objectives to which social, economic and physical planning policies should respond, the question of whether resource depletion is a demographic problem or that a policy of zero population growth will alleviate pressures on the environment, and whether optimum population size is a useful concept at all.
- Rural renaissance. *Rodale's environment action bulletin*, v. 6, July 26, 1975: 1-8.
- The articles describe the trend of urban to rural migration in this country by professionals and laymen to seek a simpler life based on small-scale economic interdependence.
- Schwind, Paul J. A general field theory of migration: United States, 1955-1960. *Economic geography*, v. 51, Jan. 1975: 1-16.
- "This paper considers the interdependency of migration and regional characteristics in the context of general field theory. [The author tests] whether migration origin-destination regions, or migration fields, can be identified within the United States, and whether certain characteristics of states are correlated with migration to and from individual fields."
- Storey, Keith. City-size distributions: an annotated bibliography. Monticello, Ill., 1975. 25 p. (Council of Planning Librarians. Exchange bibliography 729)
- Stren, Richard. Urban policy and performance in Kenya and Tanzania. *Journal of modern African studies*, v. 13, June 1975: 267-294.
- Compares key urban policies in Kenya and Tanzania from independence until 1973.
- Sundquist, James L. *Dispersing population: what America can learn from Europe*. Washington, Brookings Institution [1975] 290 p.
- "James L. Sundquist suggests that the experience of other Western industrial nations can guide the United States. He traces the development of population distribution policy in Britain, France, Italy, the Netherlands, and Sweden—countries that have acted vigorously to check the growth of overcongested urban areas and develop lagging regions."
- Tagieddin, Nureddin A. Gardner, B. Delworth. Impact of Federal employment on the distribution of economic activity and population in Utah. [Logan, Agricultural Experiment Station, Utah State University, 1975?] 25 p. (Utah. Agricultural Experiment Station. Logan. Bulletin 493)
- Changes during 1960-1970 are analyzed.
- Trends in expected family size in the United States. *Statistical bulletin*, v. Jan. 1975: 8-11.
- U.S. Interagency Committee on Population Research. *Analysis of Federal population research, fiscal year, 1974*. [Washington, National Institutes of Health, 1975] 95 p.
- Wadycki, Walter J. Stouffer's model of migration: a comparison of interstate and metropolitan flows. *Demography*, v. 12, Feb. 1975: 121-128.
- Presents model and analyzes data for 1955-1960 migration in the U.S.

D. *Economic Conditions*

1975 forecast issue. Economic outlook USA, v. 2, winter 1975: 1-13.

Contents.—An econometric model forecast of 1975, by S. Hymans and H. Shapiro.—Two-stage recession and inflation, 1973-1975, by G. Ackley.—The economy in 1975, by P. McCracken.—The ASA-NBER forecasters' panel looks at 1975, by V. Zarnowitz.—The consumption outlook for 1975, by F. Juster.—Consumer pessimism intensifies, by J. Schmiedeskamp and G. Katona.

Adair, Bryan. Growth of the Texas economy, 1959-1974. Texas business review, v. 49, Mar. 1975: 61-65.

Arizona. Office of Economic Planning and Development. Arizona: and economic profile. [Phoenix, 1975] 43 p.

Bosworth, Barry. Duesenberry, James S. Carron, Andrew S. Capital needs in the seventies. Washington, Brookings Institution [1975] 85 p.

Authors examine the probable supply of and demand for capital in the remainder of the 1970s. They project total output to 1980 at high employment and estimate the corresponding amount of investment that will be needed in the private economy. These estimates are then compared with an estimate of private saving to determine the Federal budget surplus required to make the total available for investment equal to the amount needed.

Brand, H. Inflation in the welfare state. Dissent, v. 22, winter 1975: 16-26.

Burke, William. California—end of growth? Federal Reserve Bank of San Francisco business review, summer 1975: 25-31.

Discusses some of the symptoms of the deceleration in California's characteristic pattern of rapid growth, particularly the scaling-down of the aerospace-knowledge industry complex.

Burns, Arthur F. The current recession in perspective. Tax review, v. 36, May 1975: 17-22.

"More and more people are becoming concerned about the longer-range consequences of Federal financial policies. Chairman Burns examines the historical background that led to our presently troubled economy and finds that it follows classic patterns of industrial upsurge followed by speculative waves. These stimulative effects were compounded by and to an extent caused by lack of discipline in governmental finances. The result was inflation and recession."

Cacy, J. A. Budget deficits and the money supply. Federal Reserve Bank of Kansas City monthly review, June 1975: 3-9.

"The nation's money supply is closely linked to deficit spending by the Federal government, many analysts contend. Due to the way monetary policy is conducted, these observers argue, money grows rapidly when the deficit in the Federal budget is large and grows slowly when the deficit is small or when surpluses occur. This article undertakes an analytical and empirical examination of these propositions."

The Capital crisis. Business week, no. 2399, Sept. 22, 1975: 42-115.

Contents.—The economy: the \$4.5-trillion America needs to grow.—Corporations: the big squeeze on U.S. companies.—Corporate profiles: breaking the finance barrier.—Capital survey: how 550 companies face the capital gap.—Cities & states: borrowing too much to keep running.—Foreign: the crisis crosses national boundaries.—Accounting: when the balance sheet distorts spending decisions.—Politics: will Congress help on taxes?—Forecast: closing the gap: a sensible scenario.

Carlson, Keith M. The 1975 national economic program: another exercise in fiscal activism. Federal Reserve Bank of St. Louis review, v. 57, Mar. 1975: 2-12.

Summarizes and evaluates the Administration's 1975 economic program, focusing on the stabilization aspects.

Committee for Economic Development. Progress toward recovery of the economy; CED symposium. [New York, 1975] 57 p.

Contents.—Introduction: CED's search for high employment without inflation, by W. Franklin.—How we went wrong: a diagnosis, by C. Schultze.—Recovery without inflation: the role of Congress, by A. Rivlin.—The administration's view, by L. Seidman.—The economic outlook: an evaluation, by E. Solomon.

Conference Board Economic Forum, New York, 1975. The 1975 mid-year business outlook: with added comment on capital requirements and policy equipment; proceedings. [New York, Conference Board, c1975] 106 p. (The Conference Board. Report no. 672)

Partial contents.—The short-term outlook, by A. Sommers.—Consumers income, spending and savings, by R. Eggert.—The construction outlook, by A. Matamoros.—Wages, prices and productivity, by D. Mills.—International financial developments, by W. Hoadley.—Capital formation and the state of stabilization equipment.

The Conference Board Economic Forum, New York, 1975. Business outlook 1976. [New York] 1975. 20 p. (The Conference Board. Information bulletin no. 5)

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Economic prospects, spring 1975. Economic outlook USA, v. 2, spring 1975: 1-13.

Contents.—Recovery: how soon? How Vigorous?, by G. Ackley.—Would a \$100 billion deficit matter?, by R. Saulnier.—Consumer sentiment still depressed, but improving, by J. Schmiedeskamp.—Forecasting through anticipatory variables, by G. Katona.—The tax cut and consumer saving, by F. Juster.—The economy and business investment in the year ahead, by V. Zarnowitz.—Assessing quality of life, by S. Withey.—The politics of consumer pessimism, by A. Miller.

The Economy: the \$4.5-trillion America needs to grow. Business week, no. 2399, Sept. 22, 1975: 42-45, 48.

Examines the huge capital shortage that looms ahead as the U.S. economy tries to get back on a firm growth path.

Editorial Research Reports. The U.S. economy under stress. Washington, Congressional Quarterly [1975] 192 p.

Contents.—Underemployment in America, by M. Costello.—Retirement security, by Shaffer.—Consumer credit economy, by D. Boorstin.—Future of utilities, by J. Hamer.—Railroad reorganization, by D. Boorstin.—Book publishing, by M. Costello.—Federal fiscal control, by D. Boorstin.—Antitrust action, by S. DeLesseps.—Revenue sharing, by H. Shaffer.

Floyd, Charles F. Growth and change in the Georgia economy: prospect. Georgia business, v. 35, May-June 1975: 1-12.

Projects growth trends to 1980.

Gannon, James P. [U.S. economy: recession and recovery prospects] Apr. 25, 1975, p. 1, 23; Apr. 29, p. 1, 39; Apr. 30, p. 1, 32; May 9, p. 1, 29; May 15, p. 1, 23.

"The U.S. economy is suffering the worst recession since the depression of the 1930s. What caused such a severe slump? What are the prospects for recovery? What will a recovery mean for unemployment and inflation? How can economic stability be restored? This is . . . a series of articles examining these questions."

Harriss, C. Lowell, ed. Inflation: long-term problems. New York, Academy of Political Science, 1975. 214 p. (Academy of Political Science, New York. Proceedings, v. 31, no. 4)

Partial contents.—Causes and effects of inflation, by C. Harriss.—The financial system of the United States, by J. O'Leary.—Regulated public utilities, by P. Manus.—Federal finances and inflation, by M. Weidenbaum.—Monetary policies in the United States, 1965-74, by W. Poole.—Policies that ended inflation, 1956-61, by R. Saulnier.—Wage-price controls and inflation, by D. Mitchell.—Indexing: pro and con, by J. Kuhn.—Anti-inflation lessons from abroad: the Brazilian experience, by S. Robock.

Heady, Earl O. Sonka, Steven T. Farm-size structure and off-farm income and employment generation in the North Central Region. Ames, North Central Regional Center for Rural Development, Iowa State University. 1975. 91 p.

"The overall objective of this study is to determine how size of farm is related to the welfare of both farm and nonfarm segments of society. Specifically, the study relates farm-size structure to total income in the farm sector, the number and size of farms, income per farm, secondary income generation and consumer food costs."

Keen, Howard, Jr. Regional wrap-up '74: doldrums descend on district economy. Federal Reserve Bank of Philadelphia business review, Mar. 1975: 16-22.

Points out that even though the Federal Reserve Third District economy experienced a general economic downturn along with the nation, the situation in some spots was not as acute as elsewhere.

Kellner, Irwin L. Economic forecast for 1976. New York, Manufacturers Hanover Trust Company, 1975. 12 p.

"The recovery is well-balanced and will last beyond 1976. Real growth will gradually subside from the third quarter's pace, but by mid-1976 growth will be climbing once again."

Lampman, Robert J., and others. *The American economy. Current history*, v. 69, Nov. 1975: whole issue.

Contents.—The American economy: an overview, by R. Lampman.—United States monetary policy, by H. O'Bannon.—Inflation in the United States, by A. Schwarz. —The role of the American corporation, by S. Calderwood.—The Federal role in the economy, by J. Wetzel.—Financing state and local governments, by K. Case, II and V. Rogers.—Energy shock: oil and the economy, by L. Kumins.

Lee, Joe Won. Kendall, Mark C. *Income and consumption in metropolitan areas: projections to 1985. Looking ahead & projection highlights*, v. 1, Sept. 1975: 1-4. McKeating, Michael P. [New York State's industry] *Empire state report*, v. 1, Sept. 1975: 327-329, 351-353; Oct.: 378-381, 390-392.

Analyzes the reason businesses, especially large manufacturing firms, are leaving the state and describes efforts to attract new industry.

Merklein, H. A. *Can the U.S. economy collapse? World oil*, v. 181, Dec. 1975: 79-80, 82, 86, 88.

Focuses on deficit financing and public debt.

National Association of Manufacturers of the United States of America. Government Operations/Expenditures Committee. Budget Control Task Force. *A fiscal policy for the future*. Washington, 1975. 32 p.

Contents.—Introduction and overview.—The Federal budget.—The hidden budget.—Illustrative projections of the Federal budget to 1985.—Capital formation.—“Crowding out.”—Policy recommendations.

New York (State). Council of Economic Advisers. *State of the state economy*. [Albany?] 1974 [i.e., 1975] 74 l.

Partial contents.—Nature of the current recession in New York State.—Nature of inflation in New York State.—New York State budget implications of alternative forecasts.—Longer-term policy issues.

Pierce, James L. *Interest rates and their prospect in the recovery. Brookings papers on economic activity*, no. 1, 1975: 89-122.

The first half of 1974 was characterized by soaring interest rates: the last half by a near standstill in money growth. The author examines this experience for evidence of a basic shift in historic relationships among money, interest rates, and the gross national product that might carry into the future. Looking ahead, he examines the likely path of interest rates in an expanding economy experiencing the historically large Federal budget deficit being projected for fiscal year 1976.

Robson, R. Thane. *The outlook for Utah in 1975. Utah economic and business review*, v. 35, Jan. 1975: 1-8.

Roesch, Susan R. *The monetary-fiscal mix through mid-1976. Federal Reserve Bank of St. Louis review*, v. 57, Aug. 1975: 2-7.

Traces through the implications of large Government deficits by presenting two hypothetical scenarios. The first case is one in which the money stock is permitted to grow at the announced target of 5 to 7.5 percent from the second quarter of 1975 to the second quarter of 1976. The second case depicts a situation where interest rate stabilization would be the target of the Federal Reserve.

Tennessee. Dept. of Employment Security. Research and Statistics Section. *Tennessee employment outlook: industries and occupations, 1970-1980*. [Nashville] 1975. 59 p.

Presents projected long-run (1970-1980) labor market trends highlighting the major population, labor force, industry employment, and occupational employment data for the study period.

Tennessee economic outlook 1976. *Survey of business*, v. 11, Nov.-Dec. 1975: whole issue.

Partial contents.—The Tennessee economic outlook: an overview, by H. Chang and R. Gustely.—Outlook: manufacturing, mining and construction, by C. Garrison.—Outlook: trade and services, by J. McMillan.—Outlook: transportation, communications and public utilities, by F. Hendrix.—Outlook: agriculture, by J. Martin.—Economic problems and prospects for 1976: a survey of business attitudes, by M. Currence and R. Gustely.—Personal income estimates: as measures of economic welfare, by G. Kronbach.

U.S. Bureau of Domestic Commerce. *U.S. industrial 1975 outlook with projections to 1980*. [Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1975] 432 p.

Contains special reports dealing with the energy problem, materials in short supply, and population panorama, 1974 to 1990 and narrative and statistical industry-by-industry analyses of more than 200 individual manufacturing and nonmanufacturing industries.

U.S. Bureau of Economic Analysis. Regional Economic Measurement Division. State personal income, 1973-74. Survey of current business, v. 55, Aug. 1975: 7-21, 38.

Reports 1959 and 1967-74 data by state and 1972-74 data by state and employing industry.

U.S. Congress. House. Committee on Ways and Means. Prepared statements presented by participants in panel discussions on the state of the economy and President's tax proposals. Washington U.S. Govt. Print. Off., 1975. 110 p.

At head of title: 94th Cong., 1st sess. Committee print.

"This panel will be primarily concerned with the effects of the present recession in the case of industries which are particularly hard-hit."

———. Joint Economic Committee. The 1975 economic report of the President. Hearings, 94th Cong., 1st sess. Part 2. Feb. 5-7 and 14, 1975. Washington, U.S. Govt. Print. Off. 1975. 317-611 p.

———. Joint Economic Committee. The 1975 economic report of the President. Hearings 94th Cong., 1st sess. Part 3. Feb. 19, 26, 27-28, 1975. Washington U.S. Govt. Print. Off. 1975. 613-954 p.

———. Senate. Committee on the Budget. The economic impact of the Federal budget. Hearing 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. Hearing held in Salt Lake City, Utah, Feb. 14, 1975.

———. Senate. Committee on the Budget. Seminar: economic and budget outlook, 1976-1980. Washington, U.S. Govt. Print. Off., 1975. 36 p.

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———. Senate. Select Committee on Small Business. Economic problems of small business in the Northwest United States. Hearing, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 232 p.

Hearing held in Portland, Oreg., August 26, 1975.

———. Senate. Select Committee on Small Business. Economic problems of small business in the Northwest United States. Hearing, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 339 p.

Hearing held in Eugene Oreg., Aug. 25, 1975.

U.S. Council of Economic Advisers Economic report of the President transmitted to the Congress February 1975 together with the annual report of the Council of Economic Advisers. Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1975. 359 p.

Reports that recession and unemployment will worsen in the months ahead and that the "Consumers hold the key" to freeing the nation from its economic doldrums.

U.S. Treasury Department. Annual report of the Secretary of the Treasury on the state of the finances. [Washington. For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1975] 699 p. (93d Cong., 2d sess. House. Document no. 93-325)

Vaccara, Beatrice N. A study of fixed capital requirements of the U.S. business economy, 1971-1980. [Washington] U.S. Dept. of Commerce, Bureau of Economic Analysis [distributed by NTIS] 1975. 78 p.

Walsh, Joan. Western manufacturing production. Federal Reserve Bank of San Francisco business review, summer 1975: 21-24.

"Eight industries—centered around aerospace, food processing, forest products and metals—accounted for 72 percent of the West's value added in 1972. (The same industries accounted for 60 percent of the national total.) Because of the relatively strong performance of these key industries—except food processing—manufacturing production in the West increased at a 5.4 percent annual rate between 1964 and 1974, compared with a 4.3 percent rate of gain nationwide."

Wetzel, James N. The Federal role in the economy. Current history, v. 69, Nov. 1975: 179-182, 196.

"The federal government's role in the economy has increased over the last 50 years, although not to the extent feared by some."

E. State and Local Finance

Aaron, Henry J. Who pays the property tax: a new view. Washington, Brookings Institution [1975] 110 p. (Brookings Institution, Washington, D.C. National Committee on Government Finance. Studies of government finance)

- Contents.—What is the property tax?—Incidence of the property tax.—Tax capitalization and administrative reform.—Reforming the property tax.—Summary and prospects.
- Brown, James Jay. State and local government finance: a selective annotated bibliography. Monticello, Ill., 1975. 55 p. (Council of Planning Librarians. Exchange bibliography 783)
- Case, Karl E., II. Rogers, Virginia. Financing state and local governments: crisis of the 1970s. Current history, v. 69, Nov. 1975: 183-188, 197-198.
 "State and local governments face increased fiscal pressures because of rapidly escalating expenditures. Their revenue-taking capacity has not expanded accordingly."
- "Circuit breakers" lighten the property tax load. Changing times, v. 29, Oct. 1975: 37-39.
 Points out that circuit breakers exist in half the states plus the District of Columbia now, and millions of taxpayers are benefiting.
- Eisenmenger, Robert W., and others. Needed: a new tax structure for Massachusetts. Federal Reserve Bank of Boston New England economic review, May-June 1975: 3-24.
 Says that Massachusetts' property taxes are now the highest in the Nation, imposing a particularly heavy burden on the poor and deterring economic development. Discusses alternative approaches to tax reform and analyzes how they would affect various communities and individuals in different income groups.
- Goldwyn, Brant S. Property tax relief raises broader questions. Tax notes, v. 3, Dec. 8, 1975: 25-31.
 Discusses property tax relief to the elderly, especially as proposed in H.R. 4101.
- Grace, Jerry W. Tyner, Fred H. Property assessment equalization in Mississippi: effect on county revenues, millage rates, homestead exemption and the cost of reevaluation. [Jackson, Mississippi Agricultural and Forestry Experiment Station] 1975. 24 p. (Mississippi. Agricultural and Forestry Experiment Station. Bulletin 820)
- Guinther, John. Freeload city. Philadelphia magazine, v. 66, Nov. 1975: 103-106, 108-110, 112, 114.
 Proposes that Philadelphia raise some money from its large amount of tax-exempt real estate by a plan called "Plus-Revenue Sharing," which is based on the idea that non-city users of tax-exempt property should pay their proportionate share via the Federal Government.
- Lucey, Patrick J. State payments for municipal services. State government, v. 48, autumn 1975: 220-225.
 Discusses Wisconsin's program of state compensation to local governments for services provided to tax-exempt state property.
- Markusen, Ann R. Inflation, recession and metropolitan public sector structure. Governmental finance, v. 4, Aug. 1975: 8-13.
 "Measuring the production for community services and the income base of the community can yield a better indication of urban public sector behavior during times of inflation and recession than can guesstimate analysis of expenditure studies."
- Morgan, David R. Lyons, William. The impact of intergovernmental revenue on city expenditures: an analysis over time. [Washington, 1975] 24 1.
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- Murphy, Joseph H. State and local taxation. Syracuse law review, v. 26, winter 1975: 185-196.
 Article surveys several 1974 Supreme Court cases and various recent New York cases and developments.
- New York (State). Council of Economic Advisers. State of the state economy. [Albany?] 1974 [i.e., 1975] 74 1.
 Partial contents.—Nature of the current recession in New York State.—Nature of inflation in New York State.—New York State budget implications of alternative forecasts.—Longer-term policy issues.

New York (State). Temporary State Commission on State and Local Finances. An analysis of the New York State revenue sharing program: the need for reform; report, vol. 1. [Albany, 1975] 146 p.

_____. Temporary State Commission on State and Local Finances. State mandates upon local governments. [Albany, 1975] 178 p.

Analyzes the legal relationship between New York State and its constituent local governments, focusing on the State's role in mandating programs and expenditures.

North Carolina. General Assembly. Joint Legislative Committee on the Tax Structure of the Local Units of Government.

Report. [Raleigh] 1975. 1 v. (various pagings)

Ott, Attiat F. Ott, David J. Projections of state-local expenditures. [Washington, American Enterprise Institute] 1975. 13 p. (American Enterprise Institute. Reprint no. 35)

Forecasts state and local government expenditures, receipts, and overall budget balances and assesses the impact of inflation, unemployment and Federal actions on their budget outlooks.

Peirce, Neal R. State-local report/fiscal crises illustrate growing interdependence. National journal reports, v. 7, Feb. 22, 1975: 280-292.

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Peters, James H. Supreme Court hands down many important new decisions in state and local tax areas. Journal of taxation, v. 43, Sept. 1975: 174-176.

"Decisions in the areas of taxes on nonresidents, the incidence of sales or excise taxes, the export-import clause and franchise and gross receipts taxes were recently handed down by the Supreme Court."

Quigley, John M. Stinson, Debra. Levels of property tax exemption. Monticello, Ill., 1975. 61 p. (Council of Planning Librarians. Exchange bibliography 840)

"Part I: Sources of basic data; Part II: Tax exemption in central cities and suburbs: a comparison across states."

Salyzyn, Vladimir. Solving local intergovernmental fiscal problems. Governmental finance, v. 4, May 1975: 5-10.

"Improving or replacing the property tax has produced few substantial results to alleviate the fiscal problems of local governments. The issues go much deeper than the property tax and the answers are proving to be multifaceted."

Schlosstein, Ralph. State and local government finances during recession. Challenge, v. 18, July-Aug. 1975: 47-50.

Schmidt, Benno C. The national cancer program. In Remarks of Jacob K. Javits. Congressional record [daily ed.] v. 12, May 1, 1975: S7348-S7350.

Schneiderman, Paul. State and local government gross fixed capital formation: 1958-73. Survey of current business, v. 55, Oct. 1975: 17-26.

"State and local government investment in facilities and equipment accounted for nearly 17 percent of the total fixed investment (public and private) in the United States from 1958 to 1971, and about 15 percent in 1972 and 1973."

Stagnation and municipal budgets. Public management, v. 57, Mar. 1975: whole issue.

Partial contents.—Recession, inflation, and the state/local fisc., by R. Bahl.—Stumpflation—its effect on local finances, by W. Anderson and J. Shannon.—The finance director/problems of coping with "stagflation," by J. Urie.—Preplanning for budget reductions, by E. Potthoff, Jr.

State-local finances in the last half of the 1970s. Washington, American Enterprise Institute for Public Policy Research [1975] 105 p. (American Enterprise Institute for Public Policy Research. Domestic affairs study 29)

Syracuse University. Metropolitan Studies Program. Research Project on the Impact of Inflation in State and Local Governments.

The fiscal implications of inflation: a study of six local governments; a preliminary report. [Syracuse] 1975. 1 v. (various pagings).

The six local governments studied were Atlanta; Erie County, N.Y.; Lexington, Va.; New York City; Orange County, Calif.; and Snohomish County, Washington.

Tax Foundation, New York. State tax prospects, 1975. Tax review, v. 36, Mar. 1975: 9-12.

"Proposals in 23 states would raise taxes by \$4 billion annually (10 percent) for residents of those states, which make up over half the nation's population. Approval of these changes, together with proposed reductions of \$260 million

in 15 other states, would increase state taxes across the nation on a net basis by \$3.7 billion annually above the amounts due under present laws."

Traylor, Orba F., ed. A mini-symposium: state level financial management of the revenue/expenditures gap. *Public administration review*, v. 35. Sept.-Oct. 1975: 523-537.

Contains three articles on state and local financial management, including tax trends, during the recent period of inflation and recession.

U.S. Advisory Commission on Intergovernmental Relations.

ACIR state legislative program: 3. State and local revenues. Washington, 1975. 146 p.

Contains suggested legislation dealing with state and local revenues, focusing on property taxes and non-property taxes and other revenues.

"M-94"

U.S. Advisory Commission on Intergovernmental Relations.

The role of the states in strengthening the property tax. Vol. 1. [Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1975] 187 p.

Reprint of a June 1963 publication. Examines the states' responsibilities vis a vis the property tax—what they have neglected to do, are doing and can do to rehabilitate this source of revenue.

U.S. Bureau of the Census. Governments Division. County government finances in 1973-74. [Washington, For sale by the Subscriber Services Section (Publications), Bureau of the Census] 1975. 79 p. (U.S. Bureau of the Census. Government finances/GF74 no. 8)

"Revenue of all county governments during fiscal 1973-74 totaled \$30.8 billion, an increase of \$3.3 billion, or 12 percent, from the previous year's total. General revenue of county governments, which excludes utility, liquor store, and employee-retirement amounts, was \$30.1 billion in 1973-74 compared to \$26.9 billion a year earlier."

U.S. Bureau of the Census. Governments Division. Governmental finance in 1973-74. [Washington, For sale by the Subscriber Services Section (Publications), Bureau of the Census] 1975. 58 p. (U.S. Bureau of the Census. Government finances/GF74 no. 5)

"Total Federal, State, and local governmental revenue from all sources amounted to \$484.7 billion for fiscal 1973-74, up \$51.1 billion from the prior year. Tax revenues collected by all governments in 1973-74 came to \$315.5 billion, as compared to \$286.6 billion for 1972-73. Governmental expenditures in fiscal 1973-74 were \$480.1 billion, up \$43.3 billion from the prior year sum of \$436.8 billion."

U.S. Bureau of the Census. Governments Division. Finance Branch. State government finances in 1974. [Washington] 1975. 69 p. (U.S. Bureau of the Census. Government finances/GF74 no. 3)

U.S. Congress. House. Committee on Government Operations. Fiscal relations in the American Federal system. Hearings, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 486 p.

Hearings held July 9, 24, 1975.

U.S. Congress. Joint Economic Committee. Subcommittee on Urban Affairs. The current fiscal position of state and local governments; a survey of 48 state governments and 140 local governments. Washington, U.S. Govt. Print. Off., 1975. 21 p.

"This study * * * survey[s] and analyze[s] the budget adjustments that State and local governments undertake in response to current economic conditions. It provides a great deal of information about tax changes, expenditure cutbacks and capital construction modifications that State and local governments are undertaking."

U.S. Congress. Senate. Committee on Government Operations. Subcommittee on Intergovernmental Relations. The effect of inflation and recession on state and local governments. Hearings, 94th Cong., 1st sess. Jan. 30-31, 1975. Washington, U.S. Govt. Print. Off., 1975. 133 p.

Walzer, Norman. Measuring inflation and municipal expenditures. *Governmental finance*, v. 4, Aug. 1975: 14-17.

"Government officials should choose carefully the price index on which they base their measurement of inflation, for the use of an inappropriate index may seriously understate the loss from inflation."

Williams, K. Craig. Coping with expansion: the state as local government financier. *Land and water law review*, v. 10, no. 2, 1975: 577-592.

Comment examines 1975 Wyoming legislation providing capital improvement funds for local government.

F. Countercyclical Assistance

Demkovich, Linda E. Drive is on for aid to areas hit hardest by recession. National journal, v. 7, Sept. 6, 1975: 1265-1273.

"A coalition of elected officials and unionized public employees has been formed to press Congress for countercyclical aid for state and local governments to help them weather the recession. The coordinated lobbying effort already has borne some fruit: an amendment providing anti-recession aid was attached to a public works employment bill by the Senate and is before a Senate-House conference committee, where its fate is uncertain."

Ehrenhalt, Alan. Mayors seek \$5-billion in emergency aid. Congressional quarterly weekly report, v. 33, Apr. 5, 1975: 701-704.

"There is a new term in the vocabulary of urban lobbying—counter-cyclical aid to cities."

U.S. Congress. Conference Committees, 1975. Local Public Works Capital Development and Investment Act of 1975; conference report to accompany H.R. 5247. [Washington, U.S. Govt. Print. Off.] 1975. 41 p. (94th Cong., 1st sess. House. Report no. 94-733)

_____. House. Committee on Public Works and Transportation. Local public works capital development and investment program. Hearings, 94th Cong., 1st sess., on H.R. 5247 and related bills. Washington, U.S. Govt. Print. Off., 1975. 785 p.

_____. Senate. Committee on Government Operations. Intergovernmental Anti-recession Assistance Act of 1975; report to accompany S. 1359 together with supplemental and additional views. Washington, U.S. Govt. Print. Off., 1975. 34 p. (94th Cong., 1st sess. Senate. Report no. 94-292)

"To coordinate state and local government budget-related actions with Federal Government efforts to stimulate economic recovery by establishing a system of emergency support grants to state and local governments."

_____. Senate. Committee on Government Operations. Subcommittee on Intergovernmental Relations. Intergovernmental Anti-recession Assistance Act of 1975. Hearings, 94th Cong., 1st sess., on S. 1359. Washington, U.S. Govt. Print. Off., 1975. 354 p.

Hearings held May 6, June 3, 1975.

CHAPTER III. RENEWING OLD COMMUNITIES AND CREATING NEW COMMUNITIES

A. Urban Conservation

Agelasto, Michael. Listokin, David. The urban financing dilemma: disinvestment—redlining. Monticello, Ill., 1975. 28 p. (Council of Planning Librarians. Exchange bibliography 890)

Annotated bibliography of monographs, journal articles, and newspaper reports on redlining.

Ahlbrandt, Roger S., Jr. Brophy, Paul C. An evaluation of Pittsburgh's Neighborhood Housing Services Program. [Washington, U.S. Dept. of Housing and Urban Development, Office of Policy Development and Research] 1975. 241 p. "HUD-PDR-97."

"This is the final report of a HUD funded contract to evaluate Pittsburgh's Neighborhood Housing Services Program (NHS). NHS is a private nonprofit organization working toward neighborhood improvement on the North Side of Pittsburgh by using a high-risk revolving loan fund for loans to homeowners for property improvements."

Aldrich, Howard. Ecological succession in racially changing neighborhoods: a review of the literature. Urban affairs quarterly, v. 10, Mar. 1975: 327-348.

Reviews the literature on racially changing neighborhoods, attempting to discover to what extent the changes have been the result of normal and orderly social change.

Allocca, Frank J. Economic tipping: an approach to a balanced neighborhood. Fordham urban law journal, v. 4, fall 1975: 167-181.

Comment focuses on the concept of tipping to maintain a balanced neighborhood, moving from the idea of racial tipping which uses quotas to preserve a balanced integration to economic tipping to designate the number of low-income tenants a given proposed project might house.

America's cities: the need for a new politics. Economist, v. 257, Oct. 11, 1975: 21-22, 25-26, 29-30, 33-34.

Profiles the problems facing Los Angeles, Chicago, Houston, Boston, Denver, and Washington, D.C.

Ashmanskas, Donald C. Design and site review boards: aesthetic control in local government. Management information service report, v. 7, Feb. 1975, pt. 2-B: 1-7.

Discusses the establishment of design and site review boards to improve the quality of a community's environment. Draws upon the experiences of the city of Beaverton, Oregon.

Benz, Loretta Nizzi. Citizen participation reconsidered. Social work, v. 20, Mar. 1975: 115-119.

Reviews the use of citizen participation as a strategy in community organization, using a model city as an example. Claims that citizen participation is scarce under the Model Cities and Community Development Program.

Bilyk, Andrij. Municipal government buildings that 'speak'. Nation's cities, v. 13, Aug. 1975: 33-35, 38-40.

"Whether rooted in the past or planted anew, the most recently built and renovated local government structures are saying positive things about the character of their cities and towns."

Black, J. Thomas. Private-market housing renovation in central cities: a ULI survey. Urban land, v. 34, Nov. 1975: 3-9.

Follows up a series of workshops held in Feb. 1975 on private-sector approaches and techniques for the development of middle- and upper-income housing in central cities, focusing on a survey of 260 cities and their renovation activities.

Bradford, Calvin P. Rubinowitz, Leonard S. The urban-suburban investment-disinvestment process: consequences for older neighborhoods. In *The Suburban seventies*. Philadelphia, American Academy of Political and Social Science, 1975. (Annals, v. 422, Nov. 1975) p. 77-86.

Says that "it is appropriate that there be public intervention to assure that there is an adequate flow of capital into [older] neighborhoods. The approaches which might be used include regulation—that is, requiring the industry to change investment patterns without rewarding them for doing so—and subsidy—providing incentives for investors to provide capital for older neighborhoods."

Burch, David R. Urban homesteading in the frontier of the American city. Louisiana law review, v. 36, fall 1975: 233-247.

Comment discusses urban homesteading as a remedy for abandonment of urban structures and examines the legal foundation for such a program in Louisiana.

Cassidy, Robert. The Hill builds for tomorrow. Planning, v. 41, Aug. 1975: 16-18.

Recounts how the Hill, an Italian neighborhood in St. Louis, organized to deal with unwanted commercial and public encroachments and develop a stronger sense of community.

Cassidy, Robert. Neighborhood housing services: everybody's getting something out of it. Planning, v. 41, Nov. 18, 1975: 13-21.

Focuses on Pittsburgh's Neighborhood Housing Services, "a partnership composed of citizens, city officials, and lending institutions. The citizens provide broad public support for the upgrading of the neighborhood and agree to work cooperatively with the city and the lenders." Discusses the applicability of similar programs elsewhere.

Chow, Willard T. Reviving the inner city: the lessons of Oakland's Chinatown. Public affairs report, v. 16, Aug. 1975: 1-7.

"Misconceptions about the role and value of ethnic communities continue to blur attempts to understand the American city's past and cloud perspectives on its future. Such misconceptions can thwart efforts to cure the ills of the central city. . . . This paper examines some of the major confusions and offers an alternative way of viewing a central city like Oakland, California, by evaluating the significance of Oakland's Chinese quarter, one of the city's oldest areas of ethnic settlement."

Clark, Timothy B. The rapid rise and fast fall of the UDC. Empire State report, v. 1, Apr. 1975: 110-111, 132-134.

"The financial difficulties of New York's Urban Development Corporation confronted Governor Carey with his first major crisis, and as April began long-term solutions were still elusive. The first of two reports describes recent actions by the government and traces the growth of UDC's problems in its first five years."

Clark, Timothy B. UDC crisis: future fallout on N.Y. bonds? Empire State report, v. 1, May 1975: 170-173, 191-193.

"The crisis of the state's Urban Development Corporation has subsided for the time being, as enough money has been found to complete UDC's unfinished housing projects. But the Carey administration's solution raises as many questions as it answers. Chief among them is whether the private capital markets have become so jittery as a result of the UDC dilemma that they will continue to exact a penalty from New York agencies in the form of higher interest rates on their borrowings."

Cohen, David. Diagnostician for cities. *New Scientist*, v. 65, Jan. 30, 1975: 262-264.

Discusses the research and outlook of Constantine Doxiadis, a Greek authority on city planning; focuses on Doxiadis' City of the Future Project and on his predictions about the scope and nature of cities in the future.

Cross, Robert. How are things around 55th and Harper? *Chicago Tribune* magazine, Oct. 26, 1975: 18, 33, 35-36, 38, 40-41.

Discusses effects of urban renewal on the residents of the Hyde Park section of Chicago.

Culver, Lowell W. The undisciplined city in a resource short world. *Futurist*, v. 9, Aug. 1975: 205-209.

"The U.S. city is suffering from a serious breakdown of discipline, says an urbanologist. Population and economic trends offer grounds for hope, but greater discipline will be needed to cope with the world's rising population and dwindling resources. The standard of living will likely go down, but, in human terms, the quality of life may improve as people move toward greater cooperation and self-sacrifice."

D.C. Public Interest Research Group. Redlining mortgage disinvestment in the District of Columbia. [Washington] 1975. 1 v.

Studies the lending practices of D.C. savings and loan associations and concludes that the discriminatory effect of lending patterns is unquestionable.

Dimit, Robert, and others. Community organization: urban & rural planning and development. Monticello, Ill., 1975. 31 p. (Council of Planning Librarians. Exchange bibliography 884)

Donohue, John W. Racing against time. *America*, v. 221, Sept. 13, 1975: 107-110.

Reviews the activities of "NewTown/St. Louis, Inc., a small but spunky nonprofit agency that aims at nothing less than the renewal of a central segment of the city. NT/SL, as it calls itself in its studies and memoranda, grew from cooperation between some representatives of St. Louis University and some community leaders interested in reclaiming the deteriorating neighborhoods that encircle the university's two midtown campuses."

Dorfman, Ron. Greenlining Chicago. Working papers for a new society, v. 3, summer 1975: 32-36.

Focuses on Chicago's Citizens Action Program and its efforts to counteract redlining by forcing banks to invest in rebuilding inner-city neighborhoods.

Downs, Bryan T. Saunders, Joan. Collins, John N. Occupancy permits provide an older suburb with an antiblight tool. *Journal of housing*, v. 32, Dec. 15, 1975: 506-509, 512.

Look at the approach taken by University City, Missouri, to combat the deterioration of the central city, focusing on the residential occupancy permit program, "designed to deal with a frequently neglected problem in older suburbs—the dilapidation of renter- and owner-occupied dwelling units."

Duisin, Xenia W. Decentralization in urban government: an annotated bibliography with special reference to New York City. Monticello, Ill., 1975. 48 p. (Council of Planning Librarians. Exchange bibliography 915)

Duncan, Joseph W. Whitlatch, Janet B. Hagely, John R. The quest for quality in urban design. *Research outlook*, v. 7, no. 1, 1975: 11-15.

Duncan, Marcia. Hood, Edwin T. Neet, James L. Redlining practices, racial resegregation, and urban decay: neighborhood housing services as a viable alternative. *Urban lawyer*, v. 7, summer 1975: 510-539.

Focuses on "the disinvestment decision as it relates specifically to the resegregation and ultimate deterioration of neighborhood housing. . . ." Examines some methods of combating the practice, e.g., Federal laws and neighborhood housing services.

The fight for urban reinvestment. *Savings & Loan news*, v. 96, June 1975: 38-46.

"Home loans can help bind and protect older neighborhoods, activists say, as new battle lines form to combat the disinvestment dilemma call redlining."

Fishman, Richard P. Title I of the Housing and Community Development Act of

1974: new Federal and local dynamics in community development. *Urban lawyer*, v. 7, spring 1975: 189-214.

Examines some of the key provisions of Title I, drawing upon its legislative history.

Fried, Joseph P. Urban development; the roof falls in. *Nation*, v. 221, Aug. 16, 1975: 102-106.

Inquires into the reasons for the collapse of New York's Urban Development Corporation.

Fuerst, J. S. Ditton, Andrew. Reducing property taxes: an evaluation of a collective action. *Land economics*, v. 51, Feb. 1975: 94-97.

Says that in many downward-transitional areas, tax reassessments have not caught up with dropping market values, thereby accelerating neighborhood decline. Focuses on the combined action of South Side Chicago taxpayers to reduce their taxes.

Gatton, Donald M. Garrison, David. Eckfield, Richard. Community development block grants: action steps for local governments. *Management information service*, v. 7, Jan. 1975: 1-14.

Report consolidates advice given during a series of national workshops sponsored by the National League of Cities. It is geared to the needs of local governments in relation to the administration and applicability of the new community development block grant program.

Government actions may alter design, boost renovation. *Engineering-news record*, v. 194, Jan. 23, 1975: 58-60, 65.

Says that government policies emphasizing conservation of energy are "forcing changes that may require shifts in the design of buildings, an increase in conversion of buildings from one use to another and a rise in the up-grading of existing buildings."

Greeley, Andrew M. In the neighborhood. *Human behavior*, v. 4, June 1975: 40-45. Presents his impressions of ethnic groups within cities, focusing on the importance of family and neighborhood ties for most ethnic groups.

Hacker, Andrew. A city of communities. *New York affairs*, v. 2, summer 1975: 3-27.

"New York's neighborhoods are no longer quiescent places of inward-looking, undemanding locals, if they ever were. They are insistent upon their 'rights,' often without recognizing their obligations in the struggle for self-improvement."

Hallowell, Ila M. Gehr, Marilyn. Rehabilitation of marginal housing stock in urban areas. Albany, New York State Library, Legislative Research Service, 1975. 33 p.

Part 2—A selected annotated bibliography.

Covers Federal programs, abandonment, property taxation, financing, and codes.

Hallowell, Ila M. Gehr, Marilyn. Rehabilitation of marginal housing stock in urban areas: a selected annotated bibliography. Monticello, Ill., 1975. 65 p. (Council of Planning Librarians. Exchange bibliography 929-930)

Contents.—General.—Serials.—Federal programs.—Abandonment.—Property taxation.—Financing.—Codes.—Historic preservation/neighborhood conservation.—Urban homesteading.—Alternative programs.

Hallowell, Ila M. Gehr, Marlyn. Rehabilitation of marginal housing stock in urban areas, part 1: a selected annotated bibliography. Albany, New York State University, Legislative Research Service, 1975. 32 p.

Hamer, John. Neighborhood control. [Washington] *Editorial Research Reports*, 1975. 787-804 p. (Editorial research reports, 1975, v. 2, no. 16)

Contents.—Push for decentralization of power.—Rise and fall of the neighborhoods.—Outlook for neighborhood government.

Hammerman, Howard. General bibliography on neighborhood theory, urban sociology and communal alternatives. Monticello, Ill., 1975. 22 p. (Council of Planning Librarians. Exchange bibliography 777)

Harney, Kenneth R. Will 'New York blunt its 'extraordinary tool' for housing development? *AIA* [American Institute of Architects] journal, v. 63, Feb. 1975: 28-32.

"The early doubts that [the Urban Development Corporation] could ever build the volumes of lower-income family housing, commercial, industrial and civic projects that its backers predicted have . . . been put to rest. The agency has shown itself to be the most extraordinary governmental tool for getting housing into the ground ever seen in this country." Says that UDC's future is not all that rosy, however, as it is threatened fiscally and politically.

Historic preservation. Urban land, v. 34, July-Aug. 1975: whole issue.

Partial contents.—The impact of historic preservation on development and land use, by L. Knott, Jr.—The special nature of historic area zoning, by J. Murphy.—Historic Georgetown, Inc.: the economics involved in preservation, by E. Gerber.—The law of historic preservation, by M. Wiedl III.

Hopkins, Cleve. Location criteria for community information and service centers (CISC's). Washington, U.S. Dept. of Commerce, Office of Telecommunications, for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1975. 102 p. (U.S. Dept. of Commerce. Office of Telecommunications. OT report 75-64)

"The subject of this paper is CISC location criteria based upon the use of appropriate local area social indicators to identify those locations in a city where some social unrest exists and where the delivery of services needs to be improved." An application of site location to Baltimore is presented. The long-range objective of the CISC idea is to enable a more rapid and satisfying exchange of information between residents and local government using telecommunications.

The Housing and Community Development Act of 1974. Clearinghouse review, v. 8, Jan. 1975, suppl.: 660-697.

"This series of articles reviews the major sections of the Act which will have a substantial impact upon minorities and the poor."

Contents.—Community planning and development under the Housing and Community Development Act of 1974, by J. Kushner.—Assisted housing under the Housing and Community Development Act of 1974, by C. Bishop.—The rural housing provisions of the 1974 Housing and Community Development Act, by A. Lytle.—Mobile home construction and safety standards—title VI of the Housing and Community Development Act of 1974, by R. Blumberg.—Title VIII of the Housing and Community Development Act of 1974: selected sections, by B. Robbins.

Housing and urban renewal. Urban lawyer, v. 7, fall 1975: 678-726.

Reviews court decisions, Federal statutes, regulations, and other actions, state statutes, housing agencies and court decisions on statutes.

Is there a role for special purpose agencies in the community development program—including direct receipt of block grants? Journal of housing, v. 32, Apr. 15, 1975: 161-175.

Reprints the views of a panel of both general government and local public agency representatives' on this question of special-purpose agencies to administer the principal program functions projected under the Housing and Community Development Act of 1974.

Katsaros, Peter M. Redlining: bleed thy neighbor. Chicago journalism review, v. 8, Mar.-Apr. 1975: 13-18.

Examines red-lining in Chicago and the movement against it.

Kerns, Karen. Community development block grants: the first year. Nation's cities, v. 13, July 1975: 21-36.

"This report describes the findings of research on local issues and experience with the block grant program authorized by the [Housing and Community Development] Act. Specifically, it deals with local legal powers and issues important to community development, the local community development planning process, local housing assistance plans and programs, and first-year program activities being conducted with community development block grants."

Kotler, Milton. The ethics of neighborhood government. Social research, v. 42, summer 1975: 314-330.

"Assembly-based neighborhood government promotes a particular class of good actions and particular virtues—those pertaining to our absolute duties of humanity, good will, and compassion toward our neighbors. It does this in a way that representative and centralized governments cannot."

Kushner, James A. Community planning and development under the Housing and Community Development Act of 1974. Clearinghouse review, v. 8, Jan. 1975, suppl.: 661-672.

Describes the community development provisions of the Housing and Community Development Act, together with the act's amendments to the section 701 comprehensive planning program.

Lachman, M. Leanne. Planning for community development: a proposed approach. Journal of housing, v. 32, Feb. 1975: 58-62.

Discusses an approach to community planning to help local governments develop a strategy for community development and allocate block grant funds effectively.

Leslie, Richard B. Planning and aesthetic zoning—getting more out of what we've got. *Journal of urban law*, v. 52, no. 5, 1975: 1033-1062.

"... this Comment seeks to show that zoning may be employed as an effective urban planning device. The first half of this Comment . . . focus[es] on the availability of planning devices in Michigan, the relationship of zoning to these devices, and judicial attitudes towards both. The second half of this Comment . . . attempt[s] to show that judicious use of available tools of planning adds weight to zoning ordinances, and thus allows greater regulation of aesthetics free of judicial interference."

McCahill, Ed. It's not just the victims who pay. *Planning*, v. 41, Feb. 1975: 10-13.

Describes the way one city found to make their neighborhoods safer through landscaping and rerouting traffic.

Meyer, Herbert E. How government helped ruin the South Bronx. *Fortune*, v. 92, Nov. 1975: 140-146, 150, 154.

Describes the declining urban neighborhood of the South Bronx and discusses attempts underway which may reverse this situation including plans for industrial projects.

Mitchell, Maxine. Municipal rehabilitation loan funds: what type works where? *Journal of housing*, v. 32, July 7, 1975: 280-283.

Says that "despite the limited impact of Section 312 loans in some cities, a case for continuing and expanding rehabilitation loan programs remains. Unless rehabilitation funds are made available to moderate-income homeowners, large portions of urban areas will steadily deteriorate." Discusses the appeal of a local rehab loan program patterned after the former Federal Section 312 program.

Mogk, John E. Mager, George J., Jr. Urban renewal after the 1974 Housing Act. *Journal of urban law*, v. 52, no. 1975: 947-966.

Reviews urban renewal case law in 1974, focusing on cases involving reinforcing the judicial scope of review, the issue of early taking, just compensation, inverse condemnation, relocation, the application of the National Environmental Policy Act to urban renewal programs, and controlling urban growth.

Murphy, Michael J. Public and private utilization of abandoned service stations. Management information service report, v. 7, Feb. 1975, pt. C: 1-5.

Describes potential uses of abandoned service stations and prevention of "junk" reuse of these sites. Discusses controls put into effect by several municipal governments when it was not possible to convert stations to other useful functions.

National Center for Community Action. Human work for human needs: a catalog of community action programs. Washington, c1975. 225 p.

Partial contents.—What is a community action agency?—Consumer.—Economic development.—Legal assistance.—Planning and evaluation.—Transportation.

National Center for Community Action. Where the money is! [c1975] 106 p. Federal funding guide for community action agencies and non-profit organizations.

National League of Cities. The Federal budget and the cities: a review of the President's budget in light of urban needs and priorities. Washington, 1975. 90 p.

Study by the National League of Cities and the United States Conference of Mayors.

Reprinted in Congressional Record [daily ed.] v. 121, Feb. 7, 1975: S1703-S1723.

New Jersey. Legislature. Office of Fiscal Affairs. Division of Program Analysis. The New Jersey urban renewal assistance program. [Trenton] 1975. 104 p.

"The report concentrates on the degree of compliance with legislative intent and effectiveness of the administration of State aid grants and loans to local government urban renewal agencies by the New Jersey Department of Community Affairs. The program began as a major part of the State government initiative in dealing with housing programs in the State in 1967. The main conclusion of the study is that Federal government program and priority changes have made this State aid program irrelevant to housing programs and community development in the State."

Onibokun, Adepoju. A comprehensive evaluation of pedestrian malls in the United States. *Appraisal journal*, v. 43, Apr. 1975: 202-218.

Says that despite their growing popularity, little is known about shopping malls—their characteristics, relative performance, and factors and circumstances promoting or hindering the achievement of their intended objective.

"This paper, based on a questionnaire survey of existing pedestrian malls in the United States, sheds some light on these issues and provides a guide to the implementation and administration of successful pedestrian malls."

Phillips, Kenneth F. Agelasto, Michael A., II. Housing and central cities: the conservation approach. *Ecology law quarterly*, v 4, no. 4, 1975: 797-880.

"The thesis of this article is that the time has come for a sober rethinking of government housing policies and programs and for a new approach giving primary emphasis to the rebuilding of inner city neighborhoods and the rehabilitation and conservation of the existing housing stock." Gives overview of the prototype American city, reviews government programs intervening with the urban growth process, considers the implications of the Housing and Community Development Act, and calls for the careful coordination of the various programs in the pro-cities strategy aimed at the restoration of the inner city and its economy.

Real Estate Research Corporation. Evaluating local urban renewal projects; a simplified manual. [Washington] Dept. of Housing and Urban Development, Office of Evaluation [1975] 86 p.

Real Estate Research Corporation. The future of local urban redevelopment: a guide for community policy makers. [Washington] Office of Evaluation, Dept. of Housing and Urban Development [for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1975] 50 p.

Contents.—The past effectiveness of the urban renewal program.—Reviewing present local commitments to urban renewal.—Suggested guidelines and considerations for future redevelopment

Real Estate Research Corporation. Guidelines for urban renewal land disposition. [Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1975] 452 p.

Reports on a study of urban renewal land disposition which focused on renewal activities in 22 cities and 70 urban renewal projects.

Rehffuss, John. Financing urban decentralization. *Ripon quarterly*, v. 2, winter 1975: 40-44.

Uses the suburban model for local government control and community participation as the basis for a proposal to decentralize urban government. Suggests several methods for financing such a plan including changes in the revenue sharing laws.

Rubin, Bruce A. Architecture, aesthetic zoning, and the First Amendment. *Stanford law review*, v. 28, Nov. 1975: 179-201

Article focuses on the establishment of community architectural controls of private homes by way of zoning ordinances, suggesting that aesthetic zoning regulations raise significant First Amendment concerns.

Smookler, Helene V. Administration hara-kiri: implementation of the Urban Growth and New Community Development Act. In *The Suburban seventies*. Philadelphia. American Academy of Political and Social Science, 1975 (*Annals*, v. 422, Nov. 1975) p. 129-140.

Concludes that the Federal new communities program "appears to be a failure. Despite promises of 10 federally guaranteed new communities a year, only 14 have received commitments thus far. All of these communities are behind in their development schedules, and most are near financial collapse. While the federally guaranteed new communities were hard hit by the economic recession, most of the blame for the current crisis can be placed on the Republican administration's implementation of the program."

The "State of affairs" in housing and community development: NAHRO conservations form first step toward a new association policy and program. *Journal of housing*, v. 32, Aug.-Sept. 1975: 370-393.

Contents.—Panel one: "Community/neighborhood conservation and housing rehabilitation."—Panel two: "Community development and redevelopment"—Panel three: "Housing management."—Panel four: "Housing goals and housing production."

Sullivan, Gary. Booms. Bernard H. Cohn, Steven M. Tacoma, Washington used "team management approach" to create inner-city plaza: is continuing team approach for community development. *Journal of housing*, v. 32, Feb. 1975: 69-72.

Sveikauskas, Leo. The productivity of cities. *Quarterly journal of economics*, v. 89, Aug. 1975: 393-413.

"This paper examines one possible reason for the prevalence of large cities; we consider the possibility that productivity may be systematically higher in

large urban centers. The empirical evidence indicates that a doubling of city size is typically associated with a 5.98 percent increase in labor productivity." Sweeney, Margaret E. *Historic preservation: an integral part of the environment. HUD challenge*, v. 6, Aug. 1975: 14-18.

Outlines HUD's involvement in historic preservation projects.

Szabo, Joan C. Community development program shows signs of progress. *National journal*, v. 7, Nov. 29, 1975: 1634-1640.

"The \$11.3 billion Housing and Community Development Act of 1974 is providing localities with flexible dollars through block grants to spend as they see fit. From most reports, the act's community development component is working reasonably well, though there is some criticism over inadequate funding, too many federal strings and lack of minority participation."

Trillin, Calvin. *U.S. journal*; some thoughts at a Congress of Cities. *New Yorker*, v. 50, Jan. 6, 1975: 57-60.

Comments on the nature of city politics today and reports on the major issues facing urban government as revealed at a recent National League of Cities annual conference.

Tubeising, Richard L. *Architectural preservation in the United States, 1965-1974: a bibliography of Federal, state and local government publications*, Monticello, Ill., 1975. 93 p. (Council of Planning Librarians. Exchange bibliography 812-813)

Lists publications dealing with architectural preservation, historic sites registers, historic structures, and preservation legislation.

U.S. Advisory Commission on Intergovernmental Relations. *ACIR state legislative program; 6. housing and community development*. Washington, 1975: 196 p. "M-97"

Contains suggested legislation dealing with housing and community development, focusing on program operations and assistance, fair housing, and building regulation.

U.S. Advisory Council on Historic Preservation. *Federal programs for neighborhood conservation*. [Washington, 1975] 64 p.

Catalog of departmental programs and independent agency programs which might provide funds for "conserving older neighborhoods of special urban character and function within a framework of planned change."

U.S. Congress. Conference Committees, 1975. *Home Mortgage Disclosure Act; conference report to accompany S. 1281*. [Washington, U.S. Govt. Print. Off.] 1975. 11 p. (94th Cong., 1st sess. House. Report no. 94-726)

"To improve public understanding of the role of depository institutions in home financing."

_____. *Conference Committees, 1975. Home Mortgage Disclosure Act; conference report to accompany S. 1281*. [Washington, U.S. Govt. Print. Off.] 1975. 10 p. (94th Cong., 1st sess. Senate. Report no. 94-553)

_____. *House. Committee on Banking, Currency and Housing. The Federal Government and the future of urban life. Hearings, 94th Cong., 1st sess. June 23 and 24, 1975*. Washington, U.S. Govt. Print. Off., 1975. 186 p.

Hearings survey urban problems and policies and the Federal role in meeting them.

_____. *House. Committee on Banking, Currency and Housing. Subcommittee on Housing and Community Development. Evolution of role of the Federal Government and community development; a chronology of legislative and selected executive actions, 1892-1974*. Washington, U.S. Govt. Print. Off., 1975. 277 p.

At head of title: [94th Cong., 1st sess.] Committee print.

_____. *House. Committee on Banking, Currency and Housing. Subcommittee on Housing and Community Development. Housing assistance payments, community development block grants and section 312 rehabilitation loans. Hearing, 94th Cong., 1st sess. Apr. 30, 1975*. Washington, U.S. Govt. Print. Off., 1975. 77 p.

_____. *House. Committee on Banking, Currency and Housing. Subcommittee on Housing and Community Development. Oversight hearing on community development block grant program. Hearing, 94th Cong., 1st sess., on H.R. 3385. Nov. 19, 1975*. Washington, U.S. Govt. Print. Off., 1975. 62 p.

"A bill to amend the Housing and Community Development Act of 1974 with regard to the definition of the term 'city' as it is used in that Act."

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- Adequacy of Federal agency studies into national impact of a New York default. Hearing, 94th Cong., 1st sess. Oct. 8 and Nov. 7, 1975. Washington, U.S. Govt. Print. Off., 1975. 121 p.
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D. Urban Pathologies: Fire, Crime, Crowding

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Examines the literature on crowding with particular attention to urban life and suggests new guidelines for future research.

Gage-Bacock & Associates, Inc., Kansas City, Mo. Fire safety in housing: a manual of recommended design and construction practice. Washington [U.S. Dept. of Housing and Urban Development] for sale by the Supt. of Docs., U.S. Govt. Print. Off, 1975 [i.e. 1976] 26 p.

Contains examples of additional fire safety practices that can be incorporated during the design and construction stages of housing besides those fire protection features set by building codes and other construction standards.

Stahl, Fred I. High-rise fire safety: an annotated bibliography. Monticello, Ill., 1975, 20 p. (Council of Planning Librarians. Exchange bibliography 823)

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U.S. Congress. House Committee on Ways and Means. Intergovernmental Emergency Assistance Act—part II; report together with supplemental, minority, and dissenting views. [Washington, U.S. Govt. Print. Off.] 1975. 21 p. (94th Cong., 1st sess. House. Report No. 94-632)

E. Urban Economic Development

McKeating, Michael P. [New York State's industry] Empire state report, v. 1, Sept. 1975: 327-329, 351-353; Oct.: 378-381, 390-392.

Analyzes the reason businesses, especially large manufacturing firms, are leaving the state and describes efforts to attract new industry.

National Center for Urban Ethnic Affairs. Business development in the context of neighborhood economic revitalization; a program and policy report. [Washington] 1975. 41 p.

National Federation of Community Development Credit Unions. The community development credit union. Brooklyn, N. Y. [1975] 1 v. (various pagings)
 "A proposal for strengthening and expanding the impact of this effective low income community development agent."

F. Poverty

Bridgeland, William. A war on poverty program: its conflicts and collapse. *Urban life*, v. 4, Apr. 1975: 79-98.

Analyses "the alternative ways one War on Poverty agency was perceived both by various types of participants within the program and interested observers of it. This includes examining the relationship of the local agency with the Office of Economic Opportunity and the constraints the latter placed on it."

Cox, Steven R. Why eradicating urban poverty requires a long term multi-program 'war': a review of anti-poverty strategies for the needs of the late 70s, *American Journal of economics and sociology*, v. 34, July 1975: 249-265.

"As the statistics presented in this paper demonstrate, poverty has many causes and, therefore, a successful 'war' on poverty will necessarily have to be long term and multi-programmed. One essential part of that 'war,' of course, will be an attack on racial and sexual discrimination in labor markets; but, as this paper's analysis of the possible underlying causes if such discrimination points out, economic progress alone may be insufficient—racial and sexual prejudice itself will have to be eradicated."

A Decade of the great society, success or failure? *U.S. News & World Report*, v. 78, June 9, 1975: 26-28, 31.

Costs keep rising, despite efforts of successive Presidents to hold them down. Experiments come and go. A fresh appraisal lays out a controversial 10-year record, with views of experts on both sides of the debate."

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"Propositions are presented on the rise of the social problem of poverty and antipoverty policy during the 1960s, derived from four of five issues raised by Herbert Blumer in viewing social problems as collective behavior: emergence, legitimation, mobilization of action, and formation of an official plan.

Hsieh, C. Fiscal measures to combat poverty in the United States. *International labour review*, v. 111, May 1975: 371-391.

"After a brief survey of poverty in the United States according to the official definition, the article discusses the effectiveness of existing fiscal measures for reduction or elimination of poverty, with particular reference to public money transfers."

Ornstein, Allan C. Berlin, Barney. Social policy and Federal funding. *Journal of research and development in education*, v. 8, spring 1975: 82-91.

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Osborne, John. Containing poverty. *New republic*, v. 172, Feb. 15, 1975: 15-18.

Procopio, Mariellen. Perella, Frederick J., Jr. Poverty profile, 1975. Washington Education Staff, Campaign for Human Development, United States Catholic Conference, 1975. 78 p.

Partial contents.—Poverty: how bad it is.—Society's aid programs versus continuing problems.—Who are the poor and where do they live?—What causes poverty? Is it possible to say?

Reid, P. Nelson. Redistribution of income. *Social work*, v. 20, Mar. 1975: 98-105.

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Rivlin, Alice M. Social programs in the United States: some lessons of the last decade. *Canadian business review*, v. 2, winter 1975: 11-14.

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Sharma, Prakash C. Studies in poverty: a selected research bibliography. Monticello, Ill., 1975. 12 p. (Council of Planning Librarians. Exchange bibliography 737).

U.S. Bureau of the Census. Poverty status in 1969 and 1959 of persons and families, for states, SMSA's, central cities, and counties: 1970 and 1960. Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1975. 102 p.

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At head of title: 1970 census of population.

U.S. Congress. House. Committee on Education and Labor. Community Services Act technical amendments of 1975; report together with minority views to accompany H.R. 8991. [Washington, U.S. Govt. Print. Off.] 1975. 39 p. (94th Cong., 1st sess. House Report no. 94-678)

———. House. Committee on Education and Labor. Subcommittee on Equal Opportunities.

Oversight hearing on the Community Services Act. Hearing, 94th Cong., 1st sess. June 13, 1975. Washington, U.S. Govt. Print. Off., 1975. 98 p.

———. House. Committee on Education and Labor. Subcommittee on Equal Opportunities.

Poverty, equal opportunity and full employment. Hearings, 94th Cong., 1st sess., on H.R. 50, H.R. 2276, H.R. 5937. Washington, U.S. Govt. Print. Off., 1975. 474 p.

Hearings held in Santa Fe, New Mexico; May 2 and 3, 1975.

G. *New Communities*

Doyle, Francis. Columbia, Maryland. The planned community between Washington, D.C. and Baltimore designed to give a new town to that area: a bibliography. Monticello, Ill., 1975. 7 p. (Council of Planning Librarians. Exchange bibliography 835)

Dunwoody, Scott T. Planned unit development: an annotated synoptic bibliography. Monticello, Ill., 1975. 18 p. (Council of Planning Librarians. Exchange bibliography 818)

Includes planned residential and new town development.

Huck, Susan L. M. New cities: visiting Oyo Tunji and Soul City. *American opinion*, v. 18, Jan. 1975: 11-13, 15-17, 19-20, 77, 79-80.

Reports on two Black-established communities, the Kingdom of Oyo Tunji in South Carolina and Floyd McKissick's Soul City in North Carolina.

Langord, Letitia C., Bell, Gwen. Federally sponsored new towns of the seventies. *Growth and change*, v. 6, Oct. 1975: 24-31.

"In 1970, for the first time since the 1930s, the federal government became involved in a program providing large-scale support for the development of new communities by the private sector. The only exception in the intervening years has been the development of certain special-purpose towns (often related to national defense) such as Los Alamos."

Lippman, Thomas W., Richards, Bill. New towns: the fading dream. *Washington Post*, Jan. 12, 1975, p. A1, A12; Jan. 13, p. A1, A6; Jan. 14, p. A1, A13; Jan. 15, p. A1, A4; Jan. 16, p. A4; Jan. 17, p. A8.

Describes problems encountered by new towns throughout the U.S., focusing on Columbia, Md. and on Jonathan, Minn.; concentrates on the financial difficulties of many of these new towns, the racial problems within some of them, and frequent complaints of residents.

Main, Jeremy. The almost absolute ruler of a troubled new town. *Money*, v. 4, July 1975: 26-30.

"To oversee Columbia, Md., a 'planned community' between Washington and Baltimore, 33-year-old Michael Spear needs the heart of a mayor and the head of a businessman. We look at what his \$75,000-a-year job is like, and how he got there."

Norcross, Carl. New towns under the microscope: living up to promises? *Urban land*, v. 34, Feb. 1975: 4-12.

Presents findings of a survey of new communities undertaken by the Center for Urban and Regional Studies at the University of North Carolina. Using fifteen primary communities, survey attempted to measure residents' reactions to neighborhood, schools, quality of life, and other elements.

Pressman, Norman E. P. A bibliography on Canadian new towns. [Washington] U.S. Dept. of Housing and Urban Development, Office of International Affairs, 1975. [4] p. (HUD International information sources series)

Reh fuss, John, ed. Stowe, Eric, ed. The governance of new towns; a symposium. *Public administration review*, v. 35, May-June 1975: 221-262.

Contents.—Federal new towns policy: "muddling through" at the local level, by E. Stowe and J. Reh fuss.—A national evaluation of community services and the quality of life in American new towns, by R. Burby, III, S. Weiss, and R. Zehner.—Congress and new towns, by T. Ashley.—State policy issues in new towns and large-scale developments, by F. Kirk.—The challenge of implementing Federally assisted new communities, by W. Fucik.—Governance promises/problems in new towns, by W. Woollett, Jr.

Smookler, Helen V. Administration hara-kiri: implementation of the Urban Growth and New Community Development Act. In *The Suburban seventies*. Philadelphia, American Academy of Political and Social Science, 1975. (Annals, v. 422, Nov. 1975) p. 129-140.

Concludes that the Federal new communities program "appears to be a failure. Despite promises of 10 federally guaranteed new communities a year, only 14 have received commitments thus far. All of these communities are behind in their development schedules, and most are near financial collapse. While the federally guaranteed new communities were hard hit by the economic recession, most of the blame for the current crisis can be placed on the Republican administration's implementation of the program."

U.S. Congress. House. Committee on Banking, Currency and Housing. Subcommittee on Housing and Community Development.

Oversight hearings on the new communities program. Hearings, 94th Cong., 1st sess. Sept. 23, 19, and 30, 1975. Washington, U.S. Govt. Print. Off., 1975. 532 p.

U.S. General Accounting Office. Information on the new community of Soul City, North Carolina, multiagency; report of the Comptroller General of the United States. [Washington] 1975. 84 1.

"RED-76-52, Dec. 18, 1975."

"This report contains the results of GAO's review of the financing and operations of the new community of Soul City, North Carolina—the project's history; current status; and sources and amounts of Federal, state, and local financial aid going directly to Soul City or the surrounding municipalities for the benefit of Soul City. The report also contains the results of GAO's examination into allegations relating to the project and its test of the allowability of expenditures of four Soul City organizations."

Walter, J. Jackson. A survey of permits and impact statements required for a PUD: a memorandum. *Real estate law journal*, v. 3, winter 1975: 215-226.

"... surveys and summarizes the various federal, state, and local governmental agencies that will regulate the planning and construction of a large development. The almost bewildering array of construction permits and environmental impact statements, which the developer of any large project must face, are set out simply and comprehensively."

Weiss, Shirley F., Burby, Raymond J., III, Zehner, Robert B. Evaluation of new communities: USA; selected preliminary findings. *Ekistics*, v. 39, June 1975: 423-428.

Abstracted from the proceedings of a seminar held at the National Science Foundation, Washington, D.C., March 5, 1974.

CHAPTER IV. TOWARD A DECENT HOME

A. Federal Housing Policy and Programs

Aqelasto, Michael. HUD's attempt at regional in-house evaluation—some lessons learned. *Planning comment*, v. 10, no. 2, 1975: 51-63.

"The purpose of this case study, which is an evaluation of an evaluation performed by the San Francisco regional office of the Department of Housing and Urban Development, is to define some of the difficulties in team effort and quantitative evaluation at the regional office level."

Baer, William C. On the making of perfect and beautiful social programs. *Public interest*, no. 39, spring 1975: 80-98.

Compares the effects of the indirect housing subsidy program financed by income tax deductions for mortgage interest and property taxes with the direct housing subsidy programs administered by HUD.

Bird, Ronald. Vacant housing: is it adequate and in the right places? [Washington] U.S. Dept. of Agriculture, Economic Research Service [1975] 35 p. (U.S. Dept. of Agriculture. Economic Research Service. Statistical bulletin no. 536)

"An analysis of the First Count Summary Tapes of the 1970 Census of Housing indicates that there are few adequate vacant units located in counties having the worst housing in both metropolitan and nonmetropolitan counties in the United States. Even in counties having the best housing conditions, vacancy rates needed for mobility and choice would leave few counties with more adequate vacant units than occupied substandard units."

Bliss, George. Neubauer, Chuck. FHA wastes \$4 billion and creates city slums. Chicago tribune, June 22, 1975, p. 1, 10; June 23, p. 1; June 24, p. 1, 6; June 25, p. 1, 8; June 26, p. 1; June 27, p. 1, 10; June 28, p. 5.

Seven-part series investigates an extensive scandal in FHA and HUD housing and mortgage programs.

Davis, Lenwood G. Housing in the Black community: a selected bibliography of published works on housing laws, problems, planning and covenants in the Black community. Monticello, Ill., 1975. 19 p. (Council of Planning Librarians. Exchange bibliography 925)

Dave, Charles E. Role of the judiciary in community development and housing: a suggested analytical method. Journal of urban law, v. 52, spring 1975: 689-748.

Article focuses on the appropriate role of the judiciary in resolving ultimate issues in housing and community development litigation and concludes that this role is "at least important and might be critical to the prospect of achieving the lofty goal of a 'decent home in a suitable living environment for every American family' if this goal is to be seriously regarded as achievable."

Evaluating governmental performance: changes and challenges for GAO: a series of lectures delivered at the United States General Accounting Office, 1973-1975. [Washington] U.S. General Accounting Office [for sale by the Supt. of Docs., U.S. Govt. Print. Off. 1975] 279 p.

Partial contents.—Can the Congress reform itself?, by R. Bolling.—Effectiveness of the public service, by P. Drucker.—Issues facing the District of Columbia, by W. Washington.—Changing roles of government and industry, by C. Madden.—The global politics of food scarcity, by L. Brown.—Changes and challenges for the accounting profession, by R. Kent.—Productivity, inflation, and education, by C. Grayson.

Finley, James J. The 1974 congressional initiative in budget making. Public administration review, v. 35, May-June 1975: 170-178.

Fisher, Louis. Presidential budget-making, laws, customs, trends. [Washington] c1975. 16 1.

Reprinted in Congressional record [daily ed.] v. 121, Sept. 17, 1975: S16104-S16108.

"Prepared for delivery at the 1975 Annual Meeting of the American Political Science Association, San Francisco Hilton Hotel, San Francisco, California, September 2-5, 1975."

In contrast to the principles of the Budget and Accounting Act of 1921, the executive and legislative branches have reached a point of overlapping responsibilities. Administrative actions make it difficult for Congress to revise agency budget estimates in line with congressional priorities. Congress has begun to interfere with the administration's formulation of the budget. The author traces this development and offers a number of recommendations.

Frieden, Bernard J. Atkinson, Reilly. Forecasting the Nation's housing needs: assessing the joint center's first efforts. [Cambridge, Mass.] Joint Center for Urban Studies, 1975. 33 1. (Joint Center for Urban Studies. Joint center working paper no. 30)

Assess an earlier study (1973) of projected housing needs and residential construction for the seventies, comparing the joint center's earlier predictions with actual data for the first part of the decade and comparing the long-range forecast with cyclical fluctuations in new construction and with the results given by a short-term forecasting model also developed at the joint center. Also analyzes trends in the composition of new construction.

Holmes, Lee B. Legislative 'menu' still lacks nourishment for housing industry. Mortgage banker, v. 35, Jan. 1975: 10-11, 14-15.

Hyde, Floyd H. Meeker, Esther Stenzler. America's housing crisis: victim of non-policy. Nation's cities, v. 13, May 1975: 13-16, 18.

"Says 'housing's vital role in overall community development policy must be recognized by all levels of government to overcome the impact of historic misguided programs."

Kushner, James A. Keating, W. Dennis. The Kansas City housing allowance experience: subsidies for the real estate industry and palliatives for the poor. Urban lawyer, v. 7, spring 1975: 239-261.

Miller, Judith. HUD's housing horrors. Progressive, v. 39, Oct. 22, 1975: 22-25.

"Projects are plagued by construction defects, rent increases, deteriorating maintenance, and oppressive management."

The "State of affairs" in housing and community development: NAHRO conversations form first step toward a new association policy and program. *Journal of housing*, v. 32, Aug.-Sept. 1975: 370-393.

Contents.—Panel one: "Community/neighborhood conservation and housing rehabilitation."—Panel two: "Community development and redevelopment."—Panel three: "Housing management."—Panel four: "Housing goals and housing production."

Stokes, Charles J. How the General Accounting Office evaluates urban housing policies. GAO review, v. 10, spring 1975: 67-77.

"The method of the paper is to present the task of the GAO as it is conceived in the evaluation of national housing and urban development programs and policies, to examine and analyze a number of recent GAO reviews and evaluations in these areas, to assess the likely impact of these reviews on policy formation and administration as well as on the operation of the market place, and to attempt a statement of methods for improving evaluation in housing and urban development."

Tax Reduction Act of 1975, Pub. L. 94-12, as signed by the President on March 29, 1975—law and explanation. [New York, Commerce Clearing House, c1975] 127 p.

That \$2,000 housing handout. Morgan Guaranty survey, Apr. 1975: 3-7.

Says that the 5% tax credit of the purchase price of a home up to maximum of \$2,000 authorized by the Tax Reduction Act of 1975 hurts rather than help the housing industry. Concludes that "gimmickry, based on hasty and ill-considered handouts, should have no place in a proper and equitable Federal housing policy."

United Nations. Economic and Social Council. Special Intersessional Committee. The impact of transnational corporations on the development process and on international relations: report. [New York] 1975. 10 p. (United Nations. [Document] E/5599)

U.S. Advisory Commission on Intergovernmental Relations. ACIR state legislative program: 6, housing and community development. Washington, 1975. 196 p. "M-97."

Contains suggested legislation dealing with housing and community development, focusing on program operations and assistance, fair housing, and building regulation.

U. S. Congress. Conference Committee, 1975. Emergency Housing Act of 1975: conference report to accompany H.R. 4485. [Washington, U.S. Govt. Print. Off.] 1975. 18 p. (94th Cong., 1st sess. House. Report no. 94-246)

———. Conference Committees, 1975. Making appropriations for the Department of Housing and Urban Development, and for sundry independent executive agencies for the fiscal year ending June 30, 1976, and the period ending September 30, 1976; conference report to accompany H.R. 8070. [Washington, U.S. Govt. Print. Off.] 1975. 15 p. (94th Cong., 1st sess. House. Report no. 94-502)

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———. House Committee on Appropriations, Subcommittee on HUD-Independent Agencies. Department of Housing and Urban Development—Independent agencies appropriations for 1976. Hearings, 94th Cong., 1st sess. Part 4. Washington, U.S. Govt. Print. Off., 1975. 911 p.

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———. House. Committee on Banking, Currency and Housing. Amending section 2 of the National Housing Act and for other purposes; report together with dissenting views to accompany H.R. 9852. [Washington, U.S. Govt. Print. Off.] 1975. 25 p. (94th Cong., 1st sess. House. Report no. 94-545)

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- H.R. 5398. [Washington, U.S. Govt. Print. Off.] 1975. 12 p. (94th Cong., 1st sess. House. Report no. 94-124)
- U.S. Congress. House. Committee on Banking, Currency and Housing. Emergency Middle-income Housing Act of 1975; report together with supplemental, additional individual and minority views to accompany H.R. 4485. [Washington, U.S. Govt. Print. Off.] 1975 40 p. (94th Cong., 1st sess. House. Report no. 94-64)
- _____. House. Committee on Banking, Currency and Housing. Real estate settlement procedures; report together with dissenting views to accompany S. 2327. [Washington, U.S. Govt. Print. Off.] 1975. 22 p. (94th Cong., 1st sess. House. Report no. 94-667)
- _____. House. Committee on Banking, Currency and Housing. Subcommittee on Housing and Community Development. Emergency housing assistance. Hearings, 94th Cong., 1st sess., on H.R. 29, H.R. 34 [and] H.R. 2640. Feb. 6, 18-20, 1975. Washington, U.S. Govt. Print. Off., 1975. 346 p.
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Hearings held July 15 to Oct. 7, 1975.
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Part 1—American Battle Monuments Commission; Council on Environmental Quality; Department of Defense—Civil; Department of Housing and Urban Development; Federal Home Loan Bank Board; National Aeronautics and Space Administration; National Science Foundation; Veterans' Administration.
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- _____. Senate. Committee on Banking, Housing and Urban Affairs. Oversight on national housing goals. Hearings, 94th Cong., 1st sess. June 12, 1975. Washington, U.S. Govt. Print. Off., 1975. 62 p.
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- _____. Senate. Special Committee on Aging. Subcommittee on Housing for the Elderly.
Adequacy of Federal response to housing needs of older Americans. Hearing, 94th Cong., 1st sess. Part 13. Oct. 7, 1975. Washington, U.S. Govt. Print. Off., 1975. 889-980 p.
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- _____. Leased-housing programs need improvements in management and operations. Department of Housing and Urban Development; report to the Congress by the Comptroller General of the United States [Washington] 1975. 50 p.
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B. Housing Finance

Almy, Timothy A. Local-cosmopolitanism and U.S. city managers. *Urban affairs quarterly*, v. 10, Mar. 1975: 243-272.

Discusses research concerned with city managers, focusing on the value orientations of managers and on their policy viewpoints.

Baker, Pamela. Adjustable interest rates in home mortgages: a reconsideration. *Wisconsin law review*, v. 1975, no. 3, 1975: 742-770.

Comment points out "some of the legal implications of implementing adjustable interest rate clauses and * * * discuss[es] a proposed Federal Home Loan Bank Board regulation designed to homogenize institutional practices with regard to adjustable interest rates."

Bernstein, Elliott. Mortgages with changing monthly payments. *Money*, v. 4, Sept. 1975: 65-66.

"Lenders everywhere are eyeing a California experiment with variable rate mortgages. Buyers should generally beware."

Biederman, Kenneth R. Tucillo, John A. Viksnins, George J. An analysis of the mortgage tax credit provision of the Financial Institutions Act. *Journal of bank research*, v. 6, summer 1975: 100-108.

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Cohen, David L. Lessard, Donald R. Experience with variable-rate mortgages: the case of the United Kingdom. In *Monetary Conference, Cambridge, Mass., 1975. New mortgage designs for stable housing in an inflationary environment: proceedings*. [Boston, Federal Reserve Bank of Boston, 1975] p. 187-209.

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Describes the system for financing housing in Sweden, which has combined variable rates with a time stream of patterns tailored to remove inflationary distortions.

Diamond, Arnold H. The supply of mortgage credit, 1970-74. Washington, U.S. Dept. of Housing and Urban Development [1945] 345 p.

"One chapter deals with the primary market for long-term loans, another with the secondary market for such loans and a third examines the components of mortgage gross flows. The fourth chapter considers the market for construction loans, while the fifth looks at the mortgage portfolio activity by the principal lender groups."

Ehrbar, A. F. The basic problems of the S. and L.'s. *Fortune*, v. 91, June 1975: 65, 68, 71.

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Erdevig, Eleanor. Is there a future for variable rate mortgages? *Federal Reserve Bank of Chicago business conditions*, Nov. 1975: 3-11.

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Fortune, Peter. The effectiveness of recent policies to maintain thrift-deposit flows. *Journal of money, credit and banking*, v. 7, Aug. 1975: 297-315.

"We estimate that only about 20 percent of the decline in thrift-deposit flows from 1965 to 1966 would have been prevented had the Regulation Q ceiling not

been raised in December of 1965 (i.e., had there been no rise in rates offered by commercial banks). * * * We also find that the increase in the minimum denomination of the U.S. Treasury bill was very effective in promoting thrift-deposit flows in 1970, raising these flows by between \$4 billion and \$8 billion, with the lower amount being most likely."

Gambis, Carl M. Variable rate mortgages—their potential in the United States. *Journal of money, credit and banking*, v. 7, May 1975: 245-251.

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Guttentag, Jack M. Creating new financial instruments for the aged. [New York University, Center for the Study of Financial Institutions [1975] 54 p. (New York University. C. J. Devine Institute of Finance. Bulletin 1975-5).

"The financial instruments examined here would permit elderly homeowners to consume the equity in their homes while continuing to live there until death." Hoffmann, Stanley. Notes on the elusiveness of modern power. *International journal*, v. 30, spring 1975: 183-206.

Holland, Daniel M. Tax and regulatory problems posed by alternative non-standard mortgages. In *Monetary Conference*, Cambridge, Mass., 1975. New mortgage designs for stable housing in an inflationary environment: proceedings. [Boston, Federal Reserve Bank of Boston, 1975] p. 271-296.

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Housing finance and the availability of funds, 1972-74. *Construction review*, v. 21, Oct. 1975: 2-7.

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Jaffee, Dwight M. Kearl, James R. Macroeconomic simulations of alternative mortgage instruments. In *Monetary Conference*, Cambridge, Mass., 1975. New mortgage designs for stable housing in an inflationary environment; proceedings. [Boston, Federal Reserve Bank of Boston, 1975] p. 211-269.

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Kaminow, Ira., ed. O'Brien, James M., ed. *Studies in selective credit policies*. Philadelphia, Federal Reserve Bank [1975] 231 p.

Partial contents.—Issues in selective credit policies: an evaluative essay, by I. Kaminow and J. O'Brien.—Selective credit controls on residential mortgage credit, by J. Guttentag.—Taxation and the allocation of credit, by R. Penner.—Selective credit policies: a survey, by W. Silber.—A review of the theoretical and administrative history of consumer credit controls, by P. Smith.—Selective credit controls and the real investment mix: a general equilibrium approach, by D. Rao and I. Kaminow.—Household asset substitution and the effectiveness of selective credit policies, by J. O'Brien.

Kaufman, George G. The case for mortgage rate insurance. *Journal of money, credit and banking*, v. 7, Nov. 1975: 515-519.

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Kaufman, Henry. McKeon, James. Supply and demand for credit in 1975. [New York] Salomon Brothers [c1975] 25 p.

Kearl, James. Rosen, Kenneth. Swan, Craig. Relationships between the mortgage instruments, the demand for housing and mortgage credit: a review of empirical studies. In *Monetary Conference*, Cambridge, Mass., 1975. New mortgage designs for stable housing in an inflationary environment; proceedings. [Boston, Federal Reserve Bank of Boston, 1975] p. 93-113.

- Reviews existing empirical evidence regarding the potential impact on the demand for housing of changes in the mortgage instrument, concluding that existing studies are inadequate to provide quantitative information about the likely impact of the various proposed changes.
- Lessard, Donald R. Modigliani, Franco. Inflation and the housing market: problems and potential solutions. In Monetary Conference, Cambridge, Mass., 1975. New mortgage designs for stable housing in an inflationary environment; proceedings. [Boston, Federal Reserve Bank of Boston, 1975] p. 13-45.
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- McElhone, Josephine. The costs of mortgage loan foreclosure: some recent findings. Federal Home Loan Bank Board journal, v. 8, June 1975: 7-12.
- Reports on a study by the Federal Home Loan Bank Board of foreclosure costs and interstate differences in the timing of the foreclosure process. Study concludes that variations in state foreclosure laws are responsible for the startling differences in the magnitude of foreclosure costs.
- Meltzer, Allan H. Housing and financial policy. Challenge, v. 18, Nov.-Dec. 1975: 61-64.
- Comments on Federal attempts to increase the supply of housing or to reduce the amplitude of fluctuations in housing starts by increasing the amount of mortgage credit, observing that "these attempts have largely failed."
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- Monetary Conference, Cambridge, Mass., 1975. New mortgage designs for an inflationary environment; proceedings. [Boston, Federal Reserve Bank of Boston, 1975] 302 p. (Federal Reserve Bank of Boston. Conference series, no. 14)
- Partial contents.—Solving the long-range problems of housing and mortgage finance, by F. Morris.—Inflation and the housing market: problems and potential solutions, by D. Lessard.—Alternative mortgage designs, by R. Cohn.—Experience with variable-rate mortgages: the case of the United Kingdom, by D. Cohen.—Macroeconomic simulations of alternative mortgage instruments, by D. Jaffee.—Tax and regulatory problems posed by alternative nonstandard mortgages, by D. Holland.
- Morris, Frank E. Solving the long-range problems of housing and mortgage finance. Federal Reserve Bank of Boston New England economic review, July-Aug. 1975: 26-29.
- "The mortgage market of the future should offer an array of mortgage instruments to the consumer so that he or she can choose the one which best meets his or her needs. The conventional, fixed-rate, level payment mortgage should not be eliminated, but it should be offered at a significantly higher rate than the variable-rate mortgage."
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- Rosen, Kenneth T. The role of pension funds in housing finance. [Cambridge] Joint Center for Urban Studies, Massachusetts Institute of Technology, 1975. 81 p. (Massachusetts Institute of Technology. Joint Center for Urban Studies. Working paper no. 35)

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Spurlock, Hughes H. Differences in housing credit terms and usage between metro and nonmetro areas in the United States. [Washington] Economic Research Service, U.S. Dept. of Agriculture [1975] 21 p. (Agricultural economic report no. 305)

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House. Committee on Banking, Currency and Housing. Subcommittee on Financial Institutions Supervision, Regulation and Insurance. Financial Institutions and the Nation's Economy (FINE) "discussion principles." Part 1. Washington, U.S. Govt. Print. Off., 1975. 783 p.

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- U.S. Congress. Senate. Committee on Banking, Housing and Urban Affairs. Variable rate mortgages: report to accompany S. Con. Res. 45. [Washington. U.S. Govt. Print. Off.] 1975. 8 p. (94th Cong., 1st sess. Senate. Report no. 94-170)
- _____. Senate. Committee on Banking, Housing and Urban Affairs. Variable rate mortgages. Hearings, 94th Cong., 1st sess., on the Federal Home Loan Bank Board's proposed regulations relating to variable rate mortgages. Apr. 14-17, 1975. Washington, U.S. Govt. Print. Off., 1975. 495 p.
- _____. Senate. Committee on Banking, Housing and Urban Affairs. Subcommittee on Financial Institutions. Financial Institutions Act of 1975. Hearings, 94th Congress., 1st sess., on S. 1267, S. 1475 [and] S. 1540. Washington, U.S. Govt. Print. Off., 1975. 835 p.
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- _____. Senate. Committee on Finance. Subcommittee on Financial Markets. Capital requirements of housing industry: proposals to encourage savings. Hearing, 94th Cong., 1st sess. Oct. 2, 1975. Washington, U.S. Govt. Print. Off., 1975. 41 p.
- _____. Senate Committee on Government Operations. Subcommittee on Intergovernmental Relations. Amendments to the Intergovernmental Personnel Act. Hearing, 94th Cong., 1st sess., on S. 957. Apr. 16, 1975. Washington, U.S. Govt. Print. Off., 1975. 230 p.
- "To amend the Intergovernmental Personnel Act of 1970 to provide more effective means to improve personnel administration in state and local governments; to correct certain inequities in the law; and to extend coverage under the law to the Trust Territory of the Pacific Islands."
- U.S. General Accounting Office. Information on the secondary mortgage market activities of the Federal National Mortgage Association and the Federal Home Loan Mortgage Corporation, Federal National Mortgage Association, Federal Home Loan Mortgage Corporation; report to the Committee on Banking, Housing, and Urban Affairs, United States Senate by the Comptroller General of the United States. [Washington] 1975. 37 p.
- "RED-75-347, May 6, 1975."
- Weinrobe, Maurice D. Whatever happened to the flexible payment mortgage? FHLLBB [Federal Home Loan Bank Board] journal, Dec. 1975: 16-21.
- "The purpose of this article is primarily to point out some of the advantages of FPM's to homebuyers and, in doing so, to encourage institutions to consider them more carefully."

C. Low and Moderate Income Housing

- Ames, Ardee. Performance funding system. *Journal of housing*, v. 32, Apr. 15, 1975: 180-185.
- Discusses "a new method for the payment of operating subsidies to local housing authorities that the Department of Housing and Urban Development proposes to put into effect for housing authorities whose fiscal years began on April 1 or the first of succeeding months of this year." Includes comments containing the positions of the National Association of Housing and Redevelopment Officials and the Citizens Housing and Planning Association of metropolitan Boston.
- Association of the Bar of the City of New York. Committee on Housing and Urban Development. The problems of Mitchell-Lama housing: 20 years later. *Record of the Association of the Bar of the City of New York*, v. 30, Nov. 1975: 592-600.
- Points out the fiscal problems in pending proposals affecting this New York middle-income housing program and suggests alternatives.
- Association of the Bar of the City of New York. Committee on Housing and Urban Development. A proposal for the future of residential rent control in New York City: committee report. *Record of the Association of the Bar of the City of New York*, v. 30, Dec. 1975: 665-669.
- Baar, Kenneth K. Keating, W. Dennis. The last stand of economic substantive due process—the housing emergency requirement for rent control. *Urban lawyer*, v. 7, summer 1975: 447-509.
- "State and local rent control measures continue to be plagued by judicial invalidation on a variety of grounds. This article . . . concentrate[s] only on the constitutional, economic substantive due process ground, tracing the curious and continuing life of the housing emergency requirement, which should have expired with the landmark case of *Nebbia v. New York*."

Barry, Judy. More than just a roof: low- and moderate-income housing in Appalachian Mississippi. *Appalachia*, v. 9, Aug.-Sept. 1975: 10-17.

Says the largest Appalachian Regional Commission sponsored housing project now has 610 units occupied.

Becker, Franklin D. Residents look at management. *Journal of housing*, v. 32, Jan. 15, 1975: 19-21.

Discusses a study "prompted by the need in the housing management field for research into the views and reactions of residents to the management practices and policies that have been common in housing in the past, since, as in other fields, resident response has been a relatively neglected concern in housing management."

Bingham, Richard D. Kirkpatrick, Samuel A. Providing social services for the urban poor: an analysis of public housing authorities in large American cities. *Social service review*, v. 49, Mar. 1975: 64-78.

"Social service provisions and activities for low-income public housing tenants have largely been ignored in the housing policy literature concerned more with structural features of community projects. This study serves forty-seven large public housing authorities in the United States, assesses the current level of services provided to tenants, and develops and tests alternative models explaining service levels for both elderly and general occupants. The findings point to relatively different processes underlying the provision of services for the two types of tenants, and to the particularly significant role of elderly tenant organizational effectiveness."

Bishop, Catherine M. Assisted housing under the Housing and Community Development Act of 1974. *Clearinghouse review*, v. 8, Jan., 1975, suppl.: 672-688.

Discusses revisions of the conventional public housing program, the new section 8 leased assisted housing program; the subsidized housing programs, section 235 and section 236, and the direct loan program for the elderly.

Boyd, Samuel P. Guidance in preparing a housing assistance plan. *Current municipal problems*, v. 17, summer 1975: 38-55.

"Municipalities that become candidates for Community Development Block Grants must prepare a Housing Assistance Plan. Such a plan sets forth the number, type and location of housing units which the community feels are needed to house adequately the low and moderate income families in the community. This article is intended to provide general guidance for municipal officials who will become involved in plan preparation."

Bryan, Jack. Akron housing authority, area home builders team up to provide new neighborhood in which public housing is an integral part. *Journal of housing*, v. 32, Feb. 1975: 63-66.

Discusses cooperative effort in Akron between homebuilders and the housing authority to provide model homes for the low- and moderate-income market ("urban affordables").

Burrows, Lawrence B. The realities of inner-city housing costs: Newark, New Jersey. *Planning comment*, v. 10, no. 2, 1975: 30-50.

"By comparing the costs and rents of three housing configurations (low rise, high rise, and rehabilitated structures) in Newark, New Jersey [the author] concludes that even if a variety of cost reducing mechanisms (lower interest rates, tax incentives, lower construction costs, and free land) are utilized, the remaining rental charge typically is significantly higher than the rent paying capacity of those who need to be housed."

Carlton, Dennis W. Ferreira, Joseph, Jr. The market effects of housing allowance payment formulas. [Cambridge, Joint Center for Urban Studies, Massachusetts Institute of Technology] 1975. 81, 17 p. (Massachusetts Institute of Technology. Joint Center for Urban Studies. Working paper no. 32)

"What types of incentives does the program create for households to relocate and for landlords to upgrade their dwellings? What types of housing improvement can be achieved for various costs? Will prices rise substantially in the housing market, creating a burden for those not receiving the allowance? Which segments of the population will benefit the most under the plan? How would the setting of minimum rent levels, or quality standards, affect the performance of the program? The present paper addresses these questions using a ten-year simulation model of a particular metropolitan housing market."

Cohen, Nancy S. Federal leased housing assistance in private accommodations: section 8. *University of Michigan journal of law reform*, v. 8, spring 1975: 676-694.

Comment reviews the creation of section 8, examines its provisions and compares with section 23 of the Housing and Urban Development Act of 1965, weighs the advantages of leased housing over public housing, and notes possible weaknesses in the present program.

Demkovich, Linda E. Administration weighing plans for low income allowances. *National journal reports*, v. 7, Feb. 15, 1975: 243-248.

"An experimental program to test the policy of giving low income families monthly cash grants so that they can buy or rent housing of their own choice is well under way, and early returns have been described as satisfactory by officials in the HUD Department's Office of Policy Development and Research. Soon the Administration will have to decide whether to begin phasing in the housing allowance program on a permanent basis. The verdict is likely to be no, or at best on a limited, sealed-down basis."

DeSalvo, Joseph S. Benefits and costs of New York City's middle-income housing program. *Journal of political economy*, v. 83, Aug. 1975: 791-805.

Presents a method for evaluating publicly subsidized housing and applies this to New York City's Mitchell-Lama middle-income housing program.

Duvall, Thomas A. White, Edward, Jr. Answers to questions on section 8: lower income housing assistance under the Housing and Community Development Act of 1974: a guidebook. Washington, National Association of Housing and Redevelopment Officials, 1975. 50 p. (National Association of Housing and Redevelopment Officials. NAHRO publication no. N574).

Treats the four separate systems under which eligible families can be provided with section 8 "Lower Income Housing Assistance" and the separate sets of HUD regulations that control each. These are existing housing, new or substantially rehabilitated housing, privately developed, new or substantially rehabilitated housing, publicly developed, and state agency-sponsored developments.

Hartman, Chester. Good homes. Working papers for a new society, v. 3, spring 1975: 18-27.

"The administration's housing allowance program, like past federal housing programs, will fail in its goal 'to make housing available for all low-income families.' A different sort of housing allowance could do the job, and not just for the poor."

Kampe, Ronald E. Household income—how it relates to substandard housing in rural and Farmers Home Administration areas, by state and race, 1970. [Washington] Economic Research Service, U.S. Dept. of Agriculture [1975] 33 p. (Agricultural economic report no. 287)

"Analysis of income levels of occupants of housing served by the Farmers Home Administration (FmHA) reveals that substandard housing is mainly occupied by the poor. Householders with less than \$4,000 income in 1970 made up 28.6 percent of the FmHA area households, but occupied 61.6 percent of the housing without complete plumbing. Inadequate housing, however, is not entirely associated with low income. Householders with incomes of \$10,000 or more occupied 6.9 percent of FmHA area housing without complete plumbing."

McClaughry, John. The troubled dream: the life and times of section 235 of the National Housing Act. In *Remarks of Charles H. Percy*. Congressional record [daily ed.] v. 121, Apr. 29, 1975: S7009-S7020.

Points out "how successful the section 235 program has been despite dreadful mismanagement by the Department of Housing and Urban Development through the years."

Meehan, Eugene J. Looking the gift horse in the mount: the conventional public housing program in St. Louis. *Urban affairs quarterly*, v. 10, June 1975: 423-463.

Examines the St. Louis public housing program, 1942 to 1970, as an example of a joint endeavor of the Federal Government and a municipality.

Myers, Dowell. Housing allowances, submarket relationships and the filtering process. *Urban affairs quarterly*, v. 11, Dec. 1975: 215-240.

Discusses the impact of allowance-assisted families on the housing market, focusing around three physical factors: "potential increases in the supply of housing available to low-income families, the location of these potential new housing resources, and the potential upgrading of the housing stock in present low income neighborhoods." Also looks at such social considerations as the value of integration versus decent housing neighborhoods and equity considerations of who gets squeezed in the process of upward filtration.

- Newbacher, Gary D. Low income housing mixing: an annotated bibliography. Monticello, Ill., 1975. 20 p. (Council of Planning Librarians. Exchange bibliography 735)
- Newsom, Robert T. Limited-profit housing—what went wrong? *New York affairs*, v. 2, summer 1975: 80-91.
- “New York City’s Michell-Lama housing program is in financial trouble. Inept management, poorly conceived legislation and high interest rates combine to impose serious burdens on the city’s already troubled budget.”
- Rosemeyer, Arnold J. Cincinnati anticipated requirements of Housing and Community Development Act of 1974. *Journal of housing*, v. 32, Jan. 15, 1975: 10, 12-14.
- Discusses Cincinnati’s housing strategy and its Housing Information System which contains physical housing and user characteristics for planning and evaluation purposes.
- Seaman, John R. Stone, Susan C. Illinois state agency, state university, three LHAs join forces in two-year public housing social services program. *Journal of housing*, v. 32, Feb. 1975: 33-37.
- Discusses a two-year state funded social services delivery system program in Illinois “to identify those community and social services best designed to meet the needs of families and individuals living in public housing and to help establish a system for insuring ‘delivery’ of those services to the tenants.” Aimed at finding new ways for housing authorities to work better for everyone.
- Silverman, Jane. The states emerge as primary clients for subsidized housing. *AIA [American Institute of Architects] journal*, v. 63, Feb. 1975: 24-27.
- Says that until recently state housing programs were nonexistent: now there are 28 state agencies involved in low-income housing, new construction and rehabilitation.
- Smithwick, Sally Lee S. Greensboro reviews three-year housing management improvement program: reports success in all areas, readiness to “transfer” techniques. *Journal of housing*, v. 32, July 7, 1975: 275-279.
- “The Greensboro Housing Authority (GHA) has sought to demonstrate, in practical terms, through its three-year Housing Management Improvement Program (HMIP), how public housing can be both fiscally responsible and managed in ways that provide for resident development. GHA has reworked its traditional approaches to public housing administration and the result is a wholly new, workable system of programs, procedures, and policies.”
- Solomon, Arthur P. Fenton, Chester G. The nation’s first experience with housing allowances: the Kansas City demonstration. *Urban & social change review*, v. 8, winter 1975: 3-8.
- Says that among the alternatives to the existing Federal housing subsidy programs, “the front contender appears to be a national housing allowance (an income transfer earmarked for housing), which would either replace or complement the present new construction programs. Such a program would represent a radical departure from past housing policy; instead of the government subsidy being tied to a physical structure, it would be paid directly to the poor themselves.”
- U.S. Congress. House Committee on Banking, Currency and Housing. Subcommittee on Housing and Community Development. Housing assistance payments, community development block grants and section 312 rehabilitation loans. Hearing, 94th Cong., 1st sess. Apr. 30, 1975. Washington, U.S. Govt. Print. Off., 1975. 77 p.
- . House. Committee on Banking, Currency and Housing. Subcommittee on Housing and Community Development. Implementation of section 8 and other housing programs. Hearing, 94th Cong., 1st sess. July 30, 1975. Washington, U.S. Govt. Print. Off., 1975. 60 p.
- . Senate. Committee on Appropriations. Resolution disapproving deferral of budget authority; section 235, homeownership assistance program, National Housing Act: report to accompany S. Res. 61 together with views. [Washington, U.S. Govt. Print. Off.] 1975. 5 p. (94th Cong., 1st sess. Senate. Report no. 94-30)
- U.S. General Accounting Office. Comparative cost of the Department of Housing and Urban Development’s sections 8 leasing and 236 rental housing programs: report to the Subcommittee on HUD-Independent Agencies. Committee on Appropriations, House of Representatives, by the Comptroller General of the United States. [Washington] 1975. 52 p.
- “B-171630, Apr. 1, 1975.”

U.S. General Accounting Office. Weaknesses in administration of the program to correct defects in housing insured under the section 235 program, Department of Housing and Urban Development; report to Congress by the Comptroller General of the United States. [Washington] 1975. 38 p.

"B-114860, Mar. 19, 1975."

Weaver, Robert C. Housing allowances. *Land economics*, v. 51, Aug. 1975: 247-257.

Discusses the evolution and role of housing allowances, abandonment and the problem of upgrading neighborhoods, the HUD Kansas City allowance experiment and associated experiences, equity in and allocation of housing subsidies.

D. Condominiums

Berman, Alan M. Stone, Andrew D. Federal securities law and the sale of condominiums, homes, and homesites. *Business lawyer*, v. 30, Jan. 1975: 411-431.

The authors "explore the current developments in the 'security' concept, demonstrate how such developments as well as congressional policy militate against application of the concept to the conventional sale of real estate units and recommend how developers of such units might limit their exposure to the securities acts in this uncertain legal climate."

Cobbe, Charles M. Conversion of apartments to condominiums and cooperatives: protecting tenants in New York. *University of Michigan journal of law reform*, v. 8, spring 1975: 705-719.

Comment discusses the problem, the New York solution, and possible alternatives.

Condominium regulation: beyond disclosure. *University of Pennsylvania law review*, v. 123, Jan. 1975: 639-675.

Comment outlines the various types of existing and proposed regulations (both state and Federal) affecting condominiums and concludes that there is a "pressing need for effective and comprehensive regulation of condominium developments and sales. The current pattern of regulation is entirely unsuited to protect those condominium purchasers most in need of it—the low- and middle-income families who increasingly will be buying condominiums as primary residences due to their cost advantages compared to conventional housing."

Dwyer, Jeffry R. Protecting the right of purchasers of condominium units. *Fordham urban law journal*, v. 3, spring 1975: 475-489.

Article examines rights of a holder of a sales contract on a condominium units in the event of a foreclosure by the construction lender on the entire project.

Fink, Sheldon J. Condominium taxation. *Tax magazine*, v. 53, Dec. 1975: 742-763.

"An overall analysis of condominium taxation necessarily divides into an examination of problems confronting the condominium sponsor or developer (including the converter), the unit owner, and the condominium owner's association. Certain specialized problems are also involved in connection with vacation or recreational condominiums . . . This article discuss[es] the common and uncommon tax questions confronting the foregoing different property and operating interests, not in the 'chronological' order of developer-owner-association, but to some degree in order of the complexity and 'uncommonness' of the questions presented."

Hyatt, Wayne S. Condominium and home owner associations: formation and development. *Emory law journal*, v. 24, fall 1975: 977-1008.

Article "delineates the elements essential to the ultimate success of an association: those who create it and those who control it must have a thorough understanding of an association's dual role as a business and minigovernment and its concomitant fiduciary and constitutional responsibilities."

Illinois. General Assembly. Legislative Condominium Study Committee. Report to the House of Representatives and the General Assembly of the State of Illinois. [Springfield] 1975, 1 v. (various pagings)

Focuses on the growing dissatisfaction with the Illinois Condominium Property Act of 1963 and presents the Committee's legislative recommendations in the areas of disclosure, warranty, developer control, conversions, liens, purchaser deposits, rescission, cooperative ownership, limited common elements, liability, encroachment, budget and assessment, flexibility, add-on condominium, fire or other disaster, and condominium government.

Krasnowiecki, Jan. Z. Townhouses with homes associations: a new perspective. *University of Pennsylvania law review*, v. 123, Apr. 1975: 711-749.

Says there is renewed interest in the homes association approach, as opposed to condominium, to townhouse development, where common expenses and common rights and obligations are controlled through recorded covenants running with the land. Review how to put a homes association together and how it can be used in open space community development.

Theriot, Donald E. Louisiana Condominium Act of 1974. *Louisiana law review*, v. 35, 1975: 1203-1247.

"The enactment of the Louisiana Condominium Act was the culmination of a study initiated by the Louisiana State Law Institute to examine the deficiencies in the existing Horizontal Property Act and propose remedial legislation." Gives the history of the Horizontal Property Act and compares it with the newer legislation.

U.S. Congress. House. Committee on Government Operations. Commerce, Consumer, and Monetary Affairs Subcommittee. Federal Trade Commission condominium decision and operations. Hearing, 94th Cong., 1st sess. Apr. 30, 1975. Washington, U.S. Govt. Print. Off., 1975. 99 p.

———. Senate. Committee on Banking, Housing and Urban Affairs. Condominium Consumer Protection Act of 1975. Hearings, 94th Cong., 1st sess., on S. 2273. Oct. 6-8, 1975. Washington, U.S. Govt. Print. Off., 1975. 485 p.

"To provide minimum national standards for disclosure and consumer protection in condominium sales and condominium conversions, and for other purposes."

U.S. Department of Housing and Urban Development. HUD condominium cooperative study, volume III. [Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1975. 1 v. (various pagings)

Contents.—Appendix D: Mail survey of condominiums, cooperatives, and homeowners associations.—Appendix E: Telephone survey of condominium unit owners.—Appendix F: Summary of hearings on the problems of condominiums and cooperatives.—Appendix G: HUD terminology.—Appendix H: Bibliography.

———. Condominium Task Force. HUD condominium cooperative study. [Washington] 1975. 3 v.

Volume II is a back up section to the other volumes of the study; it contains and focuses on the rapid rise of condominium housing, the economics of condominium and cooperative development, and the problems and abuses associated with these forms of housing. Volume II contains in-depth analyses of condominium and cooperative housing in selected major metropolitan housing markets, including case studies of condominium and cooperative conversions. Volume II is a back up section to the other volumes of the study; it contains basic data gathered from national survey conducted for the study and analytical summaries of public hearings held by HUD.

Walter J. Jackson. Condominium government: how should the laws be changed? *Real estate law journal*, v. 4, fall 1975: 141-152.

"... identifies deficiencies in the enabling statutes' treatment of the general issue of condominium governance. These deficiencies [the author] believes, are responsible for or conducive to most of the abuses presently singled out by consumer advocates for special federal protection. Several elements of a program of curative legislation are suggested."

Young, Jeffrey E. The Georgia Condominium Act of 1975: a sound basis for innovative condominium practice. *Emory law journal*, v. 24, summer 1975: 891-929.

"Comment compares Georgia's new Condominium Act with the earlier Apartment Ownership Act, "followed by more detailed treatment of the new Act's provisions dealing with development flexibility, disclosure of information to consumers, mandatory incorporation of the unit owners' association, and mechanics' and materialmen's liens."

E. Mobile Homes

Baines, Tyrone R. Categorical grants and the local community: the delivery of relocation services. *Publius*, v. 5, fall 1975: 101-121.

"The central argument of this paper is that although some grant-in-aid programs are ineffective, and while some programs need to be reorganized, it might be well to examine the various grant programs closely before any de-

cision is made to replace the categorical programs with general or special review sharing. It is argued here that family relocation is one such program which should receive careful analysis . . ." The extent to which relocatees in Cincinnati were receiving relocation services in 1971-73 is presented as a case study.

Comarow, Avery. The surprising new look of mobile homes. *Money*, v. 4, Oct. 1975: 92-94, 98, 100, 102, 104, 106.

Says that as house prices soar, more and more people will have to consider them. Points out that mobile homes are roomier than they used to be; units eight and ten feet wide are almost never sold any more; today's "single wide" is either twelve or 14 feet across, and the "double wide"—two halves, each ten to feet wide, trucked separately and bolted together at the site—has more floor space than many conventional houses.

Crim, Sarah K. Mobile homes gain acceptance, come under public and private scrutiny. *Mortgage banker*, v. 35. Apr. 1975: 8-10, 14-16.

Says that besides the physical changes that have occurred in the mobile home itself, the entire mobile home industry is financing.

Kozuch, James R. Gutowski, Michael F. New financing programs may spur mobile home market. *Mortgage banker*, v. 35 Apr. 1975: 19-21, 30-31, 34-35.

Says that the mobile home market "is a rapidly changing component of the total housing picture which promises to provide new and potentially rewarding opportunities to mortgage bankers who prepare for the challenge."

Portfolio Associates. Mobile homes; a Pennsylvania industry in review. [n.p.] 1975. 1 v. (various pagings)

"This study compiles, analyzes and summarizes data related to the mobile home industry within the Commonwealth of Pennsylvania and its relation to Act 69 (Uniform Standard Code for Construction of Mobile Homes)." Includes information on relevant Pennsylvania laws, manufacturers, dealers, financing and insuring, park practices, and consumer complaints.

Salm, L. Joseph. Mobile home problems: everyone's to blame. *Savings & loan news*, v. 96, Apr. 1975: 70-74.

Discusses factors contributing to the unhealthy state of the mobile home industry and signs of improvement.

U.S. Bureau of Labor Statistics. Factbook for estimating the manpower needs of Federal programs. Washington. For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1975. 75 p. (U.S. Dept. of Labor. Bulletin 1832).

Contents.—What are manpower factors?—Using manpower factors to develop employment requirements.—Illustrations of uses of manpower factors.

U.S. General Accounting Office. Improvements needed in the mobile home park mortgage insurance program, Department of Housing and Urban Development; report to the Congress by the Comptroller General of the United States. [Washington] 1975. 23 p.

"RED-75-383, July 2, 1975."

Virginia. Advisory Legislative Council. Mobile home taxation; report to the Governor and the General Assembly of Virginia. Richmond, Commonwealth of Virginia, Dept. of Purchases and Supply, 1975. 52 p. (Virginia. General Assembly, 1975. House of Delegates. Document no. 17)

F. Landlord-Tenant Relations

Bothwell, Thomas. Washington Tenant Remedies and the Consumer Protection Act. *Gonzaga law review*, v. 10, no. 2, 1975: 559-576.

Comment discusses remedies under the State of Washington's Landlord-Tenant Act of 1973 and the Consumer Protection Act, as well as other alternatives.

Campion, John E. The Ohio Landlord and Tenant Reform Act of 1974. *Case Western Reserve law review*, v. 25, summer 1975: 876-971.

"The new Ohio landlord-tenant act contains several departures from the common law. Repair responsibilities are divided between landlord and tenant. Lease-drafting and retaliatory practices are subjected to close scrutiny. A wide range of remedies is provided for the redress of grievances. The author analyzes the statutory scheme . . . [and] concludes that the new statute lays the foundation for a new attitude of cooperation between landlord and tenant."

Kleiner, Madeleine A. The unconstitutionality of transferable development rights. *Yale law journal*, v. 84, Apr. 1975: 1101-1122.

Comment concludes that the concept of transferable development rights, viewed as inadequate compensation for a taking of property, will be unable to withstand constitutional scrutiny. The author urges municipalities to "turn to other means of landmark preservation, rather than take the substantial risk that TDR will prove to be inadequate."

Love, Jean C. Landlord's liability for defective premises; caveat lessee, negligence, or strict liability? *Wisconsin law review*, v. 1975, no. 1, 1975: 19-160.

Article focuses on the law of landlord-tenant relations and the principles governing the tort liability of a landlord, stressing that recent developments in the law of landlord-tenant relations necessitates a reexamination of the common law principles governing landlord's tort liability.

Meyers, Charles J. The covenant of habitability and the American Law Institute. *Stanford law review*, v. 27, Feb. 1975: 879-903.

Article presents the thesis that the American Law Institute's adoption of a warranty of habitability is unsound and should be reconsidered.

Private landlord's requirement that tenants have net weekly income equal to ninety percent of monthly rent does not violate civil rights laws despite disproportionate disqualification of minorities. *Harvard law review*, v. 88, May 1975: 1631-1643.

Case note focuses on *Boyd v. Lefrak Organization*, which "held that a naked statistical argument was insufficient to support a claim of statutorily proscribed racial discrimination in the rental of housing."

Rose, Jonathan I., Scott, Martin A. "Street talk" summonses in Detroit's Landlord-Tenant Court: a small step forward for urban tenants. *Journal of urban law*, v. 52, no. 5, 1975: 967-1031.

Examines Michigan's Tenants' Rights Acts of 1968 and the weakness of Detroit's Landlord-Tenant Court to redress tenant in justices, and discusses two aspects of reform—the development of more comprehensible "street talk" forms and the creation of an in-court legal aid office.

Stein, Marc R. California's common law defense against landlord retaliatory conduct. *UCLA law review*, v. 22, June 1975: 1161-1182.

Comments focuses on how the legal rights of tenants are protected in California from retaliatory conduct on the part of landlords when tenants first exercise their legal rights for better housing conditions.

Trubek, David, Patronsky, Mark. Selected issues in landlords-tenant law reform; a preliminary study of some effects of adoption of the Uniform Residential Landlord and Tenant Act in Wisconsin. Madison, Wisconsin Legislative Council, 1975. 37 p. (Wisconsin. Legislative Council. Research bulletin 75-1)

U.S. Congress. House. Committee on Government Operations. Alleged personnel abuses in the Community Services Administration. Hearings, 94th Cong., 1st sess. July 9-10 and Sept. 8, 1975. Washington, U.S. Govt. Print. Off., 1975. 192 p.

G. Housing, General

America's housing problem. *Reader's Digest*, v. 106, Jan. 1975: 63-69.

Contents.—I. The great shortage, by C. Rowan and D. Mazie.—II. One answer: urban homesteading, by D. Wedemeyer.

Blake, Peter. Can technology solve the housing crisis? *Atlantic Monthly*, v. 236, Oct. 1975: 52-56, 60.

"Prefabrication, modular units, systems building—the terms symbolize one of modern architecture's fondest dreams: applying sophisticated technology to the construction industry. But according to the author, the future of housing belongs to men who understand hammers and nails, bricks and mortar."

Epstein, Daniel N. Developer outlines theory of current building crisis. *Mortgage Banker*, v. 35, Mar. 1975: 26, 34, 36-37.

Forecast '76: a measured recovery. *House & Home*, v. 47, Nov. 1975: 42-49.

Presents the opinions of economists and builders on the chances for recovery in the housing industry.

Frieden, Bernard J. Atkinson, Reilly: Forecasting the Nation's housing needs: assessing the joint center's first efforts. [Cambridge, Mass.] Joint Center for Urban Studies, 1975. 331. (Joint Center for Urban Studies. Joint center working paper no. 30).

Assess an earlier study (1973) of projected housing needs and residential construction for the seventies, comparing the joint center's earlier predictions with actual data for the first part of the decade and comparing the long-range forecast with cyclical fluctuations in new construction and with the results

- given by a short-term forecasting model also developed at the joint center. Also analyzes trends in the composition of new construction.
- Gillingham, Robert F. Place-to-place rent comparisons using hedonic quality adjustment techniques. Washington, U.S. Bureau of Labor Statistics, for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1975. 61 p. (U.S. Bureau of Labor Statistics. Staff paper 8).
- "There are very few published data which measure price differentials within the United States. . . . As a first step towards providing such information, this paper constructs place-to-place price comparisons for a major component of the consumer budget—rent expenditures for multiple unit dwellings."
- Grebler, Leo. California's changed position in U.S. residential building and mortgage-lending activity. California management review, v. 18, fall 1975: 62-70.
- "Since the late 1960s California's share of nationwide residential construction and mortgage lending has receded from its postwar levels. The relative decline reflects slower population and economic growth in the state. Market adjustments to these changed conditions seem to be largely completed. Housing and mortgage-lending activity remains impressive except by comparison to the 1950s and early 1960s. However, California's dependence on out-of-state funds for mortgage investment will be greatly diminished in the long run."
- Guntermann, Karl L. Cooper, James R. Can local housing production and market analysis be an interactive process? Urban & Social Change Review, v. 8, winter 1975: 9-14.
- "This is a report on the ongoing process of interaction which occurred between the housing market research analysts and the housing producers in a local marketplace. Circumstances presented the authors with an opportunity to examine the effect of providing reliable housing market information to a local housing market during a period when an abundance of mortgage credit removed a major obstacle to housing producers."
- Is the housing cycle being transformed? Morgan Guaranty survey, July 1975: 3-8.
- Is there a heat pump in your future? Dimensions, v. 59, Nov. 1975: 243-245, 260-261.
- Describes the development and application of heat pumps for heating and cooling residences and other buildings.
- Kaplan, Marshall A. Housing and economic developments: a quarterly review. Federal Home Loan Bank Board Journal, v. 8, Nov. 1975: 31-34.
- Concludes that "while the housing recovery this year has been weak and may even have sputtered out for the time being, a more meaningful housing recovery could get underway sometime next year if the economy continues to improve and there are no significant upward pressures on the inflation rate."
- Kay, Jacob R. Radcliffe, Veronica. Manning, Brenda. Philadelphia builds comprehensive housing information system as ongoing, computerized multi-agency fool. Journal of housing, v. 32, July 7, 1975: 290-294.
- "Since July 1973, Philadelphia has been developing a sophisticated housing availability information system that incorporates some very innovative approaches to monitoring characteristics of the housing stock. This inventory system is designed for frequent update and will specifically describe the size, cost, vacancy rates, and condition of both the ownership and rental stock."
- Klain, Ambrose. Phelan, Dennis M. Second homes, vacation homes: potentials, impacts and issues. An annotated bibliography. Monticello, Ill., 1975. 35 p. (Council of Planning Librarians. Exchange bibliography 839)
- "The main emphasis is upon publications which contain subjectively relevant statistics, principles, descriptive trends and potential alternatives or solutions to the negative aspects of second homes."
- National Association of Realtors. Dept. of Economics and Research. 1975 spring real estate market report. Washington [1975] 26 p.
- Analysis is confined to four segments of the real estate market—single-family home sales, condominiums, residential rents, and nonfarm land—each of which at the time of the survey was responding to rapid changes in the mortgage market and the economy.
- National Council of Negro Women. Women & housing: a report on sex discrimination in five American cities. [Washington] U.S. Dept. of Housing and Urban Development, Office of the Assistant Secretary for Fair Housing and Equal Opportunity [for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1975] 196 p.
- Rubinson, Jack. What's wrong with RESPA? Savings bank journal, v. 56, Dec. 1975: 55-56, 58-59.

- Gives results of a survey of savings banks on problems caused by the Real Estate Settlement Procedures Act. San Francisco Development Fund. A California housing program, 1975. [San Francisco, 1975] 100 p.
- Focuses on California's "housing needs and the economic impact of efforts to meet these needs, the ways in which California could achieve maximum utilization of federal legislation, and what the State could do independently of federal housing assistance."
- Say goodbye to the great American dream. *Savings & loan news*, v. 96, July 1975: 40-46.
- "The single-family home has become a candidate for the endangered species list. What about savings associations?"
- Schechter, Henry B. Housing's disastrous roller coaster. *American federationist*, v. 82, Jan. 1975: 1-8.
- "The construction of residential housing is a battered and bruised victim of the current period of recession-inflation. But it is also a cyclical victim, with housing starts resembling a yo-yo in the postwar years under the U.S. system of unregulated allocation of credit. By any reckoning, housing starts should fall in the range of 2 to 2.5 million per year, not the 1.4 million of 1974. Housing ranks high as a social need and must be viewed in its relation to other U.S. social and economic factors."
- Siskind, David I. Housing units started and completed. *Construction review*, v. 21, Sept. 1975: 4-7.
- "Since 1959, the Bureau of the Census has been issuing statistics on new housing units started in the United States based on a sample survey conducted each month. The Bureau also conducts the decennial Census of Population and Housing from which one can get a distribution of housing units by year in which structure was built. This article attempts to reconcile the number of new units constructed during the decade of the 1960's as measured by the monthly housing starts survey and by the Census of Housing."
- Steinberg, Marc I. Adequate housing for all: myth or reality? *University of Pittsburgh law review*, v. 37, fall 1975: 63-79.
- Article "presents an argument for finding access to adequate housing a fundamental constitutional right. Although such a right has not yet been recognized by the courts, the author feels that recognition is mandated by the current state of our society."
- Taylor, Daniel M. A guide for codes adoption and codes enforcement. [Washington, U.S. Dept. of Housing and Urban Development, 1975] 39 p.
- "Reprinted from *Southern Building Magazine*"
- Contents.—Importance, function of building and housing codes established.—Goals and objectives of a codes program.—Guidelines for analysis of existing housing, environmental conditions.—Code adoption and revision.—Establishing a local codes committee.—Codes administration and enforcement.—planned systematic housing and compliance programs.—The certificate of occupancy procedure.—Records and reporting.
- U.S. Advisory Commission on Intergovernmental Relations. ACIR state legislative program: 6. housing and community development. Washington, 1975. 196 p. "M-97".
- Contains suggested legislation dealing with housing and community development, focusing on program operations and assistance, fair housing, and building regulation.
- U.S. Congress. House. Committee on Education and Labor. Construction Industry Collective Bargaining Act of 1975. Hearings, 94th Cong., 1st sess., on H.R. 9500. Sept. 10, 11, 1975. Washington, U.S. Govt. Print. Off., 1975. 80 p.
- . Joint Economic Committee. Current economic situation and outlook for the housing industry. Hearing, 94th Cong., 1st sess. June 26, 1975. Washington, U.S. Govt. Print. Off.; 1975. 84 p.
- . Senate. Committee on Banking, Housing and Urban Affairs. Estimates of housing needs, 1975-1980. Washington, U.S. Govt. Print. Off., 1975. 159 p.
- At head of title: 94th Cong., 1st sess. Committee print.
- Includes reports submitted as a result of a request for a review of current demographic and housing inventory data and an up-to-date estimate of housing needs and revised housing goals through 1980 from HUD, the Federal Home Loan Bank Board, the Department of Urban Affairs of the AFL-CIO, the National Association of Home Builders, and the Joint Center for Urban Studies at MIT-Harvard.

U.S. Congress. Senate. Committee on Labor and Public Welfare. Construction Industry Collective Bargaining Act; report together with minority views to accompany S. 2305. [Washington, U.S. Govt. Print. Off.] 1975. 20 p. (94th Cong., 1st sess. Senate. Report no. 94-438)

———. Senate. Committee on Labor and Public Welfare. Subcommittee on Labor. Construction Industry Collective Bargaining Act of 1975. Hearings, 94th Cong., 1st sess., on S. 2305. Sept. 16-17, 1975. Washington, U.S. Govt. Print. Off., 1975. 163 p.

———. Senate. Special Committee on Aging. Congregate housing for older adults: assisted residential living combining shelter and services; a report. Washington, U.S. Govt. Print. Off., 1975. 60 p. (94th Cong., 1st sess. Senate. Report no. 94-478)

U.S. Department of Housing and Urban Development. Housing and urban development trends. Washington, 1975. 48 p.

Quarterly publication provides current information on housing production and financing, as well as HUD program activities.

———. Settlement costs: a HUD guide. [Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1975] 24 p.

A guide to acquaint home buyers with the appropriate procedures and charges for settlement services in closing home purchase transactions.

Whitman, Dale A. The Real Estate Settlement Procedures Act: how to comply—problems and prospects. Real estate law journal, v. 4, winter 1975: 223-243.

Gives "lenders and their attorneys, title insurers, and brokers a fix on where they stand under RESPA. . . [and] also considers the background to federal regulation in the area of real estate closings, and HUD's regulatory role."

CHAPTER V. IMPROVING THE ENVIRONMENT

A. Energy and Growth

Abt Associates. In the bank . . . or up the chimney? Washington [Division of Energy, Building Technology, and Standards. U.S. Dept. of Housing and Urban Department] for sale by the Supt. of Docs. U.S. Govt. Print. Off., 1975. 69 p.

"This manual is the result of an investigation of practical ways to reduce energy consumed in the heating and cooling of family homes in this country. The first period of investigation was spent surveying existing house construction types. Energy conservation techniques that apply to those types were then gathered and compared to cost and potential fuel savings. The comparison was designed to emphasize safe and cost-effective energy conservation techniques which return the greatest practical net savings over the life of the investment to the owner of the house."

Adelman, Morris A., and others. No time to confuse: a critique of the final report of the Energy Policy Project of the Ford Foundation. A Time to Choose America's Energy Future. San Francisco, Calif., Institute for Contemporary Studies [c175] 156 p.

Partial contents.—U.S. energy policy, by M. A. Adelman.—On energy, poverty, and the environment, by M. B. Johnson.—Private enterprise and energy, by W. J. Mead.—"U.S. energy policy in the world context" by A. B. Moore.—Energy research and development, by J. C. DeHaven.

All that scrap paper and no takers—what's happening. U.S. news- & world report, v. 78, Mar. 3, 1975: 87-89.

"The key commodity of the recycling drive is a glut on the market. Some centers are shutting down. Others hold on, hoping for better times."

Anderson, Bruce. The sun in a drawer. Environment, v. 17, Oct. 1975: 36-41.

"Although many technical problems have been overcome in development of solar energy for heating and cooling buildings, a maze of bureaucratic, economic, and legal barriers threatens to bottle up this use of the sun."

Appalachian coal today. Coal age v. 80, mid-May 1975: 55-316.

Partial contents.—How major producers view Appalachian potential.—TVA supplies the power for a seven-state area.—Rail transport dominates.—Appalachia, the king of metallurgical-coal exports.—Surface mining in Appalachia.—West Virginia, the Appalachian energy giant.—Surface mining and reclamation.—Many problems hobble Appalachia's anthracite producers.

Appel, Fredric C. Oil's impact on ocean's ecology. [Transportation. U.S.A. v. 1, spring 1975: 6-9.

"... a recently published study . . . estimated current petroleum input into the oceans at some 6,113 million metric tons a year."

Are the states rising to the energy challenge? *Industrial development*, 1, 114, July-Aug. 1975: 11-15.

Briefly describe research projects on alternative sources of energy being conducted in each of a number of states and suggests that states are offering industry few incentives to conduct such research.

Aron, Joan. Epitaph for a super superagency. *New York affairs*, v. 2, spring 1975: 80-89.

Discusses the former Interdepartmental Committee on Public Utilities which under Mayor Lindsay "made an effort to have the city government speak with one voice on increasingly difficult energy problems . . ."

Austin T. C. Michael, R. E. Service, G. R. Fuel economy trends. *Automotive engineering*, v. 83, Dec. 1975: 29-31, 56.

"1976 cars are the most fuel efficient since 1957 and the uncontrolled emission days. In some cases, methods used to reduce emissions have also improved fuel economy. This study indicates significant improvements in fuel efficiency still lie ahead."

Barnaby, David J. Reizenstein. Richard C. Perspectives on the energy crisis: gasoline prices and the Southeastern consumer. *Survey of business* v. 11, Sept.-Oct. 1975: 28-31.

Concerns a recent study which "examined southeastern attitudes toward the energy crisis and southwestern energy consumption patterns from the peak of the oil embargo until fall 1974."

Battelle Memorial Institute, Columbus, Ohio. Pacific Northwest Laboratory, Richland, Wash. Siting energy facilities at Camp Gruber, Oklahoma; a report to the Federal Energy Administration. Washington, Federal Energy Administration, 1975. 3 v.

Contents.—v. 1, Characteristics of Camp Gruber and vicinity; v. 2, Camp Gruber as an energy center; v. 3, Social and economic impact of a Camp Gruber Energy Center.

Bendiner. Robert. Taking oil off the shelf. *New York Times magazine*, June 29, 1975: 12-14, 16, 18, 20.

Examines the social and environmental changes occurring when offshore drilling takes place.

Bjerklie, John W., and others. Alternative power sources for low emission automobiles. *Automotive engineering*, v. 83, Oct. 1975: 64-67.

"A blue ribbon team surveyed the possibility that an alternative engine might replace the spark-ignition gasoline-fueled type over the next 20 years. They conclude that no alternative engines would be available for mass production in standard size and performance before the 1980s."

Bowden, Charles. The impact of energy development on water resources in arid lands: literature review and annotated bibliography. Tucson, University of Arizona, Office of Arid Lands Studies, 1975. 278 p.

At head of title: Arid lands resources information paper no. 6.

Branscome, James. Destroy to save? *Environment*, v. 17, Sept. 1975: 6-11.

"Single-minded obsession with cheap electrical power has led the famed Tennessee Valley Authority to destroy the land by promoting massive strip-mining, to add to the impoverishment of people in Appalachia by charging rates that favor industry, and to proceed with a large nuclear program despite formidable costs and safety problems."

Busterud, John. Energy policy and the environment. *Oregon law review*, v. 54, no. 4, 1975: 503-513.

Article examines some of the conflicts between goals espoused by energy planners and the fundamental environmental principles to which the U.S. has increasingly become dedicated. Outlines actions to help reconcile these competing goals.

Caldwell, Lynton K. The energy crisis and environmental law: paradox of conflict and reinforcement. *New York law forum*, v. 20, spring 1975: 751-801.

Article bases all argument on the theory of the megacrisis: that there are absolute limits to the responsive capacity of Earth's natural systems which may be bent by technology, but to which there is an ultimate finality. The role of the courts has evolved into adjudicating mere issues rather than solving problems inherent in the relationship between man and his environment. Suggests that legal scholarship uncover the roots of energy-environment disputes and find ways to restructure policy consonant with evolving realities.

Carr, Donald E. The lost art of conservation. *Atlantic*, v. 236, Dec. 1975: 59-61, 64-66, 69-70.

Discusses energy waste due to "errors of design, duplications of function, faulty insulation, bureaucratic muddling, and mistaken assumptions about energy needs."

Carver, John A., Jr. Legal and institutional planning for macro-conservation measures. *Public utilities fortnightly*, v. 95, Apr. 24, 1975: 29-33.

Stresses the use of macro-conservation measures to improve energy efficiency and the need for more research to implement this plan.

Cesario, Frank J. Environmental—energy policies and automotive pollution. *Journal of environmental systems*, v. 5, no. 1, 1975: 13-28.

"After delineating the areas of potential conflict between environmental conservation and energy conservation policies, this paper examines the air quality implications of alternative environmental/energy policy scenarios. . . . It is shown that due to the interdependent nature of environmental and energy conservation objectives, policies in these two areas of concern should be developed conjointly."

Cockrell, William Foster, Jr. Federal regulation of energy: evolution of the exceptions process. *Administrative law review*, v. 27, summer 1975: 233-253.

Outlines the development of the exceptions rules to allocation policy and examines them individually.

Commoner, Barry. The energy crisis—all of a piece. *Center magazine*, v. 7, Mar.-Apr. 1975: 26-31.

Stresses the role of energy in determining our future. Believes we cannot develop a "rational system of production or an economic and social organization that fosters democracy and peace unless we do understand that the irrational production and use of energy is a fatal obstacle to this goal."

Conference on Cooperation in Energy Information, Arlington, Va., 1975. Proceedings. Washington, Federal Energy Administration, 1975. 217 p.

"Meeting held January 23-24, Arlington, Virginia. Co-sponsored by the Federal Energy Administration and the Information Industry Association." "The Conference Cooperation in Energy Information resulted from discussion among members of a working group established by the Federal Government and the Information Industry Association. The objectives of the working group is to promote cooperation among processors and publishers of energy information in government and private organization."

Corrigan, Richard. Phillips, James G. Research and development is allotted \$1.6 billion of \$2.24 billion power total. *National journal reports*, v. 7, Feb. 8, 1975: 205-208.

Reviews total Federal energy budget for FY 1976 and discusses that portion earmarked for R&D.

Corrigan, Richard. Rockefeller presses his plan for \$100 billion bank for fuels. *National Journal*, v. 7, Oct. 25, 1975: 1469-1476; Nov. 1: 1509-1514.

Discusses the Ford Administration's \$100 billion bank for energy financing and includes congressional, executive, and corporate views.

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"FE-1526-T1, distribution category UC-90j"

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Smith, A. Robert. ERDA: the new glamour agency. Bulletin of the atomic scientists, v. 31, Jan. 1975: 29-31.

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Prepared by Robert W. Anderson and Daniel Beard, Environmental Policy Division, CRS.

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Walker, Richard A. Large, David B. The economics of energy extravagance. Ecology law quarterly, v. 4, 1975: 963-985.

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Warne, William E., ed. The energy crunch of the late 20th century: a symposium. Public administration review, v. 35, July-Aug. 1975: 315-354.

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Wilkerson, William R. The Small Business Administration and energy shortages. Business lawyer, v. 30, Apr. 1975: 725-761.

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Wille, Chris. Energy vs environment. Outdoor Oklahoma, v. 31, July-Aug. 1975: 2-9.

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Atwood, Genevieve. The strip-mining of Western coal. *Scientific American*, v. 233, Dec. 1975: 23-29.

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Caudill, Harry M. Our maimed land. *Defenders of wildlife*, v. 50, June 1975: 255-258.

Portrays the ravages wreaked against the land by strip mining.

Democratic Study Group. Strip mining. Washington, 1975. 19 p. (Democratic Study Group. Fact sheet 94-3)

"... deals with H.R. 25, the Surface Mining Control and Reclamation Act of 1975. . . . The major provisions of the bill include detailed environmental protection controls, reclamation of mined lands, a free-funded program for the reclamation of existing abandoned mines, prohibition of strip mining in certain designated areas, and protection of the rights of surface owners."

Denver University. Denver Research Institute. The social, economic, and land use impacts of a Fort Union coal processing complex, period covered: September 1973-January 1975. [Washington Energy Research and Development Administration, distributed by NTIS] 1975. 135 p. (U.S. Federal Research and Development Administration. Research and Development report no. 103; interim report no. 1)

"FE-1526-T1, distribution category UC-90."

U.S. Office of Coal Research is interested in the potential for large complexes producing oil, gas, and electricity, and supplied by a cluster of coal mines. It is assumed that such a COG complex might be located in the Fort Union lignite region of North Dakota, South Dakota, and Montana. This is a summary of an interim report illustrating typical economic, social and land use impacts that would take place.

Earney, Fillmore C. F. Mining, planning, and the urban environment: an annotated bibliography, 1960-1975. Moticello, Ill., 1975, 36 pp. (Council of Planning Librarians. Exchange bibliography 881)

Partial contents.—General planning and zoning.—Demand for minerals in urban areas.—Land use conflicts.—Hazards.—Uses and reclamation of abandoned sites.

Evaus, Robert J., Bitler, John R. Coal surface mining reclamation costs: Appalachian and Midwestern coal supply districts. [Washington] U.S. Bureau of Mines [1975] 50 p. (U.S. Bureau of Mines. Information circular 8695)

The purpose of this study is to determine "the actual costs involved with the reclamation of coal surface mined land done in conjunction with active mining operations." "As the result of comparisons of reclamation costs by region, by mining method, by slope, and by size of operation, the most important reclamation cost difference is between area mining methods (\$1.73 per ton) and contour mining methods (\$3.81 per ton)."

Fort Union Coal Field Symposium, Billings, Mont., 1975. Proceedings. [Billings, Montana Academy of Sciences, 1975] 5 v.

Contents.—v. 1, Papers of the general session.—v. 2, Aquatic ecosystems section.—v. 3, Reclamation section.—v. 4, Social impact section.—v. 5, Terrestrial ecosystems section.

Green, Jerry E. Selected materials for planning the reclamation of mined land. Monticello, Ill., 1975. 8 p. (Council of Planning Librarians. Exchange bibliography 795)

"This bibliography is designed to provide a starting point for planners and others interested in the reclamation of land which has been strip-mined for coal."

Haynes, Ronnie J., Klimstra, W. D., Illinois lands surface mined for coal. (Carbondale, Cooperative Wildlife Research Laboratory, Southern Illinois University) 1975. 201 p.

"The Cooperative Wildlife Research Laboratory, Southern Illinois University at Carbondale, during 1970 and 1971 surveyed all lands in Illinois affected by surface mining for coal as of June 30, 1971. The purpose of this survey was to update existing knowledge of the acreage, ownership, condition, and utilization of these lands."

Johnson, Haynes. The last roundup? *Washington Post*, Aug. 3, 1975, p. C1, C4-C5.

Discusses coal mining in Montana and Wyoming and the changing way of life. Explains what the area means to a cattle rancher.

Krebs, Girard. Technological and social impact assessment of resource extraction: the case of coal. *Environment and behavior*, v. 7, Sept. 1975: 307-329.
Seeks to delineate a number of significant parameters in the social impact assessment of coal extraction.

Persse, Franklin H. Strip-mining techniques to minimize environmental damage in the Upper Missouri River basin states. [Washington] U.S. Bureau of Mines [for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1975] 53 p. (U.S. Bureau of Mines. Information circular 8685)

Smith, Helena Huntington. The wringing of the West. *Washington Post*, Feb. 16, 1975, p. B1, B4.

Montana, Wyoming, North and South Dakota are known as the Northern Plains and the first three sit on top of the Fort Union formation of strippable coal. In the Western coal regions government policy is geared to all-out exploitation. Discusses the controversy over plans to transform the Rockies and the Great Plains into the Nation's power house.

U.S. Congress. Conference Committees, 1975. Surface Mining Control and Reclamation Act of 1975; conference report to accompany H.R. 25. [Washington, U.S. Govt. Print. Off.] 1975. 91 p. (94th Cong., 1st sess. Senate. Report no. 94-101)

Also, available as House report no 94-189.

Senate. Committee on Interior and Insular Affairs. Surface Mining Control and Reclamation Act of 1975; report together with minority and additional views to accompany S. 7. [Washington, U.S. Govt. Print. Off.] 1975. 252 p. (94th Cong., 1st sess. Senate. Report no. 28)

U.S. National Science Foundation. Research and development in state government agencies, fiscal years 1972 and 1973. [Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1975] 63 p. (U.S. National Science Foundation. Surveys of science resources series, NSF 75-303)

Verma, Tika R. Thames, John L., Rehabilitation of land disturbed by surface mining coal in Arizona. *Journal of soil and water conservation*, v. 30, May-June 1975: 129-131.

"Reported here are preliminary results of a study on the effects of mining operations of mined-area hydrology and the effectiveness of reclamation efforts. Results indicate the potential for long-lasting and productive rehabilitation of the land."

Wall, Mohan K., ed. Practices and problems of land reclamation in western North America. Grand Forks, University of North Dakota Press [c1975] 196 p.

This work is based upon a symposium, the aims of which were "(1) to bring together authorities in the field of reclamation who by virtue of their conducting and/or directing research had a first hand knowledge of the problems involved and (2) to present objective and specific data from sites under experimentation in western North America." Includes references.

C. Coastal Zone and Wetlands Management

Berg, Dixie. Protecting the Currituck Banks, NOAA [National Oceanic and Atmospheric Administration] v. 5, Jan. 1975: 20-23.

"A comprehensive land-use guide to protect North Carolina's Currituck dunes from uncontrolled development will allow man to live in his environment without wrecking it. A major aim of the plan is the protection of marsh and wetlands—the nesting grounds of waterfowl."

Brennan, William J. Balancing man's demands of the sea and shore. NOAA [National Oceanic and Atmospheric Administration] v. 5, Jan. 1975: 36-41.

"Endangered area—nature and mankind have combined to threaten our coastal zone. . . . Prudent coastal zone management is required to enable the coastal zone to serve man's needs without being destroyed in the process."

Cox, James A. The East Coast: ecological disaster area. *Defenders*, v. 50, Aug. 1975: 326-329.

Portrays the eastern coastal wetlands which are seriously endangered by urban pollution in all forms by the megalopolis.

Crooks, Geoffrey. The Washington Shoreline Management Act. *Oregon law review*, v. 54, no. 1, 1975: 35-66.

"This article, after briefly describing the circumstances of the SMA's enactment and the prior law, examines and evaluates the resource management program established by the Act."

- Cunningham, Bill. Opinion: the need for a Forest Service policy on private land development. *Western wildlands*, v. 2, summer 1975: 13-22.
- Discusses the role of the U.S. Forest Service in problems resulting from private, rural land development on or adjacent to national forest lands. Concludes that "the Forest Service lacks a definitive, operational policy to guide its decisions on special use permits, land exchanges, easements, and other transactions related to private land development. . . ."
- Davis, Raymond. Ravaged San Francisco Bay. *Defenders*, v. 50, Aug. 1975: 288-298.
- Concerns the gradual decay of San Francisco Bay including development of wildlife and marshes, and pollution.
- Delaware. University, Newark. College of Marine Studies. A study of the socio-economic factors relating to the outer continental shelf of the Mid-Atlantic coast. [Newark, 1975?] 2 v.
- Contains book 1—vol. I, II, III; book 2—vol. VI, VII, VIII, IX.
- Edsall, Thomas B. State not ready for onshore upheaval an offshore oil strike would bring. In *Extensions of remarks of Robert E. Bauman*. Congressional record [daily ed.] v. 121, Feb. 13, 1975: E525-E528.
- Writes about the problems that Atlantic Coastal states would face if there is an offshore oil strike.
- Gaither, William S. A public authority to manage the Atlantic outer continental shelf. *Coastal zone management journal*, v. 2, no. 1, 1975: 59-64.
- Proposes that an Atlantic Outer Continental Shelf Authority be established to insure orderly and optimal conservation development and to monitor the proposed 200-mile limit for resource exploitation.
- Grant, Richard A., Jr. Ventura coast & plain besieged. *Cry California*, v. 10, fall 1975: 34-38.
- Concerns efforts to coordinate and consolidate regional planning activities according to an as yet unestablished set of priorities for environmental preservation.
- Gupta, Tirath R. Foster, John H. Economic criteria for freshwater wetland policy in Massachusetts. *American journal of agricultural economics*, v. 57, Feb. 1975: 40-45.
- Focus on the Massachusetts law requiring a wetland owner to obtain a permit before altering his wetland. Objective is to "develop a generally applicable criterion which can be used as a basis for the public decision to issue or to deny a permit."
- Haines, Robert W. Wetlands' reluctant champion: the corps takes a fresh look at "navigable waters." *Environmental law*, v. 6, fall 1977: 217-241.
- Discusses the recent revision of the Corps of Engineers' regulations governing the discharge of dredge and fill material into navigable waters so as to comply with the Federal Water Pollution Control Act.
- Harrison, Peter. Spatial aspects of the pressure for shoreline development: the example of Puget Sound. *Coastal zone management journal*, v. 2, no. 2, 1975: 125-148.
- "This paper analyzes the 12-county Puget Sound region in terms of population growth, rate of urbanization, changing occupational structures, and changing income patterns within and between the counties. The results are used to suggest spatial differences in the pressure for coastal development."
- Hawaii. Dept. of Planning and Economic Development. Hawaii coastal zone management program, first-year summary report: 1974-1975. [Honolulu] 1975. 88 p.
- Partial contents.—Technical aspects of coastal zone planning.—Legal aspects of coastal zone planning. Organizational aspects of coastal zone planning.—Annotated bibliography of the program's first year documents. Organizational aspects of coastal zone planning.—Annotated bibliography of the program's first year documents.
- Heikoff, Joseph M. Shorelines and beaches in coastal management: a bibliography. Monticello, Ill., 175. 63 p. (Council of Planning Librarians. Exchange bibliography 876)
- Partial contents.—Coastal zone management.—Shorelines and beaches.—Wetlands and estuaries.—Power plants and energy.—U.S. Army Corps of Engineers projects.
- Hershman, Marc J. Folkenfroth. James C. Coastal zone management and intergovernmental coordination. *Oregon law review*, v. 54, no. 1, 1975: 13-33.
- Article explores problems of program coordination, outlines the Coastal Zone Management Act of 1972, and discusses congressional intent with regard to the relationships among the various state and Federal programs.

Hodges, Allan A. California environmental laws challenge real estate and finance industries. *Mortgage banker*, v. 36, Oct. 1975: 42-43, 46-48.

Includes discussion of "the two state laws which have had the most impact on the development and finance industries: the California Environmental Quality Act of 1970 (CEQA) and the Coastal Zone Conservation Act of 1972." Implementation of the Coastal Zone Management Act of 1972; symposium. *William and Mary Law review*, v. 16, summer 1975: 717-822.

Contents.—The concept of state and local relations under the CZMA, by W. Brewer, Jr.—Models for implementing the CZMA's concept of state-local relations, by L. Koppelman.—Achieving Federal-state coordination in coastal resources management, by M. Hershman.—NEPA and the CZMA: the environmental impact statement and section 306 guidelines, by F. Cameron.—Data management in coastal zone planning, by W. Miller and S. Whitney.—Siting of energy facilities in the coastal zone—a critical regulatory hiatus, by S. Whitney. Johnson, Judith Jones. Johnson, Charles Fremont, III. The Mississippi public trust doctrine: public and private rights in the coastal zone. *Mississippi law journal*, v. 46, winter 1975: 84-117.

Comment considers the basic concepts of the Roman, English, early American, and Mississippi theories of the public trust. Concludes that, in Mississippi, the public trust doctrine should be absorbed by the coastal zone management plans as a land-and-water-use planning device.

Kifer, Robert R. NOAA's marine sanctuary program, *Coastal zone management journal*, v. 2, no. 2, 1975: 177-188.

Discusses title III of the Marine Protection Research, and Sanctuaries Act and how NOAA plans to carry out its mandate to establish marine sanctuaries. Lauf, Ted. Shoreland regulation in Wisconsin. *Coastal zone management journal*, v. 2, no. 1, 1975: 47-58.

"In 1966 Wisconsin launched a shorelands management program to permit counties to zone all unincorporated areas lying 1,000 ft landward of lakes, ponds, and flowages, and to zone 300 ft landward of streams, or to the landward side of the floodplain, whichever is greater. The state developed standards and criteria for the counties including bulk provisions, sanitary restrictions, and subdivision regulations."

Lewis, Sylvia. Coastal plan runs aground. *Planning*, v. 41, Nov. 1975: 12-17.

Presents a case of local resistance to state and Federal governmental coastal zone planning in South Bristol, Maine. The residents postponed any immediate action stemming from outside interference, but they realize that they will have to establish zoning guidelines in the near future.

Magida, Arthur J. Aid sought for states near OCS development. *National journal reports*, v. 7, June 28, 1975: 962-967.

"Now that commercial exploitation of oil and gas resources in the frontier areas of the Outer Continental Shelf seems assured, attention is being focused on federal efforts to help coastal states handle the environmental problems caused by drilling off their shores and by related energy facilities established in their coastal zones."

Mangone, Gerard J. Homer, Jerry. Decisions for Delaware: sea grant looks at legal aspects of OCS development. [Newark] Marine Advisory Services, University of Delaware Sea Grant Program, 1975. 24 p.

"DEL-GS-1-75(2)."

"Three major uses of the United States' outer continental shelf (OCS) on the Atlantic seaboard are considered in this report—the exploration and exploitation of petroleum; the development of deep-water ports; and the use of the shelf as a dumping site."

Miller, H. Crane. Coastal flood plain management and the national flood insurance program: a case study of three Rhode Island communities. *Environmental comment*, Nov. 1975: 1-16.

"... reviews the actual practices of property owners, realtors, and bankers both before and after the availability of flood insurance in the three communities, and discusses a number of conditions that warrant singling out coastal areas for particular concern and management attention by the Federal Insurance Administration, state, and local governments."

Owens, David W. Public participation in local land-use planning: concepts, mechanisms, state guidelines and the Coastal Area Management Act. *North Carolina law review*, v. 53, June 1975: 975-1004.

Comment examines the nature, extent and methodology of citizen participation in governmental planning and decisionmaking.

Owens, David W. Public rights in shoreline recreation areas: a selectively annotated bibliography. Monticello, Ill., 1975. 50 p. (Council of Planning Librarians. Exchange bibliography 894)

This annotated bibliography was prepared to explore the question of the right of the public to use the nation's shoreline.

Roy Mann Associates. Aesthetic resources of the coastal zone. Prepared for the Office of Coastal Zone Management, National Oceanic and Atmospheric Administration. Cambridge, Mass., 1975. 199 p.

"The purpose of this handbook is to guide state coastal zone management agencies in the preparation of planning elements for the delineation and management of coastal aesthetic resources."

Rubin, Kenneth A. The role of the Coastal Zone Management Act of 1972 in the development of oil and gas from the outer continental shelf. *Natural resources lawyer*, v. 8, no. 3, 1975: 399-436.

"This article examines the national interest in prompt exploration and development of the OCS and the possibility that the Coastal Zone Management Act of 1972 (CZMA) may be used to unreasonably delay exploratory drilling."

Sadler, Linda A. Coastal management programs involve developers, mortgage bankers. *Mortgage banker*, v. 35, Sept. 1975: 49-52.

"This article discusses the Federal Coastal Zone Management Act and Guidelines, the status of the CZM programs and their potential impact."

Schmidman, Frank, and others. Coastal zone management: an overview. *Environmental comment*, no. 20. Apr. 1975: 1-16.

Partial contents.—Role of the Corps of Engineers in protecting the coastal zone.—California Coastal Zone Conservation Act of 1972: a sampling of developers' problems.—State coastal zone management programs: property owners beware.—Bibliography.

Scott, Stanley. Governing California's coast. Berkeley, Institute of Governmental Studies, University of California, 1975. 454 p.

Partial contents.—Introduction: background and origins of the California coastal commission.—How well are the commissions functioning?—The appointment formula, and related considerations.—The role of local government.—

Dealing with the regions.—At the state level.

Sloane, Milton. It's time for a critical crossover in coastal management: from processes to people. NOAA [National Oceanic and Atmospheric Administration] v. 5, Oct. 1975: 44-49.

Under the Coastal Zone Management Act of 1972, states and territories "must make a number of critical decisions on the final plan design in the next two years; defining their coastal boundaries; identifying permissible land and water uses and state controls over them; designating areas of particular concern and priority uses; and determining the organizational network needed to implement the plan."

Swanson, Gerald C. Coastal zone management from an administrative perspective: a case study of the San Francisco Bay Conservation and Development Commission. *Coastal zone management journal*, v. 2, no. 2, 1975: 81-102.

United Nations. Secretary-General, 1972— (Waldheim). Marine questions: coastal area management and development; report. [New York] 1975. 19, 7 p. (United Nations. [Document] E/5648)

At the head of title: United Nations Economic and Social Council.

"The report, in defining and underscoring the importance of coastal areas on a global scale, endeavors to set forth the main phases of a planning approach for managing and developing those areas for the benefit of developing coastal states."

U.S. Congress. House. Committee on Government Operations. Conservation, Energy, and Natural Resources Subcommittee. Roles of the Corps of Engineers and U.S. Fish and Wildlife Service in Foster City, Calif. Hearings, 94th Cong., 1st sess. Sept. 12 and 13, 1975. Washington, U.S. Govt. Print. Off., 1975. 175 p.

Committee used these hearings to indicate how Federal, state, and local jurisdictional disputes can hinder the implementation of environmental regulations.

House. Committee on Merchant Marine and Fisheries. Subcommittee on Oceanography. Coastal zone management. Hearings, 94th Cong., 1st sess., on H.R. 1776, H.R. 2928, H.R. 3124, H.R. 3481, H.R. 3637, H.R. 3807, H.R. 3981,

H.R. 4300, H.R. 4858, H.R. 5916, H.R. 6090, H.R. 6255 [and] S. 586. Washington, U.S. Govt. Print. Off., 1975. 303 p.

Hearings held Apr. 29–Sept. 3, 1975.

“Serial no. 94–11.”

_____. Senate. Committee on Commerce. Coastal Zone Management Act amendments of 1975: report on S. 586. Washington, U.S. Govt. Print. Off., 1975. 70 p. (94th Cong., 1st sess. Senate. Report no. 94–277)

_____. Senate. Committee on Interior and Insular affairs. Outer Continental Shelf Lands Act amendments and Coastal Zone Management Act amendments. Joint hearings before the Committee on Interior and Insular Affairs and Commerce, United States Senate, pursuant to S. Res. 45, the national fuels and energy policy study and S. Res. 222, the National Ocean Policy Study, Ninety-fourth Cong., first sess. Washington, U.S. Govt. Print. Off., 1975, 2 v.

“Serial no. 94–14 (92–1041)”

Hearings held Mar. 14–Apr. 9, 1975.

_____. Senate. Committee on Interior and Insular Affairs. Outer Continental Shelf Management Act of 1975: report together with minority and additional views to accompany S. 521. [Washington, U.S. Govt., Print. Off.] 1975. 119 p. (94th Cong., 1st sess. Senate. Report no. 94–284)

U.S. General Accounting Office. National efforts to preserve the Nation's beaches and shorelines—a continuing problem, Corps of Engineers (civil functions), Department of the Army; report to the Congress by the Comptroller General of the United States. [Washington] 1975. 65 p.

“B–118634, June 11, 1975”

U.S. Interagency Committee on Marine Science and Engineering. Federal water-related research, development and management programs in the Great Lakes region. [Washington] 1975. 188 p.

Partial contents.—Navigation and transportation.—Resource management and development.—Limnological and meteorological research.—Recreation.—Coastal development and protection.—Environmental protection.

U.S. Library of Congress. Congressional Research Service. Energy facility siting in coastal areas; prepared at the request of Hon. Warren G. Magnuson, Chairman, Committee on Commerce and Hon. Ernest F. Hollings, Chairman, National Ocean Policy Study for the use of the Committee on Commerce and the National Ocean Policy Study pursuant to S. Res. 222. Washington, U.S. Govt. Print. Off., 1975. 126 p.

At head of title 94th Cong., 1st sess. Committee print.

Prepared by W. Wendall Fletcher and Thomas E. Kane of CRS.

D. Air Quality

Beery, Williamina T. Report on the third APCA government affairs seminar “the Clean Air Act—a time for evaluation.” Journal of the Air Pollution Control Association, v. 25, July 1975: 687–696.

“The Third Government Affairs Seminar sponsored by the Air Pollution Control Association was held in Washington, D.C. on April 16–17, 1975.” “In this report condensed versions of the prepared statements of the participants are presented.”

Blackburn, W. Stanley. Roj, William H. Taylor, Ralph A., Jr. Review of EPA's significant deterioration regulations: an example of the difficulties of the agency-court partnership in environmental law. Virginia law review. v. 69, June 1975: 1115–1186.

The controversy over air quality deterioration has intensified since the promulgation of EPA regulations under the Clean Air Act of 1970. “Since judicial scrutiny of the regulation is inevitable, this note attempts to identify the standards of judicial review of EPA rulemaking and to apply these standards in an analysis of the regulations.”

Bleicher, Samuel A. Economic and technical feasibility in Clean Air Act enforcement against stationary sources. Harvard law review, v. 89, Dec. 1975: 316–354.

“... argues that Congress intends air quality standards to be at significant cost to industry, including shutdown, and develops a framework for decisionmaking in challenges to administrative action under the Clean Air Act. Economic and technical feasibility, he concludes, is generally irrelevant to federal approval of state implementation plans and does not constitute a defense to federal or state enforcement of those plans.”

- Brail, R. K., and others. Emission density and allocation procedures for maintaining air quality. Research Triangle Park, N.C., Environmental Protection Agency, Office of Air Quality Planning and Standards, 1975. 1 v. (various pagings)
 "EPA-450/3-75-079"
- Danielson, Luke J. Control of complex emission sources—a step toward land use planning. *Ecology law quarterly*, 1. 4, no. 3, 1975: 693-735.
 In this comment "examination of present complex source regulations and their place in EPA's strategy provides insight into the problems of implementing the Act and offers a clue to the future of air pollution control."
- Disselhorst, Thomas M. Sierra Club v. Ruckelshaus: "on a clear day...."
Ecology law quarterly, v. no. 4, 3, 1975: 739-780.
 In *Ruckelshaus v. Sierra Club*, EPA's regulations were held to be invalid insofar as they permitted states to adopt implementation plans allowing for degradation of air quality. Comment analyses EPA's proposed regulations in light of both the requirements of the court order and the policy questions which must be considered in formulation an effective NSD (no significant deterioration) policy.
- Doniger, David D. Air Zoning. *Ecology law quarterly*, v. 4, no. 3, 1975: 781-796.
 Comment explores "one method of combining complex source regulation and a strategy of no significant deterioration into an effective tool for land use planning."
- Ferrar, Terry A. Brownstein, Alan B. Variance design and air pollution control. *Journal of the Air Pollution Control Association*, v. 25, June 1975: 602-604.
 Variance policies applied in 1972 are examined from an economic incentive standpoint and policy guidelines for future incidents are recommended.
- Guilbert, Thomas G. P. The relationship between the state and Federal regulation of air polluting energy sources in Oregon. *Oregon law review*, v. 54, no. 4. 1975: 526-538.
 Article discusses "vertical" preemption between Federal and state air pollution agencies and "horizontal" preemption by the FEA and the Energy Facility Siting Council. Some of the possibilities of policy frustrations are explored which can result when no agency knows who has specific authority.
- Lehmann, Edward J. Air pollution economics: a bibliography with abstracts; search period covered 1964—June 1975. Springfield, Va., National Technical Information Service, 1975. 24 p.
 "NTIS/PS-75/535"
 "Presented are abstracts covering studies on the economics of air pollution control and management. This includes the economics involved with industrial waste treatment, urban planning, Government planning, and automobile and mass transportation. Specific cost studies have been excluded unless they apply to an industry or entire region."
- Magida, Arthur J. New clean air provisions responded to local complaints. *National journal*, v. 7, Nov. 22, 1975: 1589-1594.
 "Local governments complain that the lack of local review of clean air plans drafted by the Environmental Protection Agency (EPA) threatens to violate the traditional division of authority between the federal and local governments."
- National Research Council. Commission on Natural Resources. Air quality and stationary source 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., 1975. 909 p.
 "Serial no. 94-4"
 At head title: 94th Cong., 1st sess. Committee print.
- Reiquam, Howard. Dee, Norbert, Choi, Paul. Assessing cross-media. Environmental science & technology, v. 9, Feb. 1975: 118-120.
 "A control strategy to achieve air quality may affect water quality adversely. Minimization of cross-pollution at least cost and greatest benefit is possible."
- Reynolds, Anthony, Reynolds, Judith. Winds of change. *Appraisal journal*, v. 43, Oct. 1975: 514-561.
 Examines the implications of implementing the Clean Air Act for real estate.
- Rhoads, Richard G. The nationwide program for maintenance of air quality. *Journal of the Air Pollution Control Association*, v. 25, Dec. 1975: 1203-1206.

- Posits that "after existing sources have reduced their emissions to the lowest practical level, further air pollution control can only be accomplished by implementing rational planning procedures for management of any new sources of air pollution." This will require cooperation at all levels of government "to ensure that future land use plans include appropriate air quality considerations."
- Roberts, John J. Croke, Edward J. Booras, Samuel. A critical review of the effect of air pollution control regulations on land use planning. *Journal of the Air Pollution Control Association*, v. 25, May 1975: 500-520.
 "Although a number of recent federal initiatives explicitly require greater coordination of land use and air quality maintenance, viable working relationships among the planning and regulatory agencies have not been developed."
- Schroeder, Stanley W. The impact of current air pollution legislation and litigation on energy production. *Oregon law review*, v. 54, no. 4, 1975: 515-523.
 Article calls for substantial changes in the Clean Air Act to stimulate energy production. The specific effects of the Clean Air Act on various energy industries is discussed.
- Sharp, James A. Clean Air Act amendments require strict land use controls. *Mortgage banker*, v. 35, Sept. 1975: 42, 44-47.
 "The main issues revolve around the use of facility-by-facility review, as opposed to overall air quality and transportation planning, and the authority of EPA to promulgate and administer regulations as part of state implementation plans (SIPs)."
- Stolwijk, Jan A. J., and others. Evaluation of the Clean Air Act amendments of 1970; a study. [New Haven, Conn., Institution for Social and Policy Studies] 1975. 1 v. (various pagings)
 A project to evaluate the Clean Air Act was conducted within the framework of the Institution for Social and Policy Studies seminar on "Quantitative Approaches to Environmental Quality." Study was primarily concerned with determining what health benefits would be realized with improvements in ambient air quality resulting from various levels of automotive emission control.
- Szczepanski, Charles. Cities can have clean air. HUD challenge, v. 6, Aug. 1975: 30-32.
 "Improving health and general well-being by improving air quality through good design is a much needed step toward the national goal of a decent home and suitable living environment for every American."
- Thom, Gary C. Ott, Wayne R. Air pollution indices: a compendium and assessment of indices used in the United States and Canada. [Washington? Council on Environmental Quality?] 1975. 164 p.
 Summarizes and assesses "the many air pollution indices that are regularly being used to communicate air quality information to citizens of the United States and Canada."
- U.S. Congress. House. Committee on Interstate and Foreign Commerce. Subcommittee on Health and the Environment.
 Clean Air Act amendments—1975. Hearings, 94th Cong., 1st sess., on title V and VI of H.R. 2633 and H.R. 2650 (and all other bills which amend the Clean Air Act). Parts 1 and 2. Washington, U.S. Govt. Print. Off., 1975. 1308 p.
 "Serial no. 94-25 and 94-26."
 Hearings held Mar. 13-26, 1975.
- Senate. Committee on Public Works. Subcommittee on Environmental Pollution. Implementation of the Clean Air Act—1975. Hearings, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 3 v.
 "Serial no. 94H10."
 Hearings held Apr. 24 . . . May 20, 1975.
 Contains "A Summary of Clean Air Act oversight hearing" by Robert E. Trumbule, Joseph P. Biniek, John E. Blodgett, Maria H. Grimes, and Connie A. Musgrove.
- U.S. Environmental Protection Agency. An analysis of the impact on the electric utility industry of alternative approaches to significant deterioration. Washington, 1975. 44 l.
 At head of title: Volume I—executive summary.
 This report was prepared jointly by the Environmental Protection Agency and the Federal Energy Administration.
 "FEA/D-75/585."
- U.S. General Accounting Office. Federal programs for research on the effects of air pollutants. Environmental Protection Agency: report to the Chairman,

Subcommittee on the Environment, Committee on Commerce, United States Senate by the Comptroller General of the United States. [Washington] 1975. 75 p.

"RED-76-46, Dec. 11, 1975."

Determines that "much more research is needed on the health and ecological effects of air pollutants to adequately support and/or modify present national air standards and motor vehicle emission standards and to identify and set standards for other pollutants."

Werner, Kirk G. Lehmann, Edward J. Air quality monitoring: a bibliography with abstracts; search period covered. 1970-June 1975. Springfield, Va., National Technical Information Service, 1975. 181 p.

"NTIS/PS-75/529."

"The selected research covers various aspects of air pollution monitoring, including sensor design, site selection, operation criteria, and calibration. (Contains 181 abstracts)." other bills which amend the Clean Air Act). Parts 1 and 2.

E. Water Quality and Resources

Agriculture and clean water: proceedings of a conference to explore control strategy for agricultural nonpoint source water pollution. Kansas City, Mo., Midwest-Research Institute, 1975. 154 p.

"A 1-day conference was held to promote a constructive dialogue on the development of plans for the control of agriculture related nonpoint source pollution arising from sediment erosion, fertilizer runoff, livestock wastes and pesticide residues."

Arizona. Water Commission. Phase I: Arizona State water plan; inventory of resource and uses. [Phoenix] 1975. 224 p.

Ashton, Peter M., ed. Underwood, Richard C., ed. Non-point sources of water pollution. Blacksburg, Virginia Water Resources Research Center, 1975. 314 p.

"Proceedings of a Southeastern Regional Conference conducted on May 1 and 2, 1975 in Blacksburg, Virginia by the Virginia Water Resources Research Center."

"Partial contents.—"An overview of agricultural and rural non-point water pollution in the Southeastern United States", by V. Kilmer.—"Methodology for assessing rural non-point source pollution", by F. Humenik, F. Koehler, M. Overcash.—"Characterization of urban land runoff, by N. Colston.—"Non-point water pollution: Federal and state perspectives", by J. Churchill.

Baker, (Michael) Jr., inc. Inactive and abandoned underground mines: water pollution prevention and control. Washington, Office of Water and Hazardous Materials, U.S. Environmental Protection Agency, 1975. 338 p.

Bibliography: p. 325-338.

"... provides information on the chemistry and geographic extent of mine drainage pollution in the U.S. from inactive and abandoned underground mines: underground mining methods and the characterization of mine drainage control techniques."

Bondreau, Jacques J., and others. Water-quality criteria—industry's stake in the water market. Journal [of the] American Water Works Association, v. 67, Feb. 1975: 57-75.

Concerns water quality management and standards for various industries i.e., textile, petroleum, chemical, etc.

Branson, R. L., and others. Water quality in irrigated watersheds. Journal of environmental quality, v. 4, Jan.-Mar. 1975: 33-40.

Provides a brief overview of the influence of irrigation water quality on crops and soils. Reviews the "impact of agriculture, itself, on the quality of water in irrigated watersheds."

Brinch, Jeannette. Water pollution act floundering. Environmental action, v. 7, June 21, 1975: 3-6.

"Nearly three years ago Congress passed legislation giving EPA far-reaching powers to stop industries and municipalities from polluting U.S. waterways." Several problems encountered by the Environmental Protection Agency are analyzed.

Burkhart, Kathryn W. Dirty water in the bulrushes. New republic, v. 172, June 14, 1975: 16-20.

"Whatever the means, it is plain that we must assure ourselves safe drinking water." Biological and other methods must be devised to remove from our drinking water the industrial age contaminants that escape treatment or are themselves created by existing depollution technologies.

- Carlson, Karen Townsend. The people's lake. *Environment*, v. 17, Mar. 1975: 16-20, 25-26.
- Deals with the discharge of taconite waste by the Reserve Mining Company of Silver Bay, Minnesota into Lake Superior. Points out that the judicial process has been slow and the possibility that Reserye's tailings contained asbestos, a cancer-causing agent.
- Caulfield, Henry P., Jr. Let us dismantle—largely but not fully—the Federal water resource development, or the apostasy of a long-standing water development federalist. In Remarks of Gary W. Hart. Congressional record [daily ed.] v. 121, June 19, 1975: S11030-S11032.
- Urges "Congress to initiate some provocative and politically challenging actions which would drastically restructure our present means of water management; the main thrust of which is to throw the programs to the States in the form of block grants and loans with revised mechanisms for Federal-State coordination and planning."
- Cluff, C. B., DeCook, K. J. Conflicts in water transfer from irrigation to municipal use in semiarid environments. *Water resources bulletin*, v. 11, Oct. 1975: 908-918.
- Concerns the regions of Phoenix and Tucson, Arizona.
- Energy and Environmental Analysis. "Fulfilling a promise": a fall 1975 assessment of the U.S. EPA construction grants program. [Washington, National Utility Contractors Association, 1975] 34 p.
- "This report is an update of NUCA's March 1975 assessment of the U.S. EPA's \$18 billion construction grant program."
- Energy and Environmental Analysis. "Fulfilling a promise": an analysis of the 1972 Clean Water Act's construction grants program with findings and recommendations. [Washington, National Utility Contractors Association, 1975] 126 p.
- Franklin, B. Nondegradation of water quality: the need for effective action. *Notre Dame lawyer*, v. 50, June 1975: 890-909.
- Article posits that while nondegradation of clean water is a recognized policy, EPA has not effectively implemented it. Suggestions for an affirmative program are included.
- Gore, Peter H., Wison, Samuel, Capener, Harold R. A sociological approach to the problem of water pollution. *Growth and change*, v. 6, Jan. 1975: 17-22.
- "In an atmosphere of apparent public concern over environmental problems, stern questions need to be raised about the dimensions of that concern and about its sources. The research which served as a basis for this article was intended to explore public attitudes with a view to answering both of these questions."
- Hanson, Bruce J. A compact for the future. *Water spectrum*, v. 7, summer 1975: 34-40.
- Concerns the challenge presented, "in developing a coordinated approach to planning for the environs of the Tennessee-Tombigbee Waterway."
- Harold F. Wise, Planning Consultants. The Water Pollution Control Act of 1972: institutional assessment. Washington, National Commission on Water Quality, 1975. 1 v. (various pagings)
- "The planning sections of the Federal Water Pollution Control Act Amendments of 1972 (Secs. 106, 208, 209, and 303) are examined along with their administration by the U.S. Environmental Protection Agency and the states."
- Hudson, Hugh H. Water for Wyoming's coal. *Water spectrum*, v. 7; summer 1975: 41-46.
- Discusses the use of water in coal processing and gives a description of Wyoming's hydrological situation.
- Lansford, Robert R., and others. A socio-economic evaluation of alternative water management policies on the Rio Grande in New Mexico. *Natural resources journal*, v. 15, Apr. 1975: 307-325.
- An in-depth look at the water and related sources in the Rio Grande Region of New Mexico. "This interdisciplinary study was designed to evaluate the social and economic impacts of alternative water-use policies for solving the water scarcity problems of the Rio Grande Region of New Mexico."
- Laska, Lewis L., Fant, Gregory C. Water pollution control in Alaska: the Alaska Environmental Conservation Act of 1971. *UCLA-Alaska law review*, v. 4, spring 1975: 263-293.
- "This legislation, and the accompanying administrative procedures, are the subject matter of this article, the purpose of which is to explore how the

- Alaska state legislature has handled water pollution control." Appendix: "Selected provisions of the Alaska Environmental Conservation Act of 1971."
- Lund, Leonard. Capital markets and water quality needs: 1975-1985: a conference held June 11-12, 1975 at the Waldorf-Astoria, New York City. [New York, Conference Board, 1975] 78 p. (The Conference Board. Report No. 673)
- Says \$200 billion is the most likely sum needed to meet water quality requirements during the next ten years as required by the Water Quality Act of 1972. Deals with the impact this investment will have on the nation's capital markets and the U.S. economy, concluding that pollution abatement requirements will almost certainly divert capital away from badly-needed plant modernization and expansion, causing shortages in basic materials industries.
- Mandelker, Daniel R. Critical area controls: a new dimension in American land development regulation. *Journal of the American Institute of Planner*, v. 41, Jan. 1975: 21-31.
- Third and last article contained in a symposium entitled "New Perceptions in Land Regulation." Examines "the critical area procedures that are an important part of the American Law Institute's Model Code provisions for state land development regulation. The statutory systems for the administration of critical area controls is examined. Problems of implementation are noted, and some possible revisions in the statutory proposals are suggested. Recent state legislation enacting the critical area concept is then compared with the American Law Institute proposals."
- National Commission on Water Quality. Staff draft report. [Washington] 1975. 1 v. (various pagings)
- Evaluates the long term implications of the Federal Water Pollution Control Act of 1972.
- Oregon. State University, Corvallis. Water Resources Research Institute. Water resources policy issues—1975. [Corvallis] 1975. 93 p.
- Partial contents.—Overview: Water resources policy issues, by D. Lane.—Water requirements for energy, by L. Wilkerson.—Water diversion and the moratorium, by R. Johnson.—Water conservation and irrigated agriculture, by W. Schmisser.
- Parker, Gerald G. Water and water problems in the southwest Florida water management district and some possible solutions. *Water resources bulletin*, v. 11, Feb. 1975: 1-20.
- Pew, Thomas W., Jr., Last squeeze on the Colorado. *Defenders*, v. 50, Aug. 1975: 302-305.
- Discusses the environmental and political issues concerning the Central Arizona Project.
- Rosain, Robert M. Understanding the EPA's effluent guidelines and standards. *Power engineering*, v. 79, Apr. 1975: 55-58.
- "Water pollution control laws passed in 1972 set various deadlin dates for attaining various levels of pollution control. A convenient table lists these dates."
- Schmidt, Curtis J. Klugleman, Irwin. Clements, Ernest V., III. Municipal wastewater reuse in the U.S. *Journal [of the] Water Pollution Control Federation*, v. 47, Sept. 1975: 2229-2245.
- Provides a state-of-the-art survey which summarizes information about reuse operations. Emphasizes only direct reuse of water as it leaves the treatment plant.
- Sharma, Prakash C. Water resource development: a selected research bibliography. Monticello, Ill., 1975, 14 p. (Council of Planning Librarians. Exchange bibliography 764)
- Contains over 160 selected references on studies in "Water Resources Development" published chiefly during 1950-1972. Part 1 lists books. Part 2 lists articles and periodicals.
- Sonzoqni, William C. How the Great Lakes were evaluated. *Environmental Science and Technology*, v. 9, Oct. 1975: 924-928.
- The Great Lakes Basin Commission, created by P.L. 89-80, studied the world's largest fresh-water ecosystem exhaustively.
- A comprehensive report, the Great Lakes Basin study, presents the Commission's findings. Article summarizes scope of the study.
- Technology an \$20 billion advance wastewater treatment effort. *Engineering news-record*, v. 195, Oct. 2, 1975: 18-19, 21-22, 24, 26, 29, 31.
- "By July 1, 1983, cities throughout the country should be treating wastewater with the 'best practicable treatment' to meet the standards of the Water Pollution Control Act of 1972."

In order to comply, spending of more than \$20 billion may be required for construction of advanced wastewater treatment plants.

U.S. Bureau of Mines. Interdisciplinary Research Task Force Committee. Implications of the Water Pollution Control Act of 1972 for the mineral resources industry, a survey. [Washington, Distributed by NTIS] 1975. 61 p. (U.S. Bureau of Mines. Information circular 8681)

"PB-245 936."

"This report summarizes the cost of United States mining and milling industry compliance with the EPA interim water quality guidelines for waste discharges."

U.S. Congress. House. Committee on Public Works and Transportation. Subcommittee on Investigations and Review. Implementation of the Federal Water Pollution Control Act. Hearings, 94th Cong., 1st sess. May 13, and 14, 1975. Washington, U.S. Govt. Print. Off., 1975. 144 p.

_____. House. Committee on Public Works and Transportation. Subcommittee on Water Resources. Development of new regulations by the Corps of Engineers, implementing section 404 of the Federal Water Pollution Control Act concerning permits for disposal of dredge or fill material. Hearings, 94th Cong., 1st sess. July 15-16, 22, 1975. Washington, U.S. Govt. Print. Off., 1975. 292 p.

_____. House. Committee on Public Works and Transportation. Subcommittee on Water Resources. To amend the Federal Water Pollution Control Act. Hearings, 94th Cong., 1st sess., on H.R. 9560. Sept. 23, 24, and 30, 1975. Washington. U.S. Govt. Print. Off., 1975. 344 p.

_____. Senate. Committee on Interior and Insular Affairs. Amending the Water Resources Planning Act of 1965; report to accompany S. 506. [Washington, U.S. Govt. Print. Off.] 1975. 8 p. (94th Cong., 1st sess. Senate. Report no. 94-408)

_____. Senate. Committee on Interior and Insular Affairs. The Water Resources Planning Act: an assessment: report. [Prepared by Warren Viessman, Jr. and Christopher Caudill; Senior Specialist in Engineering and Public Works and Research assistant, Environmental Policy Division, Library of Congress] Washington. U.S. Govt. Print. Off., 1975. 66 p.

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_____. Senate. Committee on Interior and Insular Affairs. Subcommittee on Energy Research and Water Resources. To amend the Water Resources Planning Act. Hearing, 94th Cong., 1st sess., on S. 506, S. 1299 [and] S. 1596. July 10, 1975. Washington, U.S. Govt. Print. Off., 1975. 245 p.

_____. Senate. Committee on Interior and Insular Affairs. Subcommittee on Energy Research and Water Resources. Water Resources Research and Technology Development Act.. Hearing, 94th Cong., 1st sess., on S. 1301. July 11, 1975. Washington, U.S. Govt. Print. Off., 1975. 165 p.

_____. Senate. Committee on Public Works. Federal Water Pollution Control Act extensions; report to accompany S. 2710. [Washington, U.S. Govt. Print. Off.] 1975. 2 p. (94th Cong., 1st sess. Senate. Report no. 94-482)

_____. Senate. Committee on Public Works. Subcommittee on Environmental Pollution. Disapproval of the deferral of water pollution construction grant funds. Hearing, 94th Cong., 1st sess., on S. 70. Feb. 28, 1975. Washington, U.S. Govt. Print. Off., 1975. 101 p.

"Serial no. 94-H7."

_____. Senate. Committee on Public Works. Subcommittee on Environmental Pollution. Status of the water pollution construction grant program. Hearing, 94th Cong., 1st sess. Feb. 4, 1975. Washington, U.S. Govt. Print. Off., 1975. 62 p.

"Serial no. 94-H1."

_____. Senate. Committee on Public Works. Subcommittee on Environmental Pollution. Water Pollution Control Act of 1972: effect on small communities. Hearing, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 81 p.

"Serial no. 94-H21."

Hearings held Apr. 5, 1975, Gardiner, Maine.

U.S. Environmental Protection Agency. Water quality strategy paper. 3d ed. Washington [1975] 24 p.

Summarizes "the near-term and the long-range views of EPA on the control of water pollution. Section A and B chart EPA's goals for Fiscal Year 1976. Sections C and D put these goals in the broader perspective of the next decade. The 1977-1983 sequence of the Act is discussed, and the direction of the program is laid against recent and projected trends in water quality."

- _____. Office of Water and Hazardous Materials. Development documents for interim final and proposed effluent limitation guidelines and new source performance standards for the ore mining and dressing industry; point source category. Washington, 1975, 2 v.
"EPA440/1-75/061."
- _____. Office of Water and Hazardous Materials. Effluent Guidelines Division. Development document for interim final effluent limitations guidelines and new source performance standards for the coal mining point source category. Washington, 1975, 247 p.
"EPA 440/1-751057."
". . . details findings, conclusions and recommendations on control and treatment technology relating to waste water from coal mines and coal preparation plans."
- U.S. General Accounting office. Federal, state, local and public roles in constructing waste water treatment facilities. Environmental Protection Agency; report to the Conservation, Energy and Natural Resources Subcommittee, House Committee on Government Operations by the Comptroller General of the United State. [Washington] 1975, 45 p.
"RED-76-45, Dec. 5, 1975."
Reviews how well Federal, State, and local governments and consulting engineers planned, designed, constructed, operated, maintained, and inspected facilities, and whether the public participation in the policy and decisionmaking process in the agency's Philadelphia and Chicago regional offices."
- _____. Potential of value analysis for reducing waste treatment plant costs, Environmental Protection Agency; report to the Congress by the Comptroller General of the United States [Washington] 1975, 2 v.
"B-166506, May 8, 1975."
"RED-75-367."
Enclosure "Potential of value analysis for reducing waste treatment plant costs." May 8, 1975, 119 pages prepared for GAO by McKee-Berger-Banuseto, Inc.
- U.S. Interagency Committee on Marine Science and Engineering. Federal water-related research, development and management programs in the Great Lakes region. [Washington] 1975, 188 p.
Partial contents.—Navigational and transportation.—Resource management and development.—Limnological and meteorological research.—Recreation.—Coastal development and protection.—Environmental protection.
- U.S. Laws, statutes, etc. Compilation of Federal, state and local laws controlling nonpoint pollutants: an analysis of the law affecting agriculture, construction, mining and silviculture activity. [Washington] 1975, 1 v. (various pagings)
"EPA-440/9-75-011."
- Warren, Jacqueline Manny. Is anyone cleaning up our water? Environmental action, v. 7, June 21, 1975: 10-14.
"Unless public pressure is brought to bear on federal, state, and local water authorities to use the Federal Water Pollution Control Act Amendments and the Safe Drinking Water Act together to regulate contaminants at both the source and at the tap, the hazardous condition of much of our drinking water is likely to continue unabated."
- Water law conference, Denver, Colorado. February 6-7, 1975: water law issues—
"75 Natural resources lawyer, v. no. 2, 1975: 219-390."
Partial contents.—Federal reserved rights—the Federal reserved rights doctrine from 1866 through Eagle County: special considerations involving Indian rights.—Current problems involving Federal reclamation projects—owner eligibility restrictions, acreage and residency: state control over Federal reclamation projects.—Water and energy development—water demands for energy development: problems under state-water laws: initiation of new rights: ground water law, problem areas.
- Water pollution control: literature review. Journal [of the] Water Pollution Control Federation, v. 47, June 1975: whole issue.
Partial contents.—Nature and analysis of chemical species.—Wastewater treatment: physical and chemical methods; sludge treatment, utilization, and disposal; water reclamation and reuse; land disposal of wastewater.—Industrial wastes: agricultural wastes: coal and coal mine drainage: solid wastes and water quality: radioactivity wastes.—Water pollution: eutrophication: microbiology, water borne outbreaks: marine and estuarine pollution: heavy metals and other trace elements: thermal effects.

White, Anthony G. Urban water supplies and politics: a selected bibliography. Monticello, Ill., 1975: 8 p. (Council of Planning Librarians. Exchange bibliography 978)

"The entries in this bibliography are but a brief sampling of water literature, most of which is devoted to pollution and its control."

F. Land Use Planning

Advisory Commission on Intergovernmental Relations. ACIR state legislative program: 5. environment, land use and growth policy. Washington, 1975. 146 p.

Suggests legislative measures to implement state growth policy objectives, land use regulations, and environmental protection standards.

Agricultural retention: an emerging issue. *Environmental Comment*, no. 21, May 1975: 1-15.

Partial contents.—Issues in land use, by W. Bonner and T. Sidor.—Use-value farmland assessments.—Eligibility requirements by states and provinces.—The legal aspects of an agricultural open space preserve through exclusive agricultural zoning in New Jersey.

Allen, Gary. Land use: Washington grabs for control. *American Opinion*, v. 18, June 1975: 9-16, 75, 77, 79, 81, 83, 85, 87-88.

Questions increasing Federal control of land use and encroachment of the rights of private property.

American Enterprise Institute for Public Policy Research. Land use proposals. Washington [1975] 30 p. (American Enterprise Institute for Public Policy Research. Legislative analysis, 94th Cong., no. 3)

"This analysis starts with a brief outline of the legislative history of federal land use planning—from the first Jackson proposal in the 91st Congress to the current bills pending before the 94th Congress—and includes a summary of the stated purposes of the bills. Section two explores the basic issues that have emerged in debate and presents the major arguments for and against federal land use planning."

Anderson, Robert M. Land use control. *Syracuse Law Review*, v. 26, winter 1975: 149-159.

Partial contents.—Single family districts.—Nonconforming uses.—Interim zoning.—Cluster zoning.—Judicial zoning.

Anderson, William D. Gustafson, Gregory C. Baley, Robert F. Perspectives on agricultural land policy. *Journal of Soil and Water Conservation*, v. 30, Jan.-Feb. 1975: 36-43.

"How important the need is to preserve prime agricultural land depends on the vantage point from which one views agricultural land and land policy."

Baker, R. Lisle. Controlling land uses and prices by using special gain taxation to intervene in the land market: the Vermont experiment. *Environmental Affairs*, v. 4, summer 1975: 427-480.

Article discusses the new tax and its test in the courts, estimates the effects of the tax on Vermont land uses and prices, and notes similar innovations elsewhere.

Barrows, Richard L. Prenguber, Bruce A. Transfer of development rights: an analysis of a new land use policy tool, *American Journal of Agricultural Economics*, v. 57, Nov. 1975: 549-557.

Analyzes the TDR concept using a case study and concludes that it is a promising land use tool but has many practical difficulties.

Booth, Richard S. The Adirondack Park Agency Act: a challenge in regional land use planning. *George Washington Law Review*, v. 43, Jan. 1975: 612-634.

The Adirondack Park Agency Act establishes regional land use controls applicable to all non-state lands in the park. Article explains the background and the basic outline and operation of these controls.

Bosselman, Fred P. The local planner's role under the proposed model land development code. *Journal of the American Institute of Planners*, v. 41, Jan. 1975: 15-20.

Second of three articles contained in a symposium entitled "New Perceptions in Land Regulation." Examines the newly proposed model code of the American Law Institute for state land development regulation, focusing on the role of the local planner in the land development process.

Brough, Michael B. Flexibility without arbitrariness in the zoning system: observations on North Carolina special exception and zoning amendment cases. *North Carolina Law Review*, v. 53, June 1975: 925-958.

Article concludes that "the same flexibility that is needed if local governments are to make wise land-use decisions can also be used to make arbitrary land-use decisions. The challenge posed by this dilemma will have to be recognized and faced if the special exception and the zoning amendment, building blocks of a flexible land use control system, are to be utilized fairly and effectively [in North Carolina]".

Brown, George D. State land use laws and regional institutions. *Environmental affairs*, v. 4, summer 1975: 393-425.

Article focuses upon Massachusetts and the intragovernmental issues which have arisen in the course of the land use debate. Sets forth three propositions for consideration: allocation of responsibility, development of institutions with political accountability, and varying structures and operations for the state-wide legislation.

Burns, Heather L. Development rights transfer: introduction and bibliography. Monticello, Ill., 1975. 13 p. (Council of Planning Librarians. Exchange bibliography 755)

Buschman, Charles G. Preserving scenic areas: the Adirondack land use program. *Yale law journal*, v. 84, July 1975: 1705-1721.

Note analyzes New York State's new program of land use regulation intended to protect the Adirondack Mountain region from crowding and commercial development with respect to background, goals and mechanisms. Shows "that the program is skillfully framed to disarm two constitutional objections—exclusion and 'taking'—which have plagued environmentally oriented land use regulations in the past."

California Land-Use Task Force. The California land: planning for people. [Los Altos, W. Kaufmann, 1975] 69 p.

California Land-Use Task Force. The California land: planning for people. [Los Altos, California, William Kaufmann, Inc., 1975] 96 p.

Briefly describes the governmental agencies exercising authority over land use, reports policy findings in key areas related to land use planning, and presents recommendations for a comprehensive state land use planning process.

Carr, Jack. Smith, Lawrence B. Public land banking and the price of land. *Land economics*, v. 51, Nov. 1975: 316-330.

"Because restraint of land prices is critical to most arguments for public land banks, especially in Canada, and because the process by which public land banks would restrain land prices has never been clearly stated nor rigorously examined, it is the purpose of this paper to examine the mechanisms by which land banks might effect residential land values."

Chavooshian, B. Budd. Norman, Thomas. Transfer of development rights: a new concept in land-use management. *Appraisal journal*, v. 43, July 1975: 400-409.

The authors trace land-use concepts from the colonial idea of property ownership through planned unit development. They note that these and other approaches may cause a conflict between the social good of well-planned land-use patterns and the constitutional concept of individual property rights. The author points out that development rights transfer [TDR] provides a new technique to solve this fundamental dilemma by combining planning with certain aspects of property law. This article deals mainly with the definition and proposed implementation of TDR in New Jersey.

Christman, Raymond R. State land use programs: issues and options; a supplementary study of the Pennsylvania Land Policy Project. Harrisburg, Pennsylvania Office of State Planning, 1975. 31 p.

Partial contents.—Guides for Pennsylvania.—Seven state land use programs—Bibliography.

Clawson, Marion. Economic and social conflicts in land use planning. *Natural resources journal*, v. 15, July 1975: 473-489.

"Although land use control, or at least influence over private land use, has always been exercised by each of the three major levels of government (federal, state and local) in the United States, the role of these different levels of government has changed somewhat in the past decade or so, and promises to change more in the future."

Coke, James G. Land use reform: a new agenda for Ohio. *Current municipal problems*, v. 17, summer 1975: 56-65.

Reports on a survey conducted in Ohio which revealed two dominant attitudes toward land use as a scarce resource which must be controlled above local government, and an older group who favored local control.

Conservation Foundation. Land banking can ease some growing pains. Conservation Foundation letter, Dec. 1975: 1-7.

Evaluates "land banking" (large-scale public land acquisition) as an effective tool to guide growth, hold down costs of land and housing, and to aid the public in benefiting from value increases. Discusses the problems of "adequate financing, effective management, and political opposition from property owners and developers who feel threatened."

Council for Agricultural Science and Technology. Multiple use of public lands in the seventeen Western States. [Ames, Iowa State University, Dept. of Agronomy] 1975. 36 p. (Council for Agricultural Science and Technology. Report no. 45)

"The report examines the conflicts, the factual background, and the difficulties in applying the multiple-use concept to decision-making on management of public lands under the wide variety of circumstances encountered in practice."

Council for Agricultural Science and Technology. Task Force on Soil and Water Conservation. Land resource use and protection. [Ames, Iowa] 1975. 30 p. (Council for Agricultural Science and Technology. Report no. 38)

"This report on land resource use and protection was prepared for use by the U.S. Senate Committee on Agriculture and Forestry at the request of the Honorable Herman E. Talmadge, Chairman."

Council of State Governments. Issues and recommendations—state critical areas programs. Lexington, Ky. [1975] 45 p. (Council of State Governments. RM-548)

"Land use policy and program analysis, no. 5"

_____. Task Force on Natural Resources and Land Use Information and Technology.

Land: state alternatives for planning and management; a task force report. Lexington, Ky. [1975] 100 p. (Council of State Governments. RM-549)

"This comprehensive report should provide an invaluable contribution to understanding the complexities of land planning and management and the role of state governments in this field."

Coupland, Robert. Rural zoning in Nebraska. *Nebraska Law Review*, v. 54, no. 3, 1975: 586-602.

Article analyzes the mechanics and possible applications of comprehensive zoning, based on comprehensive development and implementation plans.

Danielson, Luke J. Control of complex emissions sources—a step toward land use planning. *Ecology Law Quarterly*, v. 4, no. 3, 1975: 693-735.

In this comment "examination of present complex source control regulations and their place in EPA's strategy provides insight into the problems of implementing the Act and offers a clue to the future of air pollution control."

Dean, John B. A panacea that wasn't. *Cry California*, v. 10, summer 1975: 18-23.

The California Land Conservation Act of 1965 (known as the Williamson Act) was the outgrowth of widespread public concern at the loss of highly productive farm land. Reports on how well the law has worked.

Doniger, David D. Air zoning. *Ecology Law Quarterly*, v. 4, no. 3, 1975: 781-796.

Comment explores "one method of combining complex source regulation and a strategy of no significant deterioration into an effective tool for land use planning."

Doyle, Jack. Land use: two views. *Environmental Action*, v. 7, May 10, 1975: 3-5.

Most land use control advocates support the major pending bills sponsored by Morris Udall and Alan Steelman in House and Henry Jackson in the Senate. Two supporters of land use planning wrote on their differing views concerning this legislation.

Dzurik, Andrew A. Land management in the sunshine state. *Water spectrum*, v. 7, summer 1975: 26-33.

Concerns the Florida Environmental Land and Water Management Act which is being applied to Florida's many unique land areas.

Engel, N. Eugene. Political and economic approaches to retaining prime land. *State government*, v. 48, autumn 1975: 210-215.

Discusses "the political and the economic forces behind state and local approaches to retain prime land. The economic argument to retain prime

land rests with the profit motivation characteristic of American agriculture and a capitalistic economy."

Federal Land Use Planning Conference, Lewis and Clark Law School, Northwest-ern School of Law, 1975.

Papers. *Environmental law*, v. 5, spring 1975: 369-760.

Partial contents.—Land use planning in America—controlling other people's property through covenants, zoning, state and Federal regulation.—Federal experience—a critique of the concept of Federal land use regulation; land use planning; the Federal income tax and justice, a challenge to social problem solving.—State experience—land use planning and coastal zone management, the Oregon story, the Delaware coastal zone experience.

Fellows, Irving F. Development rights and land preservation techniques—the micro aspects. *Connecticut government*, v. 28, winter 1975: 1-4.

"The central argument of this paper is that the development potential of private property is related to the social welfare and properly comes within the scope of the police power of the state. This power can be exercised through the transfer of development rights with compensation to the current owner."

Field, Barry C. Conrad, Jon L. Economic issues in programs of transferable development rights. *Land economics*, v. 51, Nov. 1975: 331-340.

"It is a conclusion of this paper that apparently minor variations in the institutions and transfer rules governing [development rights transfer] programs can result in significant differences in their efficiency within a land-use planning programs as well as in the distribution of costs and benefits within a community. As such, a framework to assess the economic impacts of certain of these proposals seems timely."

Francis, A. Denise. Land banking: development control through public acquisition and marketing. *Environmental law*, v. 6, fall 1977: 191-216.

Comment focuses on land banking as an alternative to zoning. Land banking "refers to acquisition by a public body of large tracts of land in advance of urban expansion; these tracts are later disposed of (in parcels) according to a regional development plan."

Fussner, Sarah Elizabeth. Wiley, William S. Oregon's new state Land Use Planning Act—two views. *Oregon law review*, v. 54, no. 2, 1975: 203-223.

Comment consists of two sections with contrasting views of Oregon's Land Use Planning Act. "The first discusses the LCDC's power to grant permits and to review plans and suggests that state-level planning should be limited. The second section critically analyzes the act and compares it with the ALI Model Land Development Code and the recently defeated Land Use Policy and Planning Assistance Act of 1972."

Gale, Dennis E. Yampolsky, Harvey. Agri-zoning: how they're gonna keep 'em down on the farm. *Planning*, v. 41, Oct. 1975: 17-21.

Concerns farmland preservation in areas adjacent to cities.

Gantner, Anthony F. Resource allocation and comprehensive planning: summary of a California Tomorrow seminar on the use of land resources. [San Francisco, California Tomorrow, c1975] 15 p.

". . . to assess traditional regulatory techniques, their adequacies and failures in protecting our dwindling resources, particularly land, and to consider future resource needs and the planning required to meet these needs."

Godschalk, David R. Parker, Francis H. Carrying capacity: a key to environmental planning? *Journal of soil and water conservation*, v. 30, July-Aug. 1975: 160-165.

Examines carrying capacity as a concept which is a new approach to planning and impact assessment. "Environmental carrying capacity, briefly, is the limit at which human activity will lead to undesirable changes in the environment. The concept rests on an assumption that there are certain limits the environment itself imposes on development."

Gramm, W. Philip. Ekelund, Robert B., Jr. Land-use planning: the market alternative. *Appraisal journal*, v. 43, Oct. 1975: 562-576.

"The purpose of this article is twofold: 1) to investigate the means by which the market mechanism allocates land use; and 2) to present and evaluate specific arguments most often used to support federal and state 'collectivization' of land use through regulation."

Graves, John. The hard-used land. *Atlantic*, v. 235, Mar. 1975: 91-97.

"American have always been cruel to the land and when they reached Texas, they found 170 million acres of it. For 150 years they have been recklessly plowing it, logging it, grazing it, and reaching down for its water and oil."

Grimes, Orville F., Jr. Urban land taxes and land planning. *Finance & development*, v. 12, Mar. 1975: 16-20.

"Fiscal tools, to be effective, must be applied as part of an integrated approach urban land development."

Hansen, David E. Schwartz, S. I. Landowner behavior at the rural-urban fringe in response to preferential property taxation. *Land economics* v. 51, Nov. 1975: 341-345.

Findings of a California study, including implications for land use planning.

Hart, John. Assault on the Siskiyou: the Forest Service "develops" the wilderness. *Cry California*, v. 10, fall 1975: 3-11.

Discusses the various interests concerned with land use in California's national forests. "Within the next several years, the Forest Service intends to 17 national forests of California into about 130 smaller 'land-use planning define the future use of every corner of its vast estates. It has divided the units.'"

Heady, Earl C. Timmons, John F. U.S. land needs for meeting food and fiber demands. *Journal of soil and water conservation*. v. 30, Jan.-Feb. 1975: 15-22.

"The potential for U.S. land resources to serve as an adequate base for our own food needs, contributing to world supplies, and allowing land to be diverted to other priority uses similarly depends on a set of future variables."

Hess, David. Bibliography of state land resources planning, 1960-1974 (preliminary edition): indexed by topic, year, state, agency. Monticello, Ill., 1975, 6 v. (Council of Planning Librarians. Exchange bibliography 769-770 and 771 (parts I-III))

"This bibliography is a partial compilation of documents produced or commissioned by State Governments (with a few exceptions) in the areas of land-use management and planning of statewide significance from 1960 to 1974."

In Exchange Bibliography 769-771 materials are indexed by topic, year, state, agency; and in Exchange Bibliography 772-774 materials are indexed by state, topic, year, agency.

Hess, David. Bibliography of state land resources planning, 1970-1975 (supplemental edition) indexed by state—topic—year—agency. Monticello, Ill., 1975. 2 v. (Council of Planning Librarians. Exchange bibliography 845-850)

In Exchange Bibliography 845-847 materials are indexed by topic, year, state, agency; and in Exchange Bibliography 848-850 materials are indexed by state, topic, year, agency.

Hushak, Leroy J. The urban demand for urban-rural fringe land. *Land economics*, v. 51, May 1975: 112-123.

Estimates an urban demand function for undeveloped land in the urban-rural fringe (i.e., land in transition from an agricultural to urban use). Develops a model, applies it to the situation surrounding Columbus, Ohio, and presents implications for zoning and property tax policies.

Irland, Lloyd C. Citizen participation—a tool for conflict management on the public lands. *Public administration review*, v. 35, May-June 1975: 263-269.

"This article describes the reality of conflict on the public lands, the use of citizen participation as a tool for conflict management, and some alternative structures for implementing citizen involvement in decision making."

Jahn, Laurence R. Williamson, Lonnie L. Have we forgotten the "dirty thirties"? *American forests* v. 81, Feb. 1975: 12-14, 46-47.

"While this nation cannot disregard world hunger or trade deficits, we must recognize our responsibilities to our own natural resource base. U.S. farmlands, like any other resource, can be overexploited, degraded, and ultimately destroyed."

Joint Federal-State Land Use Planning Commission for Alaska. Alaska's land-1974. Anchorage [1975] 60 p.

Outlines a studies program which "includes analysis of the social and economic framework for land policy decisions, studies of institutional arrangements for land management and regulation, and the organization of information about the natural land systems of Alaska for effective use in examining policy issues."

Includes a summary of the Commission's activities in 1974.

Kaiser, Edward J. Reichert, Peggy A. Land use guidance system planning for environmental quality. *Natural resources journal*, v. 15, July 1975: 529-565.

"The purpose of this paper is to illustrate the 'cutting edge' of current attempts in land use planning at the local level to wrestle with the increasing application of environmental goals and information as well as the increasing emphasis on carrying planning directly through to action."

Kleiner, Madeleine A. The unconstitutionality of transferable development rights. *Yale law journal*, v. 84, Apr. 1975: 1101-1122.

Comment concludes that the concept of transferable development rights, viewed as inadequate compensation for a taking of property, will be unable to withstand constitutional scrutiny. The author urges municipalities to "turn to other means of landmark preservation, rather than take the substantial risk that TDR will prove to be adequate."

Kowalsky, Jim. Doing it right. Not man apart, v. 5, Mar. 1975: 8-13.

"Alaska offers the last remaining opportunities anywhere in the US to place complete, intact, healthy, undeveloped, and virtually undisturbed ecosystems under protective land management."

Lapping, Mark B. Symposium: agriculture and urbanization. *Journal of the American Institute of Planners*, v. 41, Nov. 1975: 369-396.

Document contains 3 articles describing "the problems at hand, the forces and 'actors' involved in the land conversion process, various state and local planning strategies and tools for land conversion, and some suggestions for the future [preservation of agricultural land]."

Levi, Donald R. Some economic implications of land-use planning for real estate owners and investors. *Appraisal journal*, v. 43, July 1975: 363-372.

Points out that, whatever the public's opinion on the subject, land-use planning and regulation are here to stay. The question is not whether we are to have such legislation, but, rather, what form it is to take. The author examines the possible effects on land values and land-use patterns of zoning in general, the Flood Plains Insurance Act of 1973, the Coastal Zone Management Act, and the proposed National Land-Use Policy and Planning Assistance Act.

Levine, Robert A. Land analysis for community planning: an annotated bibliography. Monticello, Ill., 1975. 17 p. (Council of Planning Librarians. Exchange bibliography 738)

London, Alan C. Seitz, Wesley D. Forrest, Clyde W., Jr. The conversion of land from rural to urban use.

Monticello, Ill., 1975. 9 p. (Council of Planning Librarians. Exchange bibliography 721)

Lotery, Rex. Blueprint for California. *Cry California*, v. 10, fall 1975: 12-13, 39-40.

Discusses the background and key elements of a state land use planning program developed by a task force established by the California Council of the American Institute of Architects.

Mandelker, Daniel R. Critical area controls: a new dimension in American land development regulation. *Journal of the American Institute of Planner*, v. 41, Jan. 1975: 21-31.

Third and last article contained in a symposium entitled "New Perceptions in Land Regulation." Examines "the critical area procedures that are an important part of the American Law Institute's Model Code provisions for state land development regulation. The statutory system for the administration of critical area controls is examined. Problems of implementation are noted, and some possible revisions in the statutory proposals are suggested. Recent state legislation enacting the critical area concept is then compared with the American Law Institute proposals."

Mandelker, Daniel R. Stamper, Howard A. Spiegel, Susan C. Report to the people: an evaluation of the Hawaii land use law; second five-year district boundaries and regulations review. [Honolulu] State Land Use Commission, 1975. 89 pp. (Hawaii. State Land Use Commission. Technical report No. 1)

Marshall Kaplan, Gans, Kahn, and Yamamoto. Report to the people: Hawaii's vulnerable environments: second five-year district boundaries and regulations review [Honolulu] State Land Use Commission, 1975. 115, 117 p. (Hawaii. State Land Use Commission. Technical report no. 2)

"The Second Five Year Boundary and Regulations Review is a timely assessment, mandated by Act 187 of the 1961 Legislature, of the classification and districting of lands and related regulations and procedures. This Report is part of the comprehensive review. The Report is confined to recommending changes to improve the policies and procedures of the Land Use Commission..."

Mattson, C. Dudley. Effect of the small watershed program on major uses of land: examination of 60 projects in the Southeast. Mississippi Delta, and Missouri River tributaries regions. [Washington] U.S. Dept. of Agriculture, Economic Research Service [1975] 58 p. (Agriculture economic report no. 279)

McClaghry, John. A model state Land Trust Act. *Harvard journal on legislation*, v. 12, June 1975: 563-609.

"This article describes the various types of tax techniques that . . . have been employed or proposed to alleviate the tax pressure on farm and other open space lands. It then presents a model state Land Trust statute designed to prevent tax-forced conversion of farmland to more intensive uses through public leasing of farm development rights."

Miner, Dallas, and others. Agricultural retention: an emerging issue. *Environmental comment*, no. 21 May 1975: 1-16.

Presents a broad evaluation of agricultural lands preservation.

Contents.—Issues in land use.—Use-value farmland assessments.—Eligibility requirements by states and provinces.

Minnesota. State Planning Agency. Environmental Planning Section. Programs, policies and legal authorities affecting the use of land in Minnesota. [St. Paul?] 1975. 98 p. (Minnesota. State Planning Agency. Land use planning report no. 1)

Moore, Audrey. Transferable development rights. *HUD challenge*, v. 6, Jan. 1975: 6-7.

"Our challenge is to find a system which provides equity in taxation and use to all landowners. I believe Transferable Development Rights meets this need."

Morrison, Fred L. Krause. Kenneth R. State and Federal legal regulation of alien and corporate land ownership and farm operation. [Washington] *Economic Research Service*. U.S. Dept. of Agriculture [1975] 99 p. (Agricultural economic report no. 284)

Cover title.

Mueller, Thomas. Fiscal impacts of land development; a critique of methods and review of issues. [Washington, Urban Institute, 1975] 60 p.

Examines the different methodologies used to determine the effect of land use change on the revenues and expenditures of local government, identifies analytical problem areas, and suggests that the utility and influences of fiscal impact studies in land use planning and management is still not known.

Nagadevara, Vishnuprasad Ssv. Heady, Earl O. Nicol, Kenneth J. Implications of application of soil conservancy and environmental regulations in Iowa within a national framework. Ames, Center for Agricultural and Rural Development, Iowa State University, 1975. 152 p. (Iowa. University. Center for Agricultural and Rural Development. CARD report 57)

An interregional model is developed to simulate the economic impacts of legislation by a single state to improve land use and environmental conditions. Focus on soil loss and sedimentation and pollution of water by toxic chemicals through the use of nitrogen and pesticides.

Nehman, Gerald I. Griffin. John M. Duke. Kenneth M. Land use in environmental planning. *Research outlook*, v. 7, no. 1, 1975: 21-25.

Discusses environmental research as a tool to help planners measure the impacts of proposed uses of land.

Peirce, Neal R. Land use planning: a regional perspective. *National civic review*, v. 64, Feb. 1975: 65-70.

Looks at land use and related growth and natural resource planning. Notes the effect of the contrasting political cultures of the six New England states. the need for regionwide land use planning coordination, and what has been proposed to do about it.

Pennsylvania Land Policy Project. Land Use Policy Study Advisory Committee. A land use strategy for Pennsylvania: a fair chance for the "faire land" of William Penn. Pittsburgh [1975?] 209 p.

Partial contents.—Farmlands, flood plains, and mountains: resources under pressure.—Critical environmental areas.—Growth: how much, what kind, and where.—A land use program for Pennsylvania.

Bibliography: pp. 189-209.

Press, Bill. Roadsigns to the future: report of the California land-use task force. *Cry California*. v. 10, summer 1975: 25-32.

"Some highlights: the task-force proposal calls for creation of a state land-use council: for the preparation of a state land-use plan; for state policies to guide both the preservation and the development of California lands; and for the establishment of comprehensive areawide planning agencies."

Ragsdale, John W., Jr. Sher, Richard P. The court's role in the evolution of power over land. *Urban lawyer*, v. 7, winter 1975: 60-95.

Presents the history of governmental policy and legislation affecting land use in the U.S.

Recommendations on prime lands: from the Seminar on Retention of Prime Lands. [Washington] U.S. Dept. of Agriculture [1975] 54 p.

Summarizes findings, conclusions, and working group recommendations concerning the definition, classification, and mapping of prime agricultural and timber lands, projected supply and demand for such lands, techniques for guiding land use, and the role of the Dept. of Agriculture in the state and local timber and agricultural planning.

Roberts, Keith. Gline, Gerald. Maryland adopts a compromise land-use law. *Real estate law journal*, v. 3, spring 1975: 398-401.

Discusses a Maryland statute which "illustrates a form of limited encroachment upon the traditionally local function of land-use planning and control. It reflects the apparent necessity of compromise between the principle of municipal home rule and the concept of state comprehensive planning."

Rose, Jerome G. The transfer of development rights: a preview of an evolving concept. *Real estate law journal*, v. 3, spring 1975: 330-358.

One of the developers of the development rights transfer concept discusses the legal, economic, and political bases of the method for controlling land use. Schmidt, Thomas M. Cordell, Helen S. Laws which regulate land use in Pennsylvania; a supplementary study of the Pennsylvania Land Policy Project. Harrisburg, Pennsylvania Office of State Planning, 1975, 60 pp.

"An understanding of Federal and Pennsylvania land use law is important as a base for formulation of an environmentally sensitive land use policy for the Commonwealth. This paper briefly describes certain aspects of this vast area of the law."

Sedway/Cooke (Firm). I and the environment: planning in California today. [Los Altos, Calif., William Kaufmann, Inc.] 1975. 154 pp.

Authors discuss major governmental, economic, and social forces influencing land use decision-making patterns, examine laws and agencies operating in the field of land use and environmental planning, and summarize findings and options for change.

Southern Growth Policies Board. Land and Natural Resources Committee. Land and natural resources in the South; a report. [Research Triangle Park, N.C., 1975] 59 p.

Stephens, George M., Jr. Fiscal impact model for land development: a case study. *Urban land*, v. 34, June 1975: 16-23.

"A fiscal impact study requires detailed examination of revenues and costs. Revenues from a real estate development usually come primarily from real estate taxes but may also come from indirect sources such as sales taxes, motor taxes but may also come from indirect sources such as sales taxes, motor vehicle taxes, licenses, and fees. The revenue structure varies from place to place, as do costs." Focuses on a proposed resort from Pitkin County, Colorado as a test for such a fiscal impact model.

Stevens, Benjamin H. Potential economic and fiscal impacts of a land use policy for the Commonwealth of Pennsylvania; a supplementary study of the Pennsylvania Land Project. Harrisburg, Pennsylvania Office of State Planning, 1975. 28 p.

Contents.—Economic impacts of a state-wide land use policy.—Revenue implications of state-wide land use policy.—Public cost implications of state-wide land use policy.

Symposium: new perceptions in land regulation. *Journal of the American Institute of Planners*, v. 41, Jan. 1975: 1-31.

Contents.—Transfer of development rights: a new tool for planners, by S. Woodbury.—The local planner's role under the proposed model land development code, by F. Bosselman.—Critical area controls: a new dimension in American land development regulation, by D. Mandelker.

Thurrow, Charles. Toner, William. Erley, Duncan. Performance controls for sensitive lands: a practical guide for local administrators. [Washington, Office of Research and Development, U.S. Environmental Protection Agency, available from NTIS] 1975. 523 p. (Socioeconomic environmental studies series)

"EPA-600/5-75-005."

"... report is to be used as a handbook by local planning officials in planning for and regulating the use of five distinct natural areas: streams and creeks, wetlands, woodlands, hillsides, and groundwater and aquifer recharge areas. Each section is devoted to the discussion of local regulation of land use in areas identified as 'sensitive.'"

Transfer of development rights. Urban land, v. 34, Jan. 1977: 1-34.

Partial contents.—Transfer of development rights: an introductory statement. By D. Miner and F. Schnidman.—Development rights transfer: description and perspectives for a critique, by J. Costonis.—Transfer of development rights: questions and bibliography, by F. Schnidman.—Space adrift: a synopsis, by J. Costonis.—Growth management program: a new planning approach, by E. Chavooshian.

United Nations. Department of Economic and Social Affairs. Urban land policies and land-use control measures. New York, United Nations, 1973-1975. 7 v. (United Nations. [Document] ST/ECA/167)

"United Nations publication. Sales no. E.73.IV.5-11."

Vol. I, Africa.—v. II, Asia and the Far East.—v. III, Western Europe.—v. IV, Latin America.—v. V, Middle East.—v. VI, Northern America.—v. VII, Global review.

U.S. Congress. House. Committee on Interior and Insular Affairs. Subcommittee on Energy and the Environment. Land use and resource conservation. Hearings, 94th Cong., 1st sess., on H.R. 3510 and related bills. Washington, U.S. Govt. Print. Off., 1975. 622 p.

Hearings held Mar. 17—Apr. 14, 1975.

"Serial no. 94-7."

House. Committee on Interior and Insular Affairs. Subcommittee on Public Lands. Public Land Policy and Management Act of 1975. Hearings, 94th Cong., 1st sess., on H.R. 5224 and H.R. 5622. Washington, U.S. Govt. Print. Off., 1975. 496 p.

Hearings held Mar. 21—Apr. 11, 1975.

"Serial no. 94-9."

Senate. Committee on Agriculture and Forestry. Conservation of the land, and the use of waste materials for man's benefits. Washington, U.S. Govt. Print. Off., 1975. 69 p.

At head of title: 94th Cong., 1st sess. Committee print.

Senate. Committee on Agriculture and Forestry. Subcommittee on Environment, Soil Conservation, and Forestry. Land and Water Resource Conservation Act of 1975. Hearing, 94th Cong., 1st sess., on S. 2081, amendment no. 947. Nov. 10, 1975. Washington, U.S. Govt. Print. Off., 1975. 30 p.

"A bill to provide for furthering the conservation, protection, and enhancement of the Nation's land, water, and related resources for sustained use, and for other purposes."

Senate. Committee on Interior and Insular Affairs. Land use management and regulation in hazardous areas. Washington, U.S. Govt. Print. Off., 1975. 129 p. (At head of title: 94th Cong., 1st sess. Committee print.)

Senate. Committee on Interior and Insular Affairs. Subcommittee on Environment and Land Resources. Management of national resource lands. Hearings, 94th Cong., 1st sess., on S. 507 and S. 1292. Mar. 7 and May 15, 1975. Washington, U.S. Govt. Print. Off., 1975. 443 p.

U.S. General Accounting Office. National attempts to reduce losses from floods by planning for and controlling the uses of flood-prone lands, multiagency; report to the Congress by the Comptroller General of the United States. [Washington] 1975. 74 p.

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U.S. Library of Congress. Congressional Research Service. Resolved: that the Federal Government should adopt a comprehensive program to control land use in the United States: selected excerpts and references relating to the intercollegiate debate topic for 1975-76, pursuant to Public Law 88-246. Washington, U.S. Govt. Print. Off., 1975. 254 p. (94th Cong., 1st sess. House. Document no. 94-253)

"Anne Hodges Morgan, consultant in public affairs, compiled and edited the document in consultation with Charles Little, Wendell Fletcher and Warren Donnelly of the Environmental Policy Division."

Environmental Policy Division. Readings on land use policy; a selection of recent articles and studies on land use policy issues and activities in the United States. Prepared . . . at the request of Henry M. Jackson, chairman, Committee on Interior and Insular Affairs, United States Senate. Washington, U.S. Govt. Print. Off., 1975. 642 p.

At head of title: 94th Cong., 1st sess. Committee print.

Compiled by Charles Little and W. Wendell Fletcher.

Virginia Polytechnic Institute and State University. Southern United States land use legislation: a legal inventory. Blacksburg, 1975. 64 p. (Virginia Polytechnic Institute and State University. Research Division. Bulletin 104)

Contents.—Comprehensive land use statutes.—Use value assessment statutes.—Zoning: traditional planning controls.—Air pollution control legislation as a means of controlling land development.

Vrooman, David H. Regional land use controls in the Adirondack Park. *American Journal of Economics and Sociology*, v. 34, Jan. 1975: 95-102.

"This paper describes land use controls for private and public land in the Adirondack Park in northern New York State."

Williams, Donald L. Rowe, Peter G. Sharpe, Carl P. Improved tools for land management: summing it up for the future. *Urban land*, v. 34, Oct. 1975: 3-7.

Deals with the natural, social, economic, and technical issues of community development, concentrating on future environmental choices, maintaining that it is possible to predict the consequences of placing various land uses in the Natural environment prior to the decision to do so.

Wissel, Peter. Local politics and land use planning. [University Park, Pennsylvania State University, 1975] 15 l. (Pennsylvania, State University, Center for the Study of Environmental Policy. Working paper no. 17)

The congressional controversy over the proposed Land Use Policy and Planning Assistance Act is examined via data derived from survey of 109 local officials involved in land use decision making.

Woodbury, Steven R. Transfer of development rights: a new tool for planners. *Journal of the American Institute of Planners*, v. 41, Jan. 1975: 3-14.

First of three articles contained in a symposium entitled "New Perceptions in Land Regulation." Focuses on "the concept of the separation of certain understood rights of ownership and provision for the compensation or transfer of those rights to other property. The author reviews the increasing use of this [transfer of development rights] tool in the United States, and suggests it as a potentially useful device to channel and guide development toward public goals."

G. National Environmental Policy Act

Baldwin, Malcolm Forbes. Five years of NEPA. HUD challenge, v. 6, Aug. 1975: 3-5.

The National Environmental Policy Act provides for "a system of environmental procedures and analysis that has already served the Federal Government well and which, understandably, has become a model for States, localities and other Countries as well."

Black, Peter E. Environmental impact statements in planning water and related land resources. *Water resources bulletin*, v. 11, Oct. 1975: 881-886.

"Characterization of the environment, and classification of proposed action and anticipated impact are the foundation of the environmental impact statement, which are most usefully constructed when they accurately reflect only the environment that is being impacted, the action and its alternatives, and the impact anticipated."

Brown, Elizabeth A. E. Applying NEPA to joint Federal and non-Federal projects. *Environmental affairs*, v. 4, winter 1975: 135-155.

Article concerns a loophole in NEPA which allows non-Federal parties to arrange for environmentally damaged aspects of a project to occur or by foreclosing less environmentally damaged alternatives before the Federal funding agency becomes fully involved.

Burchell, Robert W. Listokin, David. The environmental impact handbook. New Brunswick, N.J., Center for Urban Policy Research, Rutgers University [1975] 234 p.

This handbook presents a standardized approach to environmental impact statement procedures and requirements.

Includes references.

Castrilli, Joseph. Block, Elizabeth. Environmental impact assessment. *Alternatives*, v. 4, spring 1975: 28-33.

Outlines efforts of Canadian Government to enact and execute sound environmental assessment legislation.

Daffron, Carolyn. Using NEPA to exclude the poor. *Environmental affairs*, v. 4, winter 1975: 81-122.

Using the case of *Nucleus of Chicago Homeowners Association v. Lynn* as a point of departure, the article explores means of limiting section 102(2)(C) of NEPA as applied to social rather than physical impacts.

Deutsch, Stuart L. The National Environmental Policy Act's first five years. *Environmental affairs*, v. 4, winter 1975: 3-80.

Article surveys "the requirements of the National Environmental Policy Act (NEPA) within the framework of relevant federal guidelines and court decisions of major significance reported prior to January 1, 1975."

Extraterritorial scope of NEPA's environmental impact statement requirement. *Michigan law review*, v. 74, Dec. 1975: 349-380.

Analyzes NETPA's "language and legislative history," concludes that "the NEPA procedural requirements apply to federal activities anywhere in the world."

Federal partnership controversy and the applicability of NEPA. *Duke law journal*, v. 1975, May 1975: 527-553.

"NEPA represents the congressional response to the necessity of synthesizing and implementing a comprehensive scheme of environmental protection. A nonfederal party participating in a 'major action' which 'significantly affects' the quality of the environment will become subject to the requirements of the Act if a sufficient 'nexus' has developed between that party and a federal agency also participating in the project."

Gerrard, Michael. Disclosure of hidden energy demands: a new challenge for NEPA. *Environmental affairs*, v. 4, fall 1975: 661-706.

Suggests that environmental assessment "is a logical place to institutionalize the use of indirect energy analysis. This article seeks to show why such calculations are important, how they may be performed, what their implications are, and how they may be applied to NEPA."

Hill, Gladwin. Midpoint of 'environmental decade': impact of National Policy Act assessed. *New York Times*, Feb. 18, 1975. p. 14.

"Since NEPA was not designed to abate pollution or to work any other specific changes in the environment, but rather to serve as a decision-making tool, a detailed assessment of its effects on the quality of life in America is difficult."

HUD's commitment to environmental quality. *HUD challenge*, v. 6, Aug. 1975: 2-32.

Partial contents.—Five years of NEPA, by M. Baldwin.—Community development and environmental design, by A. Euston.—Housing production and environmental quality by D. Letwin.—Historic preservation: and integral part of the environment, by M. Sweeney.

Kearns, John J. III. Environmental law—Eighth Circuit applies reasonableness standard to review agency decision not to file Environmental Impact Statement. *Fordham law review*, v. 43, Mar. 1975: 655-666.

Minnesota Public Interest Research Group filed suit requesting preliminary and permanent injunctions against logging activities in the Boundary Waters Canoe Area of Superior National Forest. Complaint alleged failure of the Forest Service to file an Environmental Impact Statement as required by NEPA.

Kefalas, A. G. Pittenger, W. A. the environmental impact statement: a PERT network approach. *Journal of environmental management*, v. 3, Oct. 1975: 309-327.

Authors describe the use of the Program Evaluation and Review Technique (PERT) approach in controlling the administrative costs of preparing an environmental impact statement.

Lappin, Mark B. Environmental impact assessment methodologies: a critique. *Environmental affairs*, v. 4, winter 1975: 123-134.

In this article, the author describes four approaches to the measurement of environmental impact before concluding that the very nature of environmental systems may make impossible full compliance with section 102 of the National Environmental Policy Act. A systems perspective would probably result in as relevant an impact assessment as possible.

Least adverse alternative approach to substantive review under NEPA. *Harvard law review*, v. 88, Feb. 1975: 735-758.

Comment "investigates NEPA's language and purpose to establish that the statute imposes substantive restraints on agency action. It then discusses and indicates the inadequacies of the prevailing judicial construction of the Act."

Lewis, Barbara-Ann G. Cost indexing the environment. *Sierra Club bulletin*, v. 60, June-July 1975: 19-20, 30.

"Who writes those anonymous documents called environmental impact statements? Our author, among others. Here she tells what it's like and how it's done."

Matthews, William H. Objective and subjective judgments in environmental impact analysis. *Environmental conservation*, v. 2, summer 1975: 121-131.

The author outlines objective and subjective judgments to be made at various stages in environmental impact analysis and states that the effectiveness and credibility of an analysis will be compromised if the analyst confuses the two types of judgments.

McDonald, T. Mary. The relationship between substantive and procedural review under NEPA: a case study of *SCRAP v. U.S. Environmental affairs*, v. 4, winter 1975: 157-178.

Article delineates the interrelationships of substantive and procedural rights under NEPA and notes that most courts opt for procedural review as in the *Students challenging Regulatory Agency Procedures vs. United States* case.

Mills, Edwin S. Peterson, Frederick M. Environmental quality: the first five years. *American economic review* v. 65, June 1975: 259-268.

Says the five annual reports, "Environmental Quality," of the Council of Environmental Quality fill an important public need for a systematic discussion of environmental trends, status, and problems. Feels that the economic analysis presented in EQ has been of good quality, but has been excessively abbreviated.

Rawson, Judith Harris. General revenue sharing, NEPA, and the bureaucratic paper shuffle: must the Federal Government prepare environmental impact statements prior to local spending decisions? *Case Western Reserve law review*, v. 25, summer 1975: 797-843.

Comment examines the legislative intent of the National Environmental Policy Act and the Revenue Sharing Act with a view toward striking a balance between environmental protection requirements such as environmental impact statements and local government fiscal integrity compromised by entangling Federal stipulations.

Schuidman, Frank. Wander, John A. Wright, Thomas J. the National Environmental Policy Act catches up with the Securities and Exchange Commission. *Urban land*, v. 34, June 1975: 3-7.

On Dec. 9, 1974, in *Natural Resources Defense Council Inc. v Securities and Exchange Commission*, the U.S. District Court found SEC compliance with EPA inadequate and ordered SEC to consider requiring more complete environmental impact reporting from regulated corporations. Notes briefly what corporate environmental reporting might accomplish.

Schwing, Ann Taylor. The Federal Power Commission's noncompliance with the National Environmental Policy Act: statutory impossibility and delegation. *Boston University law review*, v. 55, July 1975: 575-597.

Note suggests that "when the FPC claims a statutory impossibility, it should be required to demonstrate impossibility in fact, not merely administrative difficulty, and that, when exemptions are granted, they should be drawn narrowly so as not to undermine the commands and objectives of NEPA." Concludes that "even though the exemption may have been proper when originally granted, the FPC has relied on it overlong and that any future grants of exemptions should be strictly limited to those instances in which there is a bona fide statutory impossibility."

Tuoni, Gilda M. NEPA and the Freedom of Information Act: a prospect for disclosure. *Environmental affairs*, v. 4, winter 1975: 179-201.

"This article discusses the overlapping public information functions of NEPA and FOIA. It evaluates both Acts as tools for the disclosure of the facts concerning the environmental effects of government action. Finally, it argues that information previously protected by the exemptions of the Freedom of Information Act may be required by NEPA to be made public."

U.S. Congress. House Committee on Merchant Marine and Fisheries.

State participation in environmental analyses; report together with minority views to accompany H.R. 3130. [Washington, U.S. Govt. Print. Off.] 1975. 11 p. (94th Cong., 1st sess. House. Report no. 94-144)

_____. House. Committee on Merchant Marine and Fisheries. Subcommittee on Fisheries and Wildlife Conservation and the Environment. *Environment miscellaneous—part 1. Hearings, 94th Cong., 1st sess., on environmental impact statements amendment, H.R. 3128, H.R. 3130, H.R. 3787, H.R. 3968, H.R.*

4159. H.R. 4912. Apr. 7 8, 1975: CEQ authorization, H.R. 6054, Apr. 22, 19. Washington, U.S. Govt. Print. Off., 1975. 165 p.

"Serial no. 94-5."

House. Committee on Merchant Marine and Fisheries. Subcommittee on Fisheries and Wildlife Conservation and the Environment. National Environmental Policy Act oversight. Hearings, 94th Cong., 1st sess. Sept. 8, 17, 18, 26, 1975. Washington. U.S. Govt. Print. Off., 1975. 261 p.

"Serial no. 94-14."

Senate. Committee on Interior and Insular Affairs. Amending the National Environmental Policy Act to clarify the Federal and state roles in the preparation of environmental analysis on certain Federal programs: report to accompany H.R. 3130. [Washington, U.S. Govt. Print. Off.] 1975. 23 p. (94th Cong., 2d sess. Senate Report no. 94-152)

Senate. Committee on Public Works. Subcommittee on Transportation. Responsibility for preparation of environmental impact statements. Joint hearing before the Subcommittee on Transportation of the Committee on Public Works and the Environment and Land Resources Subcommittee of the Committee on Interior and Insular Affairs. United States Senate, Ninety-fourth Congress, first session, on H.R. 3130 [and] H.R. 3787. May 5, 1975. Washington, U.S. Govt. Print. Off., 1975. 128 p.

"Serial no. 94-H14."

U.S. General Accounting Office. Environmental assessment efforts for proposed projects have been ineffective, Department of Housing and Urban Development; report to the Congress by the Comptroller General of the United States. [Washington] 1975. 65 p.

"RED-75-393, July 22, 1975."

Wegner, Judith Welch. Planning level and program impact statements under the National Environmental Policy Act: a definitional approach. UCLA law review, v. 23, Oct. 1975: 124-163.

"Because the timing and scope of environmental impact statements may determine the efficacy of NEPA safeguards, an analytical framework must be developed through which these questions can be properly resolved. This Comment will propose one such framework: a definitional test for 'action' shaped to recognize NEPA's emphasis on the process of decision making, rather than merely on its ultimate product."

Wellborn, Suzanne M. Environmental certification for community development: a manual of procedures. Washington, National Association of Housing and Redevelopment Officials, 1975. 86 p. (National Publication no. N 575)

Presents "a nontechnical, nonlegal introduction to HUD's environmental procedures and to the environmental guidelines issued by the Council on Environmental Quality (CEQ); it should not be used as a substitute for these regulations."

Wharton, James C. Judicially enforceable rights under NEPA. [Livermore, Lawrence Livermore Laboratory, University of California [available from NTIS] 1975. 41 p.

"UCRL-51828."

"Distribution category, UC-11."

Explores the cases and other writings which have indicated that NEPA contains substantive rights. Discussion includes several subareas "finding a right to substantive review, the standard of review which is applied, the statutory source of substantive rights, and environmental factors which the courts have considered, and the requirements of a cost-benefit analysis."

Wikstrom, Walter S. Corporate response to employees' housing needs. [New York, Conference, Board, c1975] 55 pp. (The Conference Board. Report No. 676)

Contents.—Corporate responses to employees' housing needs.—The nature of services provided.—Fair housing agencies and their services.—Housing: company problem or community problem?

Williams, David C. Environmental impact statements: preparation and review by local governments. Management information service report, v. 7, June 1975: 1-28.

". . . to identify the federal law and guidelines leading to the EIS process, and the trends toward using EIS's for both public and private projects at the local level. The questions addressed include: when should an EIS be used? How does it fit into the planning and land use control process? What should be included? Who should prepare the EIS?"

Winder, John S., Jr. Allen, Ruth H. The environmental impact assessment project : a critical appraisal. Washington, Institute of Ecology, 1975. 88 p.

"Inadequacies in the implementation of the National Environmental Policy Act (NEPA) prompted The Institute of Ecology (TIE) to submit to the Ford Foundation, in October 1972, a funding proposal on 'A Project to Improve the Quality of Environmental Impact Statements.'"

Working papers on substantive guidelines for improving environmental impact statements. Washington, Environmental Impact Assessment Project, Institute of Ecology, 1975, 203 p.

"In March, 1973 the Ford Foundation awarded a two-year grant to support the Environmental Impact Assessment Project (EIAP) of the Institute of Ecology (TIE). The working papers assembled here were prepared for an EIAP workshop designed to develop substantive guidelines for improving Environmental Impact Statements (EIS's)."

Zajic, J. E. Svrcek, W. Y. Environmental impact statement preparation. Journal of environmental systems, v. 5, no. 2, 1975 : 115-120.

"A procedure is presented which allows the evaluation of the effects of road system construction on the environment."

H. Solid Waste Management and Recycling

Act Systems, Inc. Residential collection systems. [Washington, U.S. Environmental Protection Agency, 1975. 106 p.

"EPA/530/SW-97c.1."

Volume 1—report summary.

This study effort was designed to determine productivity and efficiency measures for all specifically defined systems. The systems were defined in terms of type of equipment, crew size, frequency of collection, point of collection, collection methodology, and incentive system."

Avers, Carl. Nashville points the way : turns waste into fuel without pollution. Catalyst for environmental quality, v. 4, No. 4, 1975 : 17-19.

Baldridge, Malcolm. Bowlby, Rita L. Solid waste matter : what to do about it? Vital issues, v. 24, Feb. 1975 : 1-4.

"Every state in our country has had severe and growing refuse problems that have become widely recognized in the last decade—but Connecticut was the first to try to solve the problem on a statewide basis."

Bartolotta, Robert J. Branston, Ann. Refuse collection productivity. Management information service, v. 7, Aug. 1975 : [1-24]

Report in three parts suggests that refuse collection is an area ripe for productivity improvement. Part A deals with system improvement strategies for improving refuse collection productivity. Part B deals with equipment strategies and Part C personnel strategies.

Beals, Bruce M. Oregon's bottle law : a model for comparable legislation? California Western law review, v. 11, spring 1975 : 537-561.

Comment analyzes "Oregon's success in enacting a bottle law which is effective, constitutional, and economically practical. To the extent that it has overcome these obstacles it may serve as a model for other states. After a brief presentation of the substantive provisions of the Oregon bottle law, each of the three challenges [is] treated separately, Particular emphasis [is] given to the constitutional attacks on the grounds of the commerce clause. Finally, suggestions [are] made to alleviate some of the strongest opposition to the implementation of similar legislation."

Brichford, Harold E. Shredder meets disposal needs of Ohio city. Current municipal problems, v. 16, winter 1975 : 305-310.

"The solution to a small city's solid waste problem is now in full operation in the city of Willoughby, Ohio. Two vertical grinders which reduce Willoughby's solid waste to a homogenous, odorless, vermin and insect-free substance, have been in operation since September, 1973."

Bridgewater, A. V. The economics of recovery of materials from industrial waste : a case study. Resource recovery and conservation, v. 1, Oct. 1975 : 115-127.

Examines the removal and disposal of wastes along with the hazards and safety factors in a West Midlands, England, disposal contracting operation. "The relationship between recovery and dumping is discussed and future trends suggested."

Caswell, Richard L. Verhulst, Steven L. The Oregon bottle bill. Oregon law review, v. 54, no. 2, 1975 : 175-201.

Article "follows the legislative history of the Act and its subsequent amendment : discusses the constitutional challenge brought in the American Can

- Co. case; evaluates the effectiveness of the Act in reducing litter; examines the Act's economic impact; and concludes with an analysis of similar legislation in other jurisdictions."
- Citizens' Advisory Committee on Environmental Quality. Energy in solid waste; a citizen guide to saving. Washington [1975?] 39 p.
- Conference on Waste Reduction, Washington, D.C., 1975. Proceedings. [Washington] U.S. Environmental Protection Agency [for sale by the Supt. of Docs., U.S. Govt. Print. Off.]
- Concerns "waste reduction, defined as prevention of waste at its sources through change in the design of products or in the ways products are used, [which] was the subject of a conference sponsored by the U.S. Environmental Protection Agency on April 2-3, 1975, in Washington, D.C."
- Dear, Ann. Garbage: the Cinderella fuel. Reader's digest, v. 106, Feb. 1975: 37-38, 41.
- "Many U.S. cities may soon be transforming an ugly liability—garbage—into a shining asset—energy. It's already happening in St. Louis."
- DeLucia, Russell J., and others. Evaluation of alternative methods for financing municipal waste treatment works. [Washington, Office of Research and Development, U.S. Environmental Protection Agency] 1975. 190 p. (Socio-economic environmental studies series)
- "EPA-600/5-75-001."
- "This report is part of a continuing investigation by the EPA of alternative financing programs for treatment plant facilities undertaken in response to Section 317 of the Water Pollution Control Act Amendments of 1972. This report presents findings and recommendations regarding alternative financing programs."
- Duel, Ward. Solid waste: health concerns. Journal of environmental health, v. 38, July-Aug. 1975: 31-35.
- Discusses the health hazards from incineration, land fill, and other disposal methods.
- Ennenga, Constance C. Potential funding mechanisms for a grants-in-aid program for resource conservation and resource recovery. Roseville, Minnesota Pollution Control Agency [1975] 68 p.
- "Special report to the 69th session of the Legislature of Minnesota."
- Falkie, Thomas V. Bureau of Mines research activities in secondary resource recovery. Phoenix quarterly, v. 7, fall 1975: 2-9.
- Concerns new methods for processing junked motor vehicles.
- Farb, Donald, comp. Ward, S. Daniel, comp. Information about hazardous waste management facilities. [Washington] U.S. Environmental Protection Agency, 1975. 130 p.
- "EPA/530/SW-145."
- "This document contains information on 64 hazardous waste management facilities known to EPA as of August 1974. The information is presented in the form of a standard resume for each facility."
- Ferguson, F. Allen. Does refuse pay as a utility fuel? Solid wastes management refuse removal journal, v. 18, Sept. 1975: 48, 50, 52.
- Discusses a study which examined the refuse availability in the San Francisco Bay Area.
- Fields, Timothy, Jr. Lindsey, Alfred W. Landfill disposal of hazardous wastes: a review of literature and known approaches. [Washington] U.S. Environmental Protection Agency, 1975. 36 p. (U.S. Environmental Protection Agency. SW-165)
- "... a digest of the most useful technical and economic information on the subject, known to the Office of Solid Waste Management Programs (OSWMP), EPA."
- Forrestal, Liz. Deep mystery. Environment, v. 17, Nov. 1975: 25-31.
- "The number of sites for underground disposal of industrial wastes has increased steadily during the past five years. At the same time, systematic research into suitable geological areas for such activities, as well as into their environmental side effects, has lagged far behind."
- Garbage conspiracy. Environmental action, v. 7, July 19, 1975: 2-7, 11-16.
- Special solid waste issue of Environmental Action includes discussions of landfills, recycling of containers, hazardous wastes, solid waste disposal, and packaging.
- Goddard, Haynes C. An economic evaluation of technical systems for scrap tire recycling. Cincinnati, Municipal Environmental Research Laboratory, U.S.

Environmental Protection Agency [available from NTIS] 1975. 41 p. (Socio-economic environmental studies)

"EPA-600/5-75-019"

Hartigan, John P., Jr. Ridding garbage collection of its social stigma: a methodology for planned social change. *Planning comment*, v. 10, no. 2, 1975: 13-29.

"This article provides insight regarding the routine problems associated with garbage collection." Author develops a methodology for change including "higher wages, training, public awareness, minimization of occupational hazards, and improved collection methods."

Heath, K. C. G. The age of waste. *Optima*, v. 25, no. 1, 1975: 37-43.

Posits that mankind's current style of living will be labeled the Age of Waste as opposed to the Stone age, Iron Age, etc. Includes a general discussion of the necessity for recycling and intelligent planning in the use of materials.

Huang, C. J., Dalton, Charles. Energy recovery from solid waste. Washington, National Aeronautics and Space Administration, 1975. 242 p. (U.S. National Aeronautics and Space Administration. NASA CR-2525)

Volume 1—Summary report.

"A systems analysis of energy recovery from solid waste demonstrates the feasibility of several current processes for converting solid waste to an energy form. The problem is considered from a broad point of view. The social, legal, environmental, and political factors are considered in depth with recommendations made in regard to new legislation and policy."

Huang, C. J., Dalton, Charles. Energy recovery from solid waste. Washington, National Aeronautics and Space Administration, 1975. 242 p. (U.S. National Aeronautics and Space Administration. NASA contractor report, NASA CR-2526)

Vol. 2—Technical report.

Kakela, Peter. Railroading scrap. *Environment*, v. 17, Mar. 1975: 27-33.

"Focusing mainly on iron and steel recycling, this article documents the environmental benefits which could be derived from recycling, considers the current status of recycling, examines several of the economic constraints mitigating against recycling, and offers suggestions for correcting the problem."

Kispert, R. G., Sadek, S. E., Wise, D. L. An economic analysis of fuel gas production from solid waste. *Resource recovery and conservation*, v. 1, May 1975: 95-109.

"An engineering analysis was carried out to establish the economics of methane production by anaerobic digestion of municipal solid waste."

Larson, W. E., Gilley, J. R., Linden, D. R. Consequences of waste disposal on land. *Journal of soil and water conservation*, v. 30, Mar.—Apr. 1975: 68-71.

"Following a few sound management principles can minimize the adverse consequences of applying wastes to the land."

Lingle, Stephen A. Recycled materials markets: February 1975. [Cincinnati, Solid Waste Management Information Materials Distribution, U.S. Environmental Protection Agency] 1975. 8 p.

A brief review of the market demand for materials recovered from municipal solid waste, especially during the 1973-1974 period.

MacAdam, Walter K. Megawatts from municipal waste. *IEEE spectrum*, v. 12, Nov. 1975: 46-50.

Discusses U.S. efforts to build refuse-energy systems. Includes layouts.

Mackenzie, David. A new waste glass reuse strategy. *Resource recovery*, v. 2, Sept.—Oct. 1975: 10-11, 14.

Discusses value of recovered glass as a raw material.

McDonald, Daryl. Solid waste management in Louisiana: a survey of current regulatory response. *Tulane law review*, v. 49, Jan. 1975: 439-459.

Article discusses need for solid waste management reform, reviews current law and practice, and suggests needed improvements.

Moskal, Brian S. Nested industries: one plant's waste is another plant's resource. *Industry week*, v. 184, Jan. 27, 1975: 40-42, 47-48, 51.

"One of the best possibilities of a dynamic nested relationship is . . . among nuclear powerplants, paper mills, and chemical plants."

National Research Council. Committee on Mineral Resources and the Environment; supplementary report: resource recovery from municipal solid wastes. Washington, National Academy of Sciences, 1975. 416 p.

Partial contents.—Technical aspects of resource recovery from municipal solid wastes.—Systems approach to resource recovery and regional planning.

Niblett, Thomas J. Some economics of paper. *Arizona review*, v. 24, June-July 1975: 8-10.

Complex and interrelated factors will determine the extent to which paper will be effectively recycled in the future.

Pacey, Margaret D. Down in the dumps: but waste management may come out smelling like a rose. *Barron's*, v. 56, Feb. 24, 1975: 5, 8.

"The outlook of the waste management concerns is enhanced by the melancholy fact that come what may, there'll always be garbage. Some 200 million tons of the stuff must be collected and disposed of year in, year out."

Peaker, A. Resource savings from the re-introduction of a returnable system of beverage containers: a case study of experience in Oregon. *Resources policy*, v. 1, Sept. 1975: 266-276.

"The resulting resource savings which have been realised are detailed in this paper, as too is the question of the extent to which savings might be realised by the passage of similar legislation elsewhere."

Pilpel, Neiton. Sunshine on waste. *Ecologist*, v. 5, Mar. Apr. 1975: 98-101.

"The Environment is being increasingly polluted by plastic and other waste materials. But by making use of trace amounts of chemicals known as photosensitizers it may be possible to harness some of the sun's energy and use it for disposing of this waste or converting it into useful new products."

Porteous, Andrew. An assessment of energy recovery methods applicable to domestic refuse disposal. *Resources policy*, v. 1, Sept. 1975: 284-294.

"This paper presents economic analyses performed on a net energy output basis for incineration for both heat and electrical energy production and also for gas production by pyrolysis."

Reclaiming and recycling secondary metals. *Engineering and mining journal*, v. 176, July 1975: 94-98.

Examines various methods and processes for secondary metal and material reclamation.

Reusing wastes is one answer to cities' trash, energy problems. *Commerce today*, v. 5, Feb. 3, 1975: 7-10.

"In a very promising attempt to kill two birds with one stone, several of America's cities have undertaken programs to turn their worthless mountains of trash into precious energy."

Schultz, Helmut W. Cost/benefits of solid waste reuse. *Environmental Science and Technology*, v. 9, May 1975: 423-427.

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Shannon, Larry J. Refuse to energy. *MRI [Midwest Research Institute] quarterly*, spring 1975: 4-9.

"In St. Louis, the Union Electric Company is using municipal waste to supplement coal as a fuel in a power plant, thus abating an assortment of pollution problems."

Sharma, Prakash C. Problems, planning and management of solid waste: a selected research bibliography. Monticello, Ill., 1975. 14 pp. (Council of Planning Librarians. Exchange bibliography 732)

Sheng, Henry P. Alter, Harvey. Energy recovery from municipal solid waste and method of comparing refuse-derived fuels. *Resource recovery and conservation*, v. 1, May 1975: 85-93.

"The purpose of this paper is to examine the energy balance of a resource recovery plant in terms of the ratio of energy consumed in processing to the potential energy available from the RDF produced."

Shilepsky, Alan. Resource recovery plant implementation: guides for municipal officials: interim report [Washington] U.S. Environmental Protection Agency, 1975. 38 p.

"EPA/530/SW-152"

"This Interim Report is being made available now to assist those municipal officials who are beginning the task of resource recovery implementation today. A more detailed version is under development, and will be published in March of 1976 as the Planning and Overview Guide of the Implementation Guide series."

Stone, Ralph. The effects of air and water pollution control on solid waste generation, 1971 1985: executive summary. Cincinnati National Environmental Research Center, 1974 [i.e., 1975] 74 p. (Environmental protection technology series)

"EPA-670/2-74-095a"

"The effects of air and water pollution controls on solid waste generation were evaluated. The solid wastes from pollution control were identified for individual industrial sectors by their original air and water pollutant constituents, and the treatment process applied."

Sussman, David B. Baltimore demonstrates gas pyrolysis: resource recovery from solid waste. [Washington] U.S. Environmental Protection Agency [for sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1975. 24 p. (U.S. Environmental Protection Agency. SW-75d.i)

The Resource Recovery Act of 1970 enabled the Federal solid waste management program to assist states and municipalities, by assuming part of the risk of trying new technologies. "This report describes one project in that program, in which energy will be recovered in the form of steam by converting solid waste into a combustible gas through pyrolysis and then using the gas as a fuel to fire a steam boiler."

Tillman, David A. The exciting frontier of "highest and best use." *Elements*, v. 3, no. 1, 1975: 11-15.

"Materials recovery and energy recovery from trash can combine to help support a highly mobile consumer economy based upon rapid utilization of many natural resources. Recycling supports this economic system by returning discarded or used resources back into the productive system."

Tillman, David A. Fuels from recycling systems. *Environmental Science and Technology*, v. 9, May 1975: 418-420, 422.

"Three systems, operating at sufficient scale, produce fuels that may be alternatives to oil and gas."

U.S. Bureau of Domestic Commerce. Office of Business and Legislative Issues. The impacts of national beverage container legislation. [Washington] 1975. 191.

"Staff study A-01-75"

Analyzes impacts on energy consumption, employment, capital requirements, beverage prices, litter reduction, and solid waste reduction.

U.S. Congress. House. Committee on Interstate and Foreign Commerce. Subcommittee Transportation and Commerce. Waste Control Act of 1975. Hearings, 94th Cong., 1st sess., on H.R. 5487 (and all identical or similar bills) [and] H.R. 406 (and all identical or similar bills). Washington, U.S. Govt. Print. Off., 1975, 842 p.

"Serial no. 94-28."

Hearings held Apr. 8-17, 1975.

U.S. General Accounting Office. Using solid waste to conserve resources and to create energy, Environmental Protection Agency; report to the Congress by the Comptroller General of the United States. [Washington] 1975. 69 p.

"B-166506, Feb. 27, 1975."

U.S. Office of Solid Waste Management Programs. Resource recovery and waste reduction; third report to Congress. [Washington, for Sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1975. 96 p. (U.S. Environmental Protection Agency. Solid waste management series (SW-161))

"This report, on the recovery of resources from waste and the reduction of waste generation, examines the policy issues, reviews technological progress, summarizes city and State activities, and reviews EPA studies and investigations for the year 1974."

Vaughan, D. A., and others. Environmental assessment of future disposal methods for plastics in municipal solid waste. Cincinnati, Office of Research and Development, U.S. Environmental Protection Agency, 1975. 74 p. (Environmental protection technology series)

"EPA-670/2-75-058."

"The environmental impact of plastics in solid waste in the United States up to the year 2000 has been assessed."

Waggoner, Don. Oregon's Bottle Bill—two years later. [n.p.] Columbia Group Press [c1975] 37 p.

Discusses implementation of Oregon's Bottle Bill and points out the areas of confusion or disagreement. Documents the value of container refund legislation.

Author is past president, Oregon Environmental Council, Portland, Or.

Wahl, Diana. Allison, Gail. Reduce? Targets, means and impacts of source reduction. [Washington, League of Women Voters of the United States, 1975] 47 p.

Promotes waste reduction to alleviate the depletion of materials and energy.

Wahl, Diana. Bancroft, Raymond L. Solid waste management today . . . bringing about municipal change. *Nation's cities*, v. 13, Aug. 1975: 17-32.

Ward, Penny. Deadly throwaways. *Defenders of wildlife*, v. 50, June 1975: 207-213.

Asserts that throwaway bottles, cans, and other packaging materials are endangering wildlife as well as the environment in general. Supports legislation proposed to bring back deposit containers and to ban cans and plastic containers.

Wilson, Maurice J. Maximizing resource recovery from solid waste. *Building systems design*, v. 72, Apr.-May 1975: F3-F7.

Evaluates the market for heat energy extracted in a conventional incineration process to produce steam for use in cooling, heating, or certain process requirements. "Indicates that the energy component of solid waste may be used in lieu of fossil fuel to produce steam at a lower cost than with all remaining fossil fuels."

I. Noise Pollution

Berkau, Eugene E., and others. An assessment of the Federal noise research, development and demonstration activities: FY73-FY75. Washington, U.S. Environmental Protection Agency, Office of Research and Development, 1975. 137 p. (Environmental protection technology series)

"EPA-600/2-75-010."

The Federal noise research, development, and demonstration (RD&D) activities during fiscal years 1973 through 1975 are examined to determine the contribution of these efforts to the control of environmental noise and to the understanding of the effects of noise. An analysis is made of the research activities in the areas of noise effects, aircraft noise, surface vehicle noise, and machinery noise.

Bero, James D., Jr. New York noise arguments fall on deaf ears. *Constructor*, v. 57, May 1975: 22-25.

An account of the disputes and problems caused by the application of noise control laws in the State of New York.

Bragdon, Clifford R. Municipal noise ordinances: 1975. *Sound and vibration*, v. 9, Dec. 1975: 24, 26, 28, 30.

Compiles a list of 539 U.S. municipalities with noise regulations, broken down into eight categories of regulation: nuisance, zoning, vehicle, recreational vehicle, railroad, aircraft, construction, and building.

Dempsey, David. Noise. *New York times magazine*, Nov. 23, 1975: 31, 66, 70, 72, 74, 76, 78, 80, 82, 84, 86.

Discusses the environmental health aspects of noise pollution.

Harrison, Jean. The Corps' stake in recreation. *Parks & recreation*, v. 10, Mar. 1975: 1b-8b.

"The current recreation program focuses on some 400 major lakes on Corps land—more than 11 million acres of land and water and 40,000 miles of shoreline. During 1973 the public spent 344 million recreation days at these projects."

Meyer, Alvin F., Jr. EPA's implementation of the Noise Control Act of 1972. *Sound and vibration*, v. 9, Dec. 1975: 10-17.

"The background of the Noise Control Act of 1972 and implementation strategy are reviewed. Federal regulatory and non-regulatory noise control programs and goals are described. Federal regulation and enforcement of noise limits has progressed from autonomous agency programs to an effective organizational structure under EPA with substantial agreement on objectives and procedures from all groups concerned."

Noise control: a basic program for local government. *Management information service*, v. 7, Mar. 1975: 1-16.

"This report presents a management approach to setting up a noise control program. It is based on the experience of the cities that have tried to come to grips with this difficult and growing problem."

Organization for Economic Cooperation and Development. *Strategies for urban noise abatement: and overview*. Paris, 1975. 35 p.

Presents an overview of urban noise-abatement problems in OECD countries and suggests policies that may help member countries follow a coordinated comprehensive effort.

U.S. Congress. House. Committee on Interstate and Foreign Commerce. *Noise Control Act extension report to accompany H.R. 5272*. [Washington, U.S. Govt. Print. Off.] 1975. 9 p. (94th Cong., 1st sess. House. Report no. 94-179)

House. Committee on Interstate and Foreign Commerce. Subcommittee on Transportation and Commerce. *Noise Control Act extension*. Hearings, 94th

Cong., 1st sess., on H.R. 5272. Mar. 24 and 25, 1975. Washington, U.S. Govt. Print. Off., 1975. 103 p.

"Serial no. 94-9."

_____. Senate. Committee on Commerce. Subcommittee on Aviation. Aircraft noise control programs. Hearings, 93d Cong., 2d sess. May 16, 1974. Washington, U.S. Govt. Print. Off., 1975. 161 p.

"Serial no. 93-121."

_____. "Aircraft noise control programs of the Federal Aviation Administration and the Environmental Protection Agency."

_____. Senate. Select Committee on Small Business, Subcommittee on Government Regulation. Social, economic, and physiological problems caused by industrial noise. Hearings. 94th Cong., 1st sess. July 23-25, 1975, Washington, U.S. Govt. Print. Off., 1975. 500 p.

U.S. General Accounting Office. Control of aircraft noise and air pollution; Meetings between FAA and the public, Federal Aviation Administration. Department of Transportation, Environmental Protection Agency. [Washington] 1975. 21 p.

"RED-75-384, June 19, 1975."

Compiles "information on actions by the Federal Aviation Administration (FAA) and the Environmental Protection Agency (EPA) to abate aircraft noise and air pollution." Report also summarizes "public comments on" [FAA] "proposed regulations for quieting older aircraft engines and compile[s] information on meetings between high level [FAA] officials and the public."

U.S. Interagency Noise Effects Research Panel. Federal noise effects research, Fiscal Year 1973-1975. [Washington, U.S. Environmental Protection Agency, Office of Research and Development] 1975. 1 v. (various pagings) (Environmental health effects research series)

"EPA-600/1-75-001."

"Potential effects of noise on the public health and welfare are described, limitations and gaps in necessary knowledge of those effects are identified as research needs, and eight categories for analyzing noise effects research are presented. The current Federal research programs are summarized for each of the eight categories."

Washington (State). Dept. of Ecology. Noise Section. Environmental impact statement for proposed noise abatement regulations, motor vehicle noise performance standards maximum environmental noise levels. Olympia, 1975. 9 p.

Yamanda, Terry James. Urban noise: abatement, not adaptation. Environmental law, v. 6, fall 1975: 61-95.

Article discusses the legal remedies available to individuals and municipalities in their efforts to control urban noise.

J. Open Space and Recreation

Albert, Gene. Glacier: beleaguered part of 1975. National parks & conservation magazine, v. 49, Nov. 1975: 4-10.

Discusses the current impact of water pollution from a Canadian coal mine and the potential damage from oil and gas development.

Barrows, Dick. Farmland and open space taxes: what kind of law for Wisconsin? [Madison, Cooperative Extension Programs, University of Wisconsin-Extension, 1975] 12 p.

"G 2694, February 1975."

Bartlett, Jim Littleton: a look back at a leap forward. Colorado municipalities, v. 51, Jan. 1975: 20-23.

"Littleton not only saved a scenic stretch of river from channelization by the U.S. Army Corps of Engineers, but took the Corps' money as well for use in preserving the area as a park."

Binnewies, Robert O. Acadia: public & private preservation. National parks & conservation magazine, v. 49, Apr. 1975: 4-9.

"The Maine Coast Heritage Trust is pointing the way to an innovative means to protect inholdings and other private land for conservation purposes." Curtis, Gregory G. The Connecticut historic riverway. Connecticut government, v. 28, summer 1975: 1-4.

Delineates "the respective roles of the federal, state and local governments, and the necessary legislative formula for their mutual efforts are discussed with the specific case—the Connecticut River valley as a National Recreation Area—the focal point for implementation of Congressional intent. Questions of recreational use versus preservation and conservation are a key element of Dr. Curtis's analysis and conclusions."

Denecke, William. Wild and scenic rivers—seven years later. *Outdoor America*, v. 40, Nov. 1975: 6-7.

Author feels that the Wild and Scenic Rivers Act is not being effectively implemented.

Eisenhower Consortium Research Symposium, 1st Vail, Colo., 1975. Man. leisure, and wildlands: a complex interaction; proceedings. [Vail, Colo.] Eisenhower Consortium for Western Environmental Forestry Research [available from NTIS, 1975] 286 p. (Eisenhower consortium bulletin 1)

Presents the first of several planned symposia concerned with environmental protection, regional planning and land utilization in the Rocky Mountain states area.

Gold, Seymour M. The titanic effect on parks and recreation. *Parks & recreation*, v. 10, June 1975: 23-25, 42-43.

Practitioners and professional organizations in the park and recreation field are having difficulty coping with change. Problems of budget, relevance of activities, jobs, and discrimination must be recognized and dealt with properly.

Halpern, David. Oklahoma's granite parkland. *Sierra Club bulletin*, v. 60, Nov.-Dec. 1975: 4-7.

Emphasize the conflict between recreational use of national parks versus the purported intent of natural resources preservation.

Harrison, Jean. The Corps' stake in recreation. *Parks & recreation*, v. 10, Mar. 1975: 1b-8b.

"The current recreation program focuses on some 400 major lakes on Corps land—more than 11 million acres of land and water and 40,000 miles of shoreline. During 1973 the public spent 344 million recreation days at these projects."

International City Management Association. Municipal recreation and park services and programs: 1975: Urban data service report, v. 7, Oct. 1975: whole issue.

Provides "administrators with a useful tool for keeping abreast of nationwide developments in various aspects of leisure services: administration finances personnel, school/agency cooperation, programs for special groups, public availability, outreach programs, facilities, and level of area development."

Contains tables and statistics compiled from a national survey.

Martin, Alexander Reid. Leisure and our inner resources. *Parks & recreation*, v. 10, Mar. 1975: 1a-16a.

Offers his concepts of leisure, leisure time, and our inner resources as a basis for our culture that may be useful in the field of recreation.

McClaghry, John. A model state Land Trust Act. *Harvard journal on legislation*, v. 12, June 1975: 563-609.

"This article describes the various types of tax techniques that . . . have been employed or proposed to alleviate the tax pressure on farm and other open space lands. It then presents a model state Land Trust statute designed to prevent tax-forced conversion of farmlands to more intensive uses through public leasing of farm development rights."

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Recreation on water supply reservoirs: a handbook for increased use. [Washington, U.S. Council on Environmental Quality, for sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1975. 138 p.

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K. Environmental Protection

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- Dorfman, Nancy S. Snow, Arthur. Who will pay for pollution control? The distribution by income of the burden of the national environmental protection program, 1972-1980. *National tax journal*, v. 28, Mar. 1975 : 101-115.
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- Partial contents.—The environmental movement: history, goals—ideologies—strategies, participants, and opposition.—Environmental attitudes, beliefs, opinions, perceptions, values, etc.—Social impact assessment.
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- Futurists call for reforms in planning. *Conservation foundation letter*, June 1975: 1-8.
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- Gilmour, Robert S. McCauley, John A. Environmental preservation and politics: the significance of "Everglades Jetport". *Political science quarterly*, v. 90, winter 1975-76: 719-738.
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this technique by measuring the employment requirements created by expenditures for pollution control and abatement activities."

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McWethy, Jack. After setbacks—new tactics in environmental crusade. U.S. news & world report, v. 78, June 9, 1975: 62-63.

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Municipal Research and Services Center of Washington. Federal and state statutes and regulations relating to prevention of environmental pollution and the preservation of public natural resources. Seattle, 1975. 361 pp. (Municipal Research and Services Center of Washington. Information bulletin no. 360)

National Research Council. Committee on Mineral Resources and the Environment. Mineral resources and the environment. Washington, National Academy of Science, 1975. 348 p.

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Olds, F. C. Environmental cleanup 1975-1985: huge new costs, little benefit. Power engineering, v. 79, Sept. 1975: 38-45.

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Organization for Economic Cooperation and Development. The polluter pays principle: definition, analysis [and] implementation. [Paris, c1975] 117 p.

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Siehl, George H. Environment update: a review of environmental literature and developments in 1975. Library journal, v. 100, May 1, 1975: 817-822.

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Sixth Environmental Quality Index: the year of the trade-off. National wildlife, v. 13, Feb.-Mar. 1975: 3-11.

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Southern Growth Policies Board. Land and Natural Resources Committee. Land and natural resources in the South; a report. [Research Triangle Park, N.C., 1975] 59 p.

Steck, Henry J. Private influence on environmental policy: the case of the National Industrial Pollution Control Council. *Environmental law*, v. 5, winter 1975: 241-281.

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Strom, Gerald S. Congressional policy making: a test of a theory. *Journal of politics*, v. 37, Aug. 1975: 711-735.

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Strong, Maurice F. Progress or catastrophe: whither our world? *Environmental conservation*, v. 2, summer 1975: 83-88.

Author comments on the present state of the environment and points out some principal elements which are necessary to make a positive future for mankind. He lists ten steps which he feels are essential such as stabilizing the population, increasing the food supply, properly managing the oceans, etc.

Train, Russell E. EPA and agriculture: establishing a partnership. *Journal of soil and water conservation*, v. 30, Jan.-Feb. 1975: 33-35.

"An atmosphere of cooperation seemingly provides the best chance for success in balancing environmental protection goals against the need for expanded agricultural production."

Tribe, Laurence H. From environmental foundations to constitutional structures: learning from nature's future. *Yale law journal*, v. 84, Jan. 1975: 545-556.

In a recent article Prof. Mark Sagoff proposed "a nonutilitarian rationale . . . to support protectionist policies," a rationale he sought to ground in America's cultural history and in its constitutional structure. In this article the author focuses on what he feels are the flaws of Sagoff's proposal, whether as constitutional theory, as moral philosophy, or as cultural history.

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— Environmental quality control; governmental finances and employment: fiscal years 1971-72 and 1972-73. [Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1975. 55 p. (U.S. Bureau of the Census. State and local government special studies, no. 71)

Includes tables showing Federal, state and local government expenditures for air and water quality control and solid waste management.

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— House. Committee on Appropriations. Department of the Interior and related agencies appropriation bill, 1976; report together with additional views to accompany H.R. 8773. [Washington, U.S. Govt. Print. Off.] 1975. 103 p. (94th Cong., 1st sess. House. Report no. 94-374)

— House. Committee on Appropriations. Subcommittee on Dept. of the Interior and Related Agencies. Department of the Interior and related agencies appropriations for 1976. Hearings, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 2 v.

Part 1—Overview hearings, part 2—Bureau of Outdoor Recreation, Fish and Wildlife Service, Forest Service, and National Park Service.

— House. Committee on Appropriations. Subcommittee on HUD-Independent Agencies. Department of Housing and Urban Development—Independent agencies appropriations for 1976. Hearings, 94th Cong., 1st sess. Part 4, Washington, U.S. Govt. Print. Off., 1975. 911 p.

_____. House. Committee on Appropriations. Subcommittee on HUD-Independent Agencies. Department of Housing and Urban Development—Independent Agencies appropriations for 1976. Hearings, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 950 p.

Part 6—Environmental Protection Agency; testimony of Members of Congress and other interested individuals and organizations.

_____. House. Committee on Appropriations. Subcommittee on the Dept. of the Interior and Related Agencies. Department of the Interior and related agencies appropriations for 1976. Hearings, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 3 v.

Parts 5, 6, and 7.

_____. House. Committee on Interior and Insular Affairs. Legislative and review activities of the Committee on Interior and Insular Affairs of the House of Representatives during the Ninety-third Congress pursuant to clause 28 of rule of XI of the Rules of the House of Representatives. Washington, U.S. Govt. Print. Off., 1975. 33 p. (93d Cong., 2d sess. House. Report no. 93-1666)

_____. House. Committee on Science and Technology. Subcommittee on the Environment and the Atmosphere. Fiscal year 1976 EPA R. & D. authorization. Hearings, 94th Cong., 1st sess. Mar. 4-6, 1975. Washington, U.S. Govt. Print. Off., 1975. 344 p.

_____. Senate. Committee on Appropriations. Department of Housing and Urban Development, and certain independent agencies appropriations for fiscal year 1976. Hearing 94th Cong., 1st sess. H.R. 8070. Washington, U.S. Govt. Print. Off., 1975, 785-1739 p.

Part 2—Consumer Products Safety Commission. Environmental Protection Agency, General Services Administration, Nondepartmental witnesses, Office of Consumer Affairs, Selective Service System.

_____. Senate. Committee on Appropriations. Department of Housing and Urban Development—Independent agencies appropriation bill, 1976; report to accompany H.R. 8070. [Washington, U.S. Govt. Print. Off.] 1975. 101 p. (94th Cong., 1st sess. Senate. Report no. 94-326)

_____. Senate Committee on Appropriations. Department of the Interior and related agencies appropriations for fiscal year 1976. Hearings, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 3 v.

_____. Senate. Committee on Appropriations. Department of the Interior and related agencies appropriations for fiscal year 1976. Hearings, 94th Cong., 1st sess., on H.R. 8773. Washington, U.S. Govt. Print. Off., 1975. 2177-3017 p.

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U.S. Council on Environmental Quality. The Delaware River Basin: an environmental assessment of three centuries of change [Washington, for sale by the Supt. of Docs. U.S. Govt. Print. Off.] 1975. 87 p.

U.S. Environmental Protection Agency. Basic documents concerning Federal programs to control environmental pollution from Federal Government activities. [Washington] 1975. 162 p.

_____. EPA enforcement: two years of progress. Washington [1975] 398 p. Cover title.

Reviews EPA enforcement actions for the major program areas of air, water, and pesticide pollution.

_____. Federal assistance programs of the Environmental Protection Agency. Washington, 1975. 67 p.

U.S. Forest Service. Final environmental statement & renewable resource program. 1977-2020. Washington [1975] 1 v. (various pagings).

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U.S. General Accounting Office. Examination of the Environmental Financing Authority's operations from October 18, 1972 through March 31, 1975; report to Congress by the Comptroller General of the United States. [Washington] 1975, 2 p.

"FOD-75-19, June 19, 1975."

— Federal pesticide registration program: is it protecting the public and the environment adequately from pesticide hazards? Environmental Protection Agency; Food and Drug Administration (HEW); report to the Congress by the Comptroller General of the United States. [Washington] 1975. 90 p.

"RED-75-42, Dec. 4, 1975"

"This is the third in a series of GAO reports issued to alert the Congress to the shortcomings in the Environmental Protection Agency's efforts to protect man and the environment from the effects of harmful pesticides."

U.S. Laws, statutes, etc. A compilation of Federal laws relating to conservation and development of our Nation's fish and wildlife resources, environmental quality, and oceanography. Washington, U.S. Govt. Print. Off., 1975. 844 p.

At head of title: [House] Committee [on Merchant Marine and Fisheries] print.

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Volume III—Environmental law, including the Clean Air Act, Solid Waste Disposal Act, Noise Control Act of 1972, National Materials policy Act, of 1970, Lead-Based Paint Poisoning Prevention Act, Occupational Safety and Health Act, Public Health Service Act, National Environmental Policy Act.

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U.S. Library of Congress. Congressional Research Service. Effects of chronic exposure to low-level pollutants in the environment. Prepared for the Subcommittee on the Environment and the Atmosphere of the Committee on Science and Technology, U.S. House of Representatives, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 402 p.

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"Serial O."

"The study attempts to outline the magnitude and extent of the environmental threat caused by low-level, persistent pollutants, and to describe the effects of these pollutants on human health, fish and wildlife, agriculture and climate. In addition, inconsistencies in current legislative approaches and problems of implementation of existing laws are described."

— Environmental Policy Division. Congress and the Nation's environment; environmental and natural resources affairs of the 93rd Congress. Prepared . . . at the request of Henry M. Jackson, chairman, Committee on Interior and Insular Affairs, United States Senate. Washington, U.S. Govt. Print. Off., 1975. 940 p.

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Contents.—Energy and fuels, by F. Gulick, W. Donnelly, D. Lindahl, D. Beard, G. Pagliano, G. Siehl, B. Rather, S. Abbasi, R. Anderson, D. Thompson, and W. Fletcher.—Mines and minerals by D. Thompson and D. Londahl.—Land use policy and planning, by W. Fletcher.—Public lands, by R. Wolf.—Water resources, by H. Brown.—Parks, recreation and wilderness, by G. Siehl.—Forestry, by R. Wolf.—Fisheries and wildlife conservation, by W. Jolly.—Appraisal of natural resources supply and demand by H. Hughes.—Urban environment, by S. Abbasi.—Government reorganization for energy, environment and natural resources, by S. Abbasi.—Natural hazards, by H. Brown.

— Environmental Policy Division. Environmental protection affairs of the Ninety-third Congress; a report . . . for the Committee on Public Works, U.S. Senate at the request of Senator Edmund S. Muskie. Washington, U.S. Govt. Print. Office, 1975. 330 p.

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Contents.—Air quality, by M. H. Grimes.—Health effects of air pollution, by J. M. McCullough.—Water pollution and ocean dumping; safe drinking water, by S.W. Becker.—Solid waste management, by M. E. A. Reisch.—Toxic substances in the environment, by I. E. Blodgett.—Pesticides and predacides, by J.E. Blodgett and C. A. Musgrove.—Radiation and Radioactive material, by W. Donnelly.—Noise control, by M. Segal.—Transportation and the environment, by C. A. Musgrove.—Environmental economics, by J. P. Biniek.—Environmental research and development, by J. E. Blodgett.

— Environmental Policy Division. The status of environmental economics; report. Prepared by the Environmental Policy Division of the Congressional Research Service of the Library of Congress for the Committee on Public Works, U.S. Senate. Washington, U.S. Govt. Print. Off., 1975. 203 p.

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URS Research Company. The economic impacts on the American Paper Industry of pollution control costs. San Mateo, Calif., 1975. 55 p. (URS Research Company. URS 7457)

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Virginia. Council on the Environment. The economic impact of environmental costs incurred by Virginia Electric and Power Company and other electric utilities. [Richmond] 1975. 40, 41.

"An attempt was made to single out strictly the costs of complying with environmental laws and regulations, and to separate them from health and safety costs, and the costs resulting from delays in construction of electricity-generating and transmission facilities. This report focuses on the Virginia Electric and Power Company (VEPCO...)"

Walker, John E. Dahm, Douglas E. Measuring environmental stress. Environmental science & technology, v. 9, Aug. 1975: 714-719.

"Infrared remote sensors plus photometric interpretation and digital data analysis are being used to record the stresses on air, water, vegetation and soil."

Zarytkiewicz, Edward D. Federal environmental laws and regulations. Chemical engineering, v. 82, Oct. 6, 1975: 9, 11, 13, 15, 17.

"This is an overview of previous major environmental requirements, recently enacted regulations, and future legislation that will affect the chemical process industries."

L. State and Local Environmental Protection

Beyle, Thad L. Peddicord, Thomas E. Parker, Francies H. Integration and coordination of state environmental programs. Lexington, Ky., Council of State Governments, [1975] 161 p. (Council of State Governments. RM-570)

"This report discusses the various approaches used by the States to better manage and interrelate" their environmental programs.

Crabtree, Thomas J. The redwoods: to preserve and protect. Environmental law, v. 5, winter 1975: 283-310.

Provides a history of conservation legislation to preserve California's redwoods; but simply creating national parks is not the total solution.

Ershkowitz, Miriam. Environmental politics in the metropolis. Bureaucrat, v. 4, July 1975: 147-162.

Uses a case study of air resource management to "illustrate the difficult problems faced by local governments in regulating large local corporations, such as utilities that supply a vital service and employ many local workers. The analysis centers on the relationship between the Consolidated Edison Company and the New York City political system in the period from the early 1950s through the early 1970s."

Fussner, Sarah Elizabeth. Wiley, William S. Oregon's new state Land Use Planning Act—two views. Oregon law review, v. 54, no. 2, 1975: 203-223.

Comment consists of two sections with contrasting views of Oregon's Land Use Planning Act. "The first discusses the LCDC's power to grant permits and to review plans and suggests that state-level planning should be limited. The second section critically analyzes the act and compares it with the ALI Model Land Development Code and the recently defeated Land Use Policy and Planning Assistance Act of 1972."

Hodges, Allan A. California's environmental laws challenge real estate and finance industries. *Mortgage banker*, v. 36, Oct. 1975: 42-43, 46-48.

Includes discussion of "the two state laws which have had the most impact on the development and finance industries: the California Environmental Quality Act of 1970 (CEQA) and the Coastal Zone Conservation Act of 1972."

Lukes, Anthony J., Jr. The Montana Natural Areas Act of 1974. *Western wildlands*, v. 2, winter 1975: 15-19.

The article describes "a system of natural areas possessing scenic, biological, and geological features of education and scientific value" in Montana.

Lutrin, Carl E. Settle, Allen K. The public and ecology: the role of initiatives in California's environmental politics. *Western political quarterly*, v. 28, June 1975: 352-371.

"The following study is an assessment of the uses and limits of the initiative process, using the two most important ecological initiatives ever put to the voters of California," Proposition 9 (Clean Air Initiative) and Proposition 20 (Coastal Zone Conservation Act).

Manley, Robert E. A Cincinnati strategy for environmental quality overlay zones. *Urban lawyer*, v. 7, winter 1975: 96-114.

Cincinnati is implementing environmental quality district regulation to incorporate environmental control standards into its zoning and planning practices.

Selby, Earl. Selby, Miriam. How one state fights to stay livable. *Reader's digest*, v. 106, Apr. 1975: 11-12, 14-16.

"Oregon's achievements in cleaning up rivers, highways, beaches and air offer both example and hope to the rest of the country."

Wagoner, Don. Oregon's Bottle Bill—two years later. [n.p.] Columbia Group Press [c1975] 37 p.

Discusses implementation of Oregon's Bottle Bill and points out areas of confusion or disagreement. Documents the value of container refund legislation.

Author is past president, Oregon Environmental Council, Portland, Oreg.

CHAPTER VII. IMPROVING GOVERNMENT CAPABILITY

A. Development and Implementation of National Policies

Agelasto, Michael. HUD's attempt at regional in-house evaluation—some lessons learned. *Planning comment*, v. 10, no. 2, 1975: 51-63.

"The purpose of this case study, which is an evaluation of an evaluation performed by the San Francisco regional office of the Department of Housing and Urban Development, is to define some of the difficulties in team effort and quantitative evaluation at the regional office level."

Alperovitz, Gar. Faux, Jeff. The economy: what kind of planning? *Working papers*, v. 3, fall 1975: 67-73.

Says that the major question is not whether the U.S. will plan its economy, but how, and for whose benefit.

Amacher, Ryan C. Tollison, Robert D. Willett, Thomas D. A budget size in a democracy: a review of the arguments. *Public finance quarterly*, v. 3, Apr. 1975: 99-121.

Reviews the literature on budget size in a democracy with respect to what type of bench mark criterion for 'correct' budget size is employed, using the American experience.

American Enterprise Institute for Public Policy Research. The economic planning proposal. Washington [1975] 25 pp. (American Enterprise Institute for Public Policy Research. Legislative analysis, 94th Cong., No. 5)

Summarizes the Balanced Growth and Economic Planning Act of 1975 and provides the main arguments for and against the bill.

Auerbach, Irving. Budget, off-budget impact to rise to \$110 billion in FY '76. *Money manager*, v. 4, Mar. 3, 1975: 3, 34-36.

Author presents various budget projections and compares them with the administration's figures.

Bailey, John J. O'Connor, Robert J. Operationalizing incrementalism: measuring the muddles. *Public administration review*, v. 35, Jan.-Feb. 1975: 60-66.

Analyzes the application of incrementalism to budgeting, reviewing literature on the subject and pointing out confusion in usage.

Baker, Gladys L. Rasmussen, Wayne D. Economic research in the Department of Agriculture: a historical perspective. *Agricultural economics research*, v. 27, July–Oct. 1975: 53–72.

Describes the organizational changes experienced in the Department of Agriculture in support of and related to research in agricultural economics and discusses the impact of these changes.

Bechter, Dan M. Federal Government purchases of goods and services. *Federal Reserve Bank of Kansas City monthly review*, Nov. 1975: 3–10.

Reviews trends in total Federal Government spending, takes up the question of how economic effects differ according to the type of expenditure, and then focuses on Federal Government purchases of goods and services.

Blechman, Barry M. Gramlich, Edward M. Hartman, Robert W. Setting national priorities: the 1976 budget. Washington, Brookings Institution [c1975] 243 p.

Contents.—The Federal budget in perspective.—The economy and the budget.—Domestic issues.—Choices in the defense budget.—Alternative defense budgets.—Major tax issues.—Budget controllability and planning.—The congressional response.

Bonafede, Dom. Domestic Council tries to match early promise. *National journal*, v. 7, Dec. 13, 1975: 1687–1696.

Describes the background and organization of and outlook for the Domestic Council. Includes a separate discussion of the council's origin by its first executive director, John Ehrlichman.

— Ford reverses trend in strengthening cabinet role. *National journal reports*, v. 7, May 3, 1975: 652–656.

"Ford meets with the Cabinet more often than his predecessors did and has more individual contact with the Secretaries of the departments—circumstances that tend to increase their influence. Although the Cabinet is not used to make decisions, it meets to provide Ford with advice on a broad range of issues and he uses it as a forum to express his views."

Boorstin, David. Federal fiscal control. [Washington] *Editorial Research Reports*, 1975. 23–40 p. (Editorial research reports, 1975, v. 1, no. 2)

Contents.—Options to stabilize the economy.—Operation of Federal budget system.—Future of fiscal reforms in Congress.

Borklund, C. W. OFPP: an ombudsman "of large but uncertain dimension." *Government executive*, v. 7, Feb. 1975: 19–21.

"Newly created Office of Federal Procurement Policy wields far more power than the 'procurement community' realizes."

Buchanan, James M. Public finance and public choice. *National tax journal*, v. 28, Dec. 1975: 383–394.

"Public finance has undergone major transformation since World War II. This paper surveys this transformation, particularly from a public-choice perspective. Post-Marshallian public finance had two major gaps: the expenditure side of the fiscal account, and the public decision making process. Both of these gaps have been partially filled, although much discussion of policy continues to take place in a now-outmoded setting. Social security financing is used as an illustration of the separate methodologies."

Can the oceans roll with man's punches? *Conservation Foundation letter*, Sept. 1975: 1–8. "The ocean commons as a scene of conflict between environmentalists and exploiters . . . The dangers of resource depletion and pollution as nations scramble for the sea's riches . . . And the disturbing lack of knowledge about threats to the mysterious marine ecosystem."

Chiles, Lawton. Changing concepts of responsibility for Federal procurement. *Defense management journal*, v. 11, Jan. 1975: 31–35.

Cole, Sam. Clark, John. Archer, Melanie. Long-term forecasting in Western Europe. *Futures*, v. 7, Dec. 1975: 485–514.

"The focus of this comparative study is the practice of long-term forecasting in Western Europe and its contribution to social and economic planning. National planning systems, their objectives, institutional frameworks, and methods employed are examined. The appendix gives a country-by-country description of forecasting in the EEC, and outlines activities in Eastern Europe, Japan and the USA."

Collett, Merrill J. Federal Government selection of management consultants. *Bureaucrat*, v. 4, Oct. 1975: 309–315.

- Discusses guidelines for selection and evaluation of management consultants by the Federal Government.
- Committee for Economic Development. Program Committee. The new congressional budget process and the economy. [New York, 1975] 17 p.
- Conference on Conflict and Order in Ocean Relations, Airlie House, 1974. Perspectives on ocean policy. [Washington, National Science Foundation, for sale by the Supt. of Docs., U.S. Govt. Print. Off., 1975] 435 p.
- Congress in the information age. Bulletin of the American Society for Information Science, v. 1, Apr. 1975: 8-24. Partial contents.—Information for legislation: a Congressman speaks, by J. Culver.—New tools of the trade—Congress' budget machinery, by B. Adams.—The information interrelationship between Congress and the academic world, by H. Symmes.—Legislating responsive information services, by R. Chartrand and J. P. Emard.—Congress and computers—the future, by C. Rose.—Lobbies as information sources for Congress, by R. Murphy.
- Cooper, Richard N. An economist's view of the oceans. Journal of world trade law, v. 9, July-Aug. 1975: 357-377.
- Article indicates "how one economist, not an expert on oceans or any of its particular aspects, looks at this relatively new range of issues and what guidance he would offer for future management of the resources of the oceans."
- Resource needs revisited. Brookings papers on economic activity, no. 1, 1975: 238-245. In light of the recent concern about long-term scarcity of natural resources, the author reviews a set of projections of U.S. needs for materials made in 1952, when, as now, the nation was anxious about supplies. The author finds that the projections generally overestimated the needs of the economy for mineral raw materials in 1970s.
- Cornuelle, Richard. The executive epidemic. New times (New York), v. 4, June 13, 1975: 47-51.
- Asserts that America is overmanaged and maintains that an unmanaged society will in its own random fashion produce a more desirable and efficient "national overall result" than the present system.
- Cosman, Cornelius M. Some thoughts on long-term supply demand forecasting for materials twenty-two years after the Paley Commission. ASTM [American Society for Testing and Materials] standardization news, v. 3, Jan. 1975: 20-25, 53.
- Crotty, James R. Roddy, Rafor. Who will plan the planned economy? Progressive, v. 39, Feb. 1975: 15-19.
- Review of the U.S. domestic and foreign economic situation. Concludes by suggesting that "over the long run the only permanent solution to the economic instability and insecurity which derive from the monopoly, inequality, and imperialism of modern capitalism is to build a democratic, socialist society."
- Dahl, Dale C. Public policy changes needed to cope with changing structure. American journal of agricultural economics, v. 57, May 1975: 206-213.
- Reviews "the nature of structural change at several industrial levels in the food and fiber system and its performance results" and proposes the study of changes in public policy that might cope with this changing structure.
- DeWolfson, B. H. Federal PPB: a ten year perspective. Federal accountant, v. 24, Sept. 1975: 52-61.
- Report on a 1974 survey of common pitfalls experienced in installing and operating planning-programming-budgeting systems and on practitioners' satisfaction with PPB as a decisionmaking tool, focusing on those findings concerning Federal agencies and departments.
- DeWolfson, Bruce H., Jr. Public sector MBO and PPPB: cross fertilization in management systems. Public administration review, v. 35, July-Aug. 1975: 378-395.
- "The article argues that Management by Objectives (MBO) and Planning-Programming-Budgeting (PPB) are not mutually exclusive of contradictory approaches to complex management situations in the public sector, but are in fact complimentary types of management systems."
- Dodd, Lawrence C. Shipley, George C. Patterns of committee surveillance in the House of Representatives, 1947-70. [Washington] 1975. 45, [1] 1.
- "Presented at the American Political Science Association Annual Convention, September 2-5, 1975, in San Francisco, California."

Reviews oversight hearing activities in the House during the twenty-four year period between the Legislative Reorganization Acts of 1946 and 1970. From a statistical analysis of nearly 8,000 published hearings on "any Federal agency, public policy, or perceived need for policy" held by the House the authors discern the following trends: significant (but fluctuating) increase in oversight hearings: greater use of and dependence of subcommittees; predominant focus on policy rather than agency review; and a marked increase in multi-committee surveillance.

Downey, Gregg W. OMB: the secrets of the secret agency. *Modern healthcare*, v. 4, Sept. 1975: 23-27.

Examples of OMB's part in healthcare matters, especially financing of Federal health programs.

Evaluating governmental performances: changes and challenges for GAO: a series of lectures delivered at the United States General Accounting Office, 1973-1975. [Washington] U.S. General Accounting Office [for sale by the Supt. of Docs., U.S. Govt. Print. Off. [1975] 279 p.

Partial contents.—Can the Congress reform itself?, by R. Rolling.—Effectiveness of the public service, by P. Drucker.— Issues facing the District of Columbia, by W. Washington.—Changing roles of government and industry, by C. Madden.—The global politics of food scarcity, by L. Brown.—Changes and challenges for the accounting profession, by R. Kent.—Productivity, inflation, and education, by C. Grayson.

Federal Paperwork Commissioners' challenge. *Bureaucrat*, v. 4, Oct. 1975: 243-299.

Partial contents.—Ending Federal forms pollution, by T. McIntyre.—The Commission on Federal Paperwork: a mechanism for reform, by F. Horton.—Managing government paperwork, by A. Ricks.—Centralized control of Federal statistics reporting, by J. Duncan.—The right of privacy versus technological advance, by E. Dwyer.

Fitzgerald, Martin J. The expanded role of the General Accounting Office in support of a strengthened Congress. *Bureaucrat*, v. 3, Jan. 1975: 383-400.

Freed, Bruce F. Congress may step up oversight of programs. *Congressional quarterly weekly report*, v. 33, Mar. 22, 1975: 596-600.

Summarizes recent moves by the Senate and the House to review their own operations and to review agencies and programs created by the Congress. Includes a history of oversight legislation.

Freed, Bruce F. Study of Senate poses challenge to panel. *Congressional quarterly weekly report*, v. 33, Dec. 13, 1975: 2715-2721.

Outlines the scope of the investigation to be undertaken by the Commission on the Operation of the Senate and factors which could affect its final report.

Gannon, Martin J. Attitudes of government executives toward management training. *Public personnel management*, v. 4, Jan.-Feb. 1975: 63-68.

Reports on a survey of government executives concerning their attitudes toward management training, concluding that in general managers "view training in terms of a long-term rational cost-benefit ratio, that is they (desire) training that would maximize their potential for promotion and responsibility in the future rather than in their current jobs."

Ginnodo, William L. A view of MBO . . . from the middle. *Civil service journal*, v. 16, July-Sept. 1975: 13-17.

A distillation of the management by objectives process and a description of its application in Civil Service Commission operations.

Goldfarb, Robert S. Learning in Government programs and the usefulness of cost-benefit analysis: lessons from manpower and urban renewal history. *Policy sciences*, v. 6, Sept. 1975: 281-299.

"In the social program area . . . ex post program evaluation methods which take account of possibilities of 'learning by doing' can promote the selection over time of those program elements which maximize beneficial results per unit cost. . . . Recent applications of cost-benefit techniques have frequently ignored learning considerations."

Graham, Otis. Planning the economy. *Center magazine*, v. 8, Nov.-Dec. 1975: 51-58.

Review of S. 1795 concludes that "it has been thoughtfully prepared but not yet thoughtfully received."

Greenberg, George D. Reorganization reconsidered: the U.S. Public Health Service, 1960-1973. *Public policy*, v. 23, fall 1975: 483-522.

Concludes from the four reorganizations of PHS between 1960 and 1973 that reorganizations, while important administrative powers, are "often asked

to accomplish too much. Reorganizations may have important policy and program impacts but they will rarely achieve coordination across programs or broad policy control over most agency programs when there are powerful political and legal forces working in other directions."

Greenfield, Rand. The National Forest Service and the Forest and Rangeland Renewable Resources Planning Act of 1974. *Natural resources journal*, v. 15, July 1975: 603-628.

Comment reviews the development of the management of the public lands by the Forest Service. Says "the forest service continues to be biased towards production management and the industrial special interests at the cost of lower environmental quality, lessened ability to meet recreation needs, and the loss of future management options."

Gross, George. The Congressional Budget and Impoundment Control Act of 1974: a general explanation. Washington [U.S. Govt. Print. Office] 1975. 12, 15 p.

At head of title: U.S. House of Representatives. Committee on the Budget. Havemann, Joel. Agencies slow in producing inflation impact statements.

National Journal reports, v. 7, June 14, 1975: 892-895.

_____. Budget panels to propose economic goals for fiscal 1976. National journal reports, v. 7, Mar. 15, 1975: 390-395.

"Senate and House Budget Committees, part of a new experiment to control federal spending, have decided to try and draft resolutions by April 15 that will offer Congress an overall framework for fiscal 1976 federal spending and taxing policy."

_____. Committees seek stimulus but call for spending curbs.

National journal reports, v. 7, Apr. 5, 1975: 495-501. Analyzes options facing the House and Senate Budget Committees.

_____. Ford, Congress seek handle on 'uncontrollable' spending. National journal, v. 7, Nov. 29, 1975: 1619-1626.

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the projections made about the future. . . . Some projections are also offered about the kinds of study that now needs to be made and what the author feels are some of the more fundamental elements that should be included in training for tomorrow's public executives."

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"Humphrey explains his views on government planning in the U.S. and outlines the functions of his proposed new Office of Balanced National Growth and Development."

Iglehart, John K. Mathews envisions department as compromiser, not activist. *National journal*, v. 7, Oct. 18, 1975: 1445-1449.

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- tional organizations concerned with marine pollution, United Nations conventions and United States legislative activities, and current technology for abating ocean pollution."
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- Ott, David J. Ott, Attiat F. The 1976 budget: short-run stabilization policy and the long-run budget outlook. Washington, American Enterprise Institute for Public Policy Research [c1975] 38 p. (American Enterprise Institute for Public Policy Research. Domestic affairs study 32)
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- Philippart, Andre. Science and modern politics. *Government and opposition*, v. 10, autumn 1975: 473-491.
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Partial contents.—Aspects of the Census Bureau, by V. Barabba.—The right of privacy and the need to know, by V. Barabba.—Measuring national wealth and well-being, by S. Jones.—The role of private enterprise in developing indicators, by R. Wirthlin.—The census function, by D. Levine.—Planning the Federal statistical system—a historical perspective, by J. Duncan.—Commercial use of census data, by M. Eveleth, Jr.—Social indicators for corporate management, by L. Preston.

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This appendix (RBC 872) contains material inadvertently omitted from the hearing record of the Marine Protection, Research, and Sanctuaries Act of 1972 (Serial no. 94-32).

Senate. Committee on Government Operations. Government in the Sunshine Act; report to accompany S. 5. Washington, U.S. Govt. Print. Off., 1975. 62 p. (94th Cong., 1st sess. Senate. Report no. 94-354)

“To provide that meetings of government agencies and of congressional committees shall be open to the public, and for other purposes.”

Appends a table summarizing provisions of state open meeting laws.

Senate. Committee on Government Operations. Watergate Reorganization and Reform Act of 1975. Hearings, 94th Cong., 1st sess., on S. 495 [and] S. 2036. July 29–31, 1975. Part 1. Washington, U.S. Govt. Print. Off., 1975. 453 p.

Bills “to established certain Federal agencies, effect certain reorganizations of the Federal Government, and to implement certain reforms in the operation of the Federal Government recommended by the Senate Select Committee on Presidential Campaign Activities, and for other purposes” and “to promote accountability in the executive branch of the government, to require the disclosure of the financial status of public officials, to establish an Office of Legal Counsel to the Congress, and for other purposes.”

Senate. Committee on Government Operations. Permanent Subcommittee on Investigations. Materials shortages: workshop on resource management. Washington, U.S. Govt. Print. Off., 1975. 76 p.

At head of title: 94th Cong., 1st sess. Committee print.

Contains proceedings of a recent workshop on resource management held by the National Academy of Public Administration under contract to the Congressional Research Service (Warren H. Donnelly and Frances Gulick assisted in the workshop).

Partial contents.—Current context of resource allocation; a fundamentally changed world.—Government intervention and market efficiency.—Appendix 3, Resource allocation experience 1939–48 and its application to 1975–85 energy program management.—Appendix 4, Role of government in the distribution of materials to support the energy program.

- _____. Senate. Committee on Government Operations. Subcommittee on Federal Spending Practices. Efficiency, and Open Government. Oversight on Office of Federal Procurement Policy—1975. Hearing, 94th Cong., 1st sess. Apr. 21, 1975. Washington, U.S. Govt. Print. Off., 1975. 51 p.
- _____. Senate. Committee on Post Office and Civil Service. The use of current population data in the administration of Federal laws. Hearing, 94th Cong., 1st sess., on S. 1009. July 28, 1975. Washington, U.S. Govt. Print. Off., 1975. 74 p.
- _____. Senate. Committee on Public Works Subcommittee on Buildings and Grounds
Public Buildings Cooperative Use Act of 1975. Hearing. 94th Cong., 1st sess., on S. 865. May 19, 1975. Washington, U.S. Govt. Print. Off., 1975. 174 p.
"Serial no. 93-H17."
Hearings on legislation designed to encourage acquisition and renovation of historically and architecturally significant buildings for Federal offices and to permit commercial, cultural, recreational, and educational use of space in Federal buildings.
- _____. Senate. Committee on the Budget. The 1976 first concurrent resolution on the budget. Hearings, 94th Cong., 1st sess. Vol. 1. Washington, U.S. Govt. Print. Off., 1975. 552 p.
Hearings held Mar. 4—Mar. 10, 1975.
- _____. Senate. Committee on the Budget. The 1976 first concurrent resolution on the budget. Hearings, 94th Cong., 1st sess. Vol. II. Washington, U.S. Govt. Print. Off., 1975. 553-1143 p.
Hearings held Mar. 11, 1975—the budget and national priorities: Mar. 12—adopting fiscal policy to changing economic conditions; the budget and older Americans; Mar. 13—credit and monetary policy; the budget and defense; Mar. 14—the budget and defense; Mar. 17—the budget and economic policy: the budget and housing; Mar. 21—budgetary consequences of national security choices.
- _____. Senate. Committee on the Budget. California Conference on National Budget Priorities. Hearing, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 39 p.
Hearings held in San Francisco, Calif., Feb. 11, 1975.
- _____. Senate. Committee on the Budget. Congressional Budget Office oversight. Hearing, 94th Cong., 1st sess. Oct. 6, 1975. Washington, U.S. Govt. Print. Off., 1975. 93 p.
- _____. Senate. Committee on the Budget. The economic impact of the Federal budget. Hearing, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 261 p.
Hearing held in Salt Lake City, Utah, Feb. 14, 1975.
- _____. Senate. Committee on the Budget. The Federal budget and its problems. Hearing, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 109 p.
Hearing held in Albuquerque, N. Mex. Apr. 6, 1975.
- _____. Senate. Committee on the Budget. First concurrent resolution on the budget—fiscal year 1976; report to accompany S. Con. Res. 32 together with additional views. Washington, U.S. Govt. Print. Off., 1975. 152 p. (94th Cong., 1st sess. Senate. Report no. 94-77)
- _____. Senate. Committee on the Budget. The fiscal year 1976 Federal budget and inflation. Hearings, 94th Cong., 1st sess. Washington, U.S. Govt. Print. Off., 1975. 109 p.
Hearings held in Vermillion, S. Dak.—Feb. 12, 1975; Brookings, S. Dak.—Feb. 13, 1975.
- _____. Senate. Committee on the Budget. Implementation of new congressional budget procedure for fiscal year 1976; report. Washington, U.S. Govt. Print. Off., 1975. 8 p. (94th Cong., 1st sess. Senate. Report no. 94-27)
- _____. Senate. Committee on the Budget. Implementation of new congressional budget procedures for fiscal year 1976: timetable for the second budget resolution and reconciliation process; report. Washington, U.S. Govt. Print. Off., 1975. 6 p. (94th Cong., 1st sess. Senate. Report no. 94-422)
- _____. Senate. Committee on the Budget. Second concurrent resolution on the budget—fiscal year 1976. Hearings, 94th Cong., 1st sess. Vol. 1. Washington, U.S. Govt. Print. Off., 1975. 428 p.
Hearings held Sept. 23—Oct. 2, 1975.
- _____. Senate. Committee on the Budget. Second concurrent resolution on the budget—fiscal year 1976. Hearing, 94th Cong., 1st sess. Oct. 21, 1975. Vol. II Washington, U.S. Govt. Print. Off., 1975. 58 p.

- . Senate. Committee on the Budget. Second concurrent resolution on the budget—fiscal year 1976 and the transition quarter; report to accompany S. Con. Res. 76 together with additional, minority, and supplemental views. [Washington, U.S. Govt. Print. Off.] 1975. 98 p. (94th Cong., 1st sess. Senate. Report no. 94-453)
- . Senate. Committee on the Budget. Seminar: economic and budget outlook, 1976-1980. Washington, U.S. Govt. Print. Off., 1975. 36 p.
At head of title: 94th Cong., 1st sess. Committee print.
- . Senate. Committee on the Budget. Seminars: macroeconomic issues and the fiscal year 1976 budget. Washington, U.S. Govt. Print. Off., 1975. 214 p.
At head of title: 94th Cong., 1st sess. Committee print.
Vol. I: Feb. 3, 1975—Economic considerations and the FY 1976 budget; Feb. 4, 1975—Program priorities in the FY 1976 budget; Feb. 5, 1975—Revenues.
- . Senate. Committee on the Budget, Seminars: macroeconomics issues and the fiscal year 1976 budget. Washington, U.S. Govt. Print. Off., 1975. 319 p.
At head of title: 94th Cong., 1st sess. Committee print.
Vol. II—Feb. 18, 1975—Critical choices in physical resources; Feb. 19, 1975—Critical choices in human resources; Feb. 20, 1975—Critical choices in national defense; Feb. 25, 1975—Energy policy and the 1976 budget; Feb. 26, 1975—Monetary policy and the credit markets in 1975.
- . Senate. National Ocean Policy Study. National Ocean Policy Study: planning guidelines and work schedule for the 94th Congress pursuant to S. Res. 222, National Ocean Policy Study. Washington, U.S. Govt. Print. Off., 1975. 20 p.
At head of title: 94th Cong., 1st sess. Committee print.
- . Senate. Select Committee on Nutrition and Human Needs. Report on nutrition and government. Washington, U.S. Govt. Print. Off., 1975. 58 p.
At head of title: 94th Cong., 1st sess. Committee print.
- U.S. Congressional Budget Office. 1976 congressional budget scorekeeping report no. 2 (as of September 2, 1975). Washington, U.S. Govt. Print. Off., 1975. 44 p.
At head of title: 94th Cong., 1st sess.
- . 1976 congressional scorekeeping report no. 3 (as of October 20, 1975). Washington, U.S. Govt. Print. Off., 1975. 44 p.
At head of title: 94th Cong., 1st sess.
- . Staff working paper for 1976 congressional budget scorekeeping showing the status of the 1976 fiscal year Federal budget as of October 20, 1975. Washington, U.S. Govt. Print. Off., 1975. 66 p.
At head of title: 94th Cong., 1st sess. no. 3.
- . Budget Analysis Division. Staff working paper for 1976 congressional budget scorekeeping showing the status of the 1976 fiscal year Federal budget, as of June 27, 1975. Washington, U.S. Govt. Print. Off., 1975. 46 p.
At head of title: 94th Cong., 1st sess.
- . Budget Analysis Division. Staff working paper for 1976 congressional budget scorekeeping showing the status of the 1976 fiscal year Federal budget as of September 2, 1975. Washington, U.S. Govt. Print. Off., 1975. 63 p.
At head of title: 94th Cong., 1st sess. no. 2.
- U.S. Federal Council for Science and Technology. Report on the Federal R&D program, fiscal year 1976. [Springfield. Va.] Distributed by NTIS, 1975. 165 p. "PB-239 528."
The purpose of the report "is to present highlights of the Fiscal Year 1976 R&D program in a single document that focuses more strongly on program content than on budget detail."
- . Committee on Domestic Technology Transfer. Federal technology transfer directory of programs resources contact points. [Washington, For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1975. 202 p.
A one volume index "of the programs, resources and contact points at the Federal level which can be drawn upon in achieving transfer of technology and knowledge."
- U.S. Forest Service. Final environmental statement and renewable resource program, 1977-2020. Washington [1975] 1 v. (various pagings)
Partial contents.—Forest Service role in natural resource programs.—Program framework—resource systems.—Outdoor recreation and wilderness system.—Wildlife and fish habitat system.—Range system.—Timber system.—Land and water system.—Human and community development system.—Alternative renewable resource programs.

U.S. General Accounting Office. Better followup system needed to deal with recommendations by study commissions in the Federal Government; report to the Congress by the Comptroller General of the United States. [Washington] 1975. 40 p.

"RED-76-33, Dec. 4, 1975."

"Greater benefits could be obtained from the work of special study commissions—which the Government often uses to get advice on national problem areas or issues—if an effective system were established to promptly and fully follow up the commission's reports and recommendations. The Office of Management and Budget should provide the leadership in the executive branch for evaluating such recommendations and developing plans for action. Legislative action also would be desirable to clearly specify study commission objectives and require action by the executive branch."

———. Bureau of Reclamation's procedures and practices for computing authorized cost ceilings and project cost estimates need improvement, Department of the Interior; report of the Comptroller General of the United States. [Washington] 1975. 31 p.

"RED-76-49, Nov. 17, 1975."

———. 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. 22 p.

"B-115398, Jan. 14, 1975."

———. Executive branch action on recommendations of the Commission on Government Procurement; report to the Committee on Government Operations, House of Representatives, by the Comptroller General of the United States. [Washington] 1975. 135 p.

"B-160725, Mar. 17, 1975."

———. Executive branch actions on recommendations of the Commission on Government Procurement; report of the Comptroller General of the United States. [Washington] 1975. 137 p.

"PSAD-76-39, Dec. 19, 1975."

"This is the sixth GAO report monitoring actions on the Procurement Commission's 149 recommendations. The executive branch is adopting most recommendations; about 10 percent of them are now in effect. Although considerable progress has been made, special attention is needed by the executive branch or the Congress on about one third of the recommendations."

———. Federal materials research and development: modernizing institutions and management; report to the Congress by the Comptroller General of the United States. [Washington] 1975. 68 p.

"OSP-76-9, Dec. 2, 1975."

"Focuses on Federal materials R&D efforts and attempts to evaluate their organization in terms of their ability to meet national goals."

———. Progress in improving fiscal, budgetary, and program-related information for the Congress; report to the Congress by the Comptroller General of the United States. [Washington] 1975. 26 p.

"Report required by the Legislative Reorganization Act of 1970 as amended by the Congressional Budget Act of 1974."

"OPA-76-1, Aug. 29, 1975."

———. Status, progress, and problems in Federal agency accounting during fiscal year 1975; report to the Congress by the Comptroller General of the United States. [Washington] 1975. 56 p.

"FGMSD-76-13, Oct. 23, 1975."

U.S. Laws, statutes, etc. Basic laws and authorities on housing and community development. Rev. through July 31, 1975. [Prepared for the] Committee on Banking, Currency and Housing, House of Representatives, 94th Congress, 1st session. Washington, U.S. Govt. Print. Off., 1975. 1351 p.

At head of title: Committee print.

U.S. Library of Congress. Congressional Research Service. Federal management of Scientific and Technical information (STINFO) activities: the role of the National Science Foundation. Prepared for the Special Subcommittee on the National Science Foundation of the Committee on Labor and Public Welfare, United States Senate. Washington. U.S. Govt. Print. Off., 1975. 103 p.

At head of title: 94th Cong., 1st sess. Committee print.

———. Science Policy Research Division. Ocean affairs in the 93d Congress. A report prepared pursuant to the request of the Subcommittee on Oceanography of the Committee on Merchant Marine and Fisheries, House of Representatives. Washington. U.S. Govt. Print. Off., 1975. 227 p.

At head of title: 94th Cong., 1st sess. Committee print.

"Serial no. 94-C."

U.S. National Oceanic and Atmospheric Administration. Report to the Congress on ocean dumping research, January through December 1974. [Washington. For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1975. 48 p.

———. Report to the Congress on ocean pollution, overfishing, and offshore development, July 1973 through June 1974. [Washington. For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1975. 77 p.

Contents.—Marine environmental research activities: an overview.—Ocean pollution.—Overfishing.—Offshore development and the ocean environment.

U.S. National Science Foundation. An analysis of Federal R&D funding by function; fiscal years 1969–1976. [Washington. For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1975] 74 p. (U.S. National Science Foundation. Surveys of science resources series)

"NSF 75-330."

U.S. Office of Management and Budget. Evaluation and Program Implementation Division. Evaluation management, a background paper. [Washington] 1975. 13, 10 p.

"This paper has two primary purposes. First, it is a basis for specific OMB initiatives to improve program evaluation management: it sets forth the issues and concepts as seen by OMB. Second, the paper is intended to stimulate and focus independent action by agency heads, program managers, and evaluation staffs toward increasing the quality and utilization of evaluation information as appropriate to their own agency context."

U.S. President. 1974 (Ford). Presidents' report on the state of the Union; message. Washington. U.S. Govt. Print. Off., 1975. 8 p. (94th Cong., 1st sess. House. Document no. 94-1)

Waller, Salvador B. Thoughts on MBO: a review of the literature. *Civilian manpower management*, no. 1, spring 1975: 14-15, 24-27.

Discusses several aspects of management by objectives, pointed out the theories and approaches of writers dealing with the subject.

Werther, William B., Jr. Weihrich, Heinz. Refining MBO through negotiations. *MSU business topics*, v. 23, summer 1975: 53-59.

"No aspect of MBO is more significant or more fraught with pitfalls than the actual negotiation of goals with subordinates on a face-to-face basis; analytical, behavioral, and negotiating skills are required. Before discussing goals with subordinates, the leader must evaluate objectives in light of their potential contribution to the organization's purpose and strategy."

Witt, Hugh E. The role of OFPP: unify and coordinate. *Defense management journal*, v. 11, Jan. 1975: 36-40.

Wriston, Walter B. Central planners, like those of New Deal, era, invite coercion. *Money manager*, v. 4, June 2, 1975: 15, 17.

Argues against the establishment of the Economic Planning Board in the Executive Office of the President as called for in the bill sponsored by Senators Javits and Humphreys, seen by OMB.

B. State and Local Management Capability

Advisory Commission on Intergovernmental Relations. ACIR state legislative program: 5, environment, land use and growth policy. Washington, 1975. 146 p.

Suggests legislative measures to implement state growth policy objectives, land use regulations, and environmental protection standards.

Alexander, James R. The impact of environmental forces on municipal policies: a reassessment. *Rocky Mountain social science journal*, v. 12, Jan. 1975: 85-91.

Reassesses the input-output model of urban policy analysis as an effective indicator of interaction between the urban environment and public policy.

Baker. David E. State futures commissions: planning for the quality of life. In *Council of State Planning Agencies. State planning issues*. Lexington, Ky., Council of State Governments, 1975. p. 40-43.

Describes the activities in several states being taken to plan for the future, i.e., Hawaii Commission on the Year 2000.

Balutis, Alan P. The role of the staff in the legislature: the case of New York. *Public administration review*, v. 35, July-Aug. 1975: 355-363.

Concludes from "analysis of professional staffs in the New York State Legislature . . . that they are not merely 'neutral agents devoid of values and providing purely objective data.' They are, inexorably, important participants in the legislative process in their own right and their views have important implications for policy making."

Bebout, John E. Unique road to a new constitution. *National civic review*, v. 64, Sept. 1975: 385-392.

"No trail blazed by Texans has been more distinctive than the road to a new constitution hacked out during the last five years. In July 1974 the constitutional convention ran out of time three votes short of the number needed to submit its work to the people. This November they will have a chance to approve a new document in the form of eight amendments."

Bellush, Jewel. A Bicentennial resolution: let the mayor be. *National civic review*, v. 64, Oct. 1975: 459-463.

"In recent years there has been a reexamination of the concept of strong and effective executive leadership for American cities. But before we tamper with the mayor's power it should be considered that the contemporary mayor must deal with increasing numbers of actors. Executive power must be shared with a cast including economic, social and professional actors, other city politicians and administrators, and an ever-widening network of intergovernmental actors."

Benz, Loretta Nizzi. Citizen participation reconsidered. *Social work*, v. 20, Mar. 1975: 115-119.

Reviews the use of citizen participation as a strategy in community organization, using a model city as an example. Claims that citizen participation is scarce under the Model Cities and Community Development Program.

Boher, David E. Citizen participation in planning: selected interdisciplinary bibliography. Monticello, Ill., 1975. 20 p. Council of Planning Librarians. Exchange bibliography 718)

Boynton, Robert P. City councils: elections, procedures, and functions. Urban data service report, v. 7, July 1975: 1-21.

"Analyzes the powers, procedures, and composition of the legislative systems in cities in the United States, contrast[ing] two basic alternative models for the organization and rules of the electoral process . . . and examin[ing] the ways in which various municipalities exhibit their characteristics."

Bresnick, David A. The other side of decentralization: home rule for New York City. *National civic review*, v. 64, Feb. 1975: 71-75.

Summarizes home rule conflicts between New York City and New York State.

Brodie, Donald W. Public sector collective bargaining in Oregon. *Oregon law review*, v. 54, no. 3, 1975: 337-371.

Article concludes that "the Oregon legislature has enacted comprehensive public sector collective bargaining legislation . . . [creating] an obligation on both management and labor to bargain in good faith over employment relations. . . . The Oregon law has given the Employment Relations Board broad jurisdiction over traditional unfair labor practice disputes as well as over contract and statutory violations. As a result, the ERB, not the courts, becomes the first forum for dispute resolution."

Burg, Nan C. Developing a dialogue between dispensers & benefactors of local government services. Monticello, Ill., 1975. 26 p. (Council of Planning Librarians. Exchange bibliography 936)

"A preliminary bibliography including research methods, administrative measurement, citizen participation and intergovernmental cooperation."

Burg, Nan C. Source materials for local government and urban affairs information, with emphasis on Pennsylvania. Monticello, Ill., 1975. 23 p. (Council of Planning Librarians. Exchange bibliography 947)

Cassella, William N., Jr. A century of home rule. *National civic review*, v. 64, Oct. 1975: 441-450.

"In 1875 the Missouri constitution for the first time granted to a local jurisdiction the right to frame and adopt a charter tailored to their needs. Now, most states have recognized the importance of a degree of local autonomy and have some form of home rule. The debate over structure and powers has continued throughout the century, as reflected in various editions of the National Municipal League's Model City Charter and Model State Constitution."

Clem, Alan L. Measuring legislative committee performance. *Public affairs*, no. 63, Nov. 1975: 1-5.

Explores the degree to which committees of a state legislature are performing their lawmaking function.

Cody, Gene, comp. Goals for Alabama. Montgomery, Alabama Development Office, 1975. 8, [32] p.

"The purposes of this document are twofold. First, it serves as a guideline for decisionmakers at the State, regional and local government levels. Secondly,

- it represents the development of a specific set of goals, which will define the exact ends of achievement toward which Alabama will strive."
- Cole, Richard L. Citizen participation in municipal politics. *American journal of political science*, v. 19, Nov. 1975: 761-781.
- "Assesses the consequences of neighborhood decentralization programs." Includes evaluation of "impact of such participation of citizen satisfaction with improved delivery of goods and services, and program impact on improved citizen trust." Proposes a theoretical model for citizen action programs.
- Collective bargaining in the public sector. *P&R analysis*, no. 206, Apr. 1975: 1-32.
- Discusses state government employee unions and the collective bargaining practices at the state level.
- Conaway, O. B., Jr. The intergovernmental personnel programs—record, problems, potential. *Public administration review*, v. 35, July-Aug. 1975: 396-399.
- Connecticut. General Assembly. Program Review Committee. Report on state grants-in-aid to municipalities. [Hartford, 1974, i.e., 1975] 136 p.
- "The Committee has found that there is a marked lack of communications between state government and local governments concerning their respective needs and the ways in which these needs can be met. . . . The problem exists because state government as a whole has not taken the steps necessary to ensure that each and every town in Connecticut, regardless of size or distance from the capital city, may avail itself equally of information concerning the services available to municipalities in Connecticut."
- Connellan, Thomas K. Management by objectives in local government: a system of organizational leadership. *Management information service*, v. 7, Feb. 1975, pt. A: 1-6.
- "This report discusses Management By Objectives, what it is, how it works and, also, why it fails. It contains sections on writing good objectives and developing action steps to accomplish those objectives."
- Council of State Governments. Principal legislative staff offices. Lexington, Ky., c1975. 87 p. (Council of State Governments. RM-561)
- Directory of legislative committees and/or agencies of the states and territories responsible for oversight, reference and other assistance.
- . State legislative appropriations process. [Lexington, Ky.] 1975. 261 p.
- "Part I is a summary of selected aspects in all of the states divided into the two major sections of organization and procedure; the latter follows a time sequence generally but not absolutely. Part II consists of summary descriptions of selected, individual states intended to show that not only certain parts but whole systems differ among the states and to give somewhat more detail about those specific systems."
- Council of State Planning Agencies. State planning issues: 1975. Lexington, Ky., Council of State Governments, 1975. 62 p. (Council of State Governments. RM-556)
- Partial contents.—Fragmentation in government—a challenge for state planning, by G. Christenson.—National growth problems and the future of state planning, by R. Wider.—Local governments as instruments of state growth policy, by D. Morell.—European growth policies—their implications for American states, by J. Sundquist.—The Hawaii limited resources study, by R. Joun and P. Schwind.—State futures commissions: planning for the quality of life, by D. Baker.—The future of 701, by E. Gualco.—Bureau of economic analysis' data framework for state economic analysis, by R. Graham, Jr.
- Crane, Edgar G. Legislatures as a force for government accountability: the organizational challenge of new tools of program review. Albany, Comparative Development Studies Center, State University of New York, 1975. 38 1.
- "Prepared for presentation at the Conference on Legislatures in Contemporary Societies, Albany, New York, January 20-24, 1975."
- "American legislatures are in the midst of a unique effort to strengthen the function of legislative program control by employing new tools for program review. The success of this effort requires the harnessing of professional expertise as an instrument for making political choices. To meet this need, legislatures are innovating organizational arrangements for the support, conduct and utilization of program review. This paper identifies such innovations, discusses their strengths and weaknesses, and identifies several key problems which affect every phase of these efforts."

Crippen, Dan. Managing county money: the cash flow problem. *Public affairs*, no. 61, May 1975: 1-6.

Study was undertaken to determine whether South Dakota counties are foregoing potential revenues due to the lack of idle cash management policies. Day, William L. *British parliament and state legislatures*. *State government*, v. 48, summer 1975: 160-163.

Views British parliamentary procedures in comparison with the practices of American state legislatures.

Daye, Charles E. North Carolina's new Administrative Procedure Act: an interpretive analysis. *North Carolina law review*, v. 53, June 1975: 833-923.

Analysis includes: overview of administrative procedure; basic principles of the NC APA; the characteristics of the rulemaking function; administrative adjudication: the judicial analogy; judicial review.

Demkovich, Linda E. Governors' departure tests state government council. *National journal*, v. 7, Sept. 27, 1975: 1358-1361.

"For four decades the major voice of state government has been the Council of State Governments, an umbrella group composed of various organizations of state officials. A simmering argument between the council and some of its affiliated members—particularly the National Governors' Conference—boiled over with the decision of the conference to disaffiliate itself. Two more groups joined the Governors in walking out and the future of the council as a spokesman for the states is unclear."

DeWolf, Gerard John. The enforcement of the labor arbitration agreement in the public sector—the New York experience. *Industrial relations law digest*, v. 18, fall 1975: 15-30.

Article discusses the favorable consideration given by New York courts to the use of labor arbitration in the public sector.

Dimit, Robert, and others. Community organization: urban & rural planning and development. Monticello, Ill., 1975. 31 p. (Council of Planning Librarians. Exchange bibliography 884)

District of Columbia. Office of Budget and Management Systems. Budgeting for city objectives under home rule; a special report on fiscal trends and issues facing the District of Columbia through 1980. [Washington] 1975. 83 p.

"To provide an agenda for discussing program objectives and fiscal policies for the District of Columbia, this report highlights the causes of the city's present fiscal situation and indicates where commitments may take us in the years ahead.

"The report also examines, for the first time, the cost implications of programs that cross agency lines or that focus on needs of special clientele groups such as children and youth."

Downs, Anthony. Citizen participation in community development: why some changes are needed. *National civic review*, v. 64, May 1975: 238-248.

Presents results of a survey conducted by Real Estate Research Corporation of sixteen American cities to gauge the level of citizen participation.

Downs, Anthony. Citizen participation plays a key role in community development. *Minnesota municipalities*, v. 60, Feb. 1975: 4-9.

Summarizes the new nature and functions of citizen participation as a result of the 1974 Housing and Community Development Act which requires citizen participation in the planning of activities it funds.

Dunlap, Riley E. Studies in environmental politics and policy: a bibliography. Monticello, Ill., 1975. 26 p. (Council of Planning Librarians. Exchange bibliography 917).

Includes empirical studies of recent issues; stresses articles, chapters, and papers.

Fischer, Claude S. The city and political psychology. *American political science review*, v. 69, 1975: 559-571.

Examines the effects of urban life and city size on the psychology of political involvement and citizen participation by reviewing research done in these areas.

Frank, Bernard. State ombudsman legislation in the United States. *University of Miami law review*, v. 29, spring 1975: 397-445.

Article discusses the American Bar Association Ombudsman Committee Model, ombudsman statute and compares its provisions with the Hawaii, Iowa, and Nebraska statutes.

Gamm, Larry. Pa. local government study: observations by commissioners. *National civic review*, v. 64, Sept. 1975: 400-403.

"What is it like to serve on a local government study commission? Those who have served in Pennsylvania municipalities, as provided by the 1972 Home Rule Charter and Optional Plans Law, were interviewed as part of a statewide community education program as to their ideas. The biggest disappointment was the lack of public involvement and interest."

Ganschinietz, Linda W. City employment and payrolls: 1974. *Urban data service*, v. 7, Aug. 1975: 1-14.

Georgia. Office of Planning and Budget. Budgetary processes in the states (a tabular display). Lexington, Ky., Council of State Governments [1975] 1 v. Compares budgetary procedures and practices in the 50 states, District of Columbia, Puerto Rico, and the trust territories.

Getreu, Sanford. Do you know your LAFCO? *Cry California*, v. 10, fall 1975: 26-31.

"Established by state law in 1963. LAFCOs are Local Agency Formation Commissions, one for each of California's 58 counties. The law mandated the commissions to restrain urban sprawl and to discourage the formation and development of new government agencies, except when they are necessary to provide for orderly growth of existing or new urban areas." Reviews LAFCO operations in Santa Clara and San Mateo Counties and urges implementation elsewhere.

Graduate study in public administration. *Public management*, v. 57, May 1975: whole issue.

Partial contents.—MPA programs today, by M. Collins.—Standards of graduate programs in public administration, by E. Engelbert.—National program to strengthen the education of urban managers, by W. Besuden and D. Blandin.—Florida managers' impact on the state university system, by R. Simmons.

Hackbart, Merlin M. Johnson, Robert Stafford. State cash balance management policy. Lexington, Ky., Council of State Government [1975] 47 p. (Council of State Governments. RM-567).

Examines the portfolio management policies of 36 states.

Hallowell, Ila M. Russell, Joan. Winston, Richard. *Legislative innovation: a selected annotated bibliography*. Albany, New York State Library, Legislative Research Service, 1975. 22 p.

Harris, Kenneth L. Organizing to overhaul a mess. *California management review*, v. 17, spring 1975: 40-49.

Reviews the reorganization of the Human Resources Administration of New York City, with particular emphasis on the project management structure under which the shift was accomplished.

Hawkins, Brett W., and others. A macro analysis of the effects of planning agency professionalism on municipal planning outputs. *Journal of the American Institute of Planners*, v. 41, Nov. 1975: 419-424.

Study focusing "on the difference in the professional development of municipal planning agencies." Hypothesizes "that the more professionalized the municipality's planning agency, the greater the agency's output of planning products, such as plans, technical studies, and zoning regulations."

Hawthorne, Bruce N. Municipal bonds and the Federal securities laws: the results of forty years of indirect regulation. *Vanderbilt law review*, v. 28, Apr. 1975: 561-619.

Comment analyzes securities regulation aspects of the municipal securities markets. Covers characteristics of municipal securities and investors, firms comprising the municipal securities industry, the municipal underwriting process, the secondary market for municipal bonds, the existing framework of municipal bond regulation, the legislative history underlying municipal securities exemptions, trade abuse during the post-1933 and 1974 act period, and statutory proposals for reform of the municipal securities industry.

Hayes, Francis X. The consequences of New Jersey's new Public Employment Relations Commission law. *Journal of collective negotiations in the public sector*, v. 4, no. 3, 1975: 233-240.

"Senate Bill 1087, which made numerous amendments to the existing New Jersey Public Employee Relations Commission Act (PERC), became law on January 20, 1975. The most important amendments added unfair labor practices to the old PERC Act and enlarged the scope of bargaining. This article analyzes the consequences of these amendments."

Heaphey, James J., ed. A symposium: public administration and legislatures. Public administration review, v. 35. Sept.-Oct. 1975: 478-508.

Partial contents.—Legislatures: political organizations, by J. Heaphey.—Public administration and legislatures: past neglect, present probes, by J. Worthley.—The management of Congress, by R. Bolling.—The legislative organization from a speaker's perspective, by D. Bartley.—The legislative administrator, by A. Abrams.—American state legislatures: the staff environment, by A. Roberts.

Hedding, Fred. Proposed bargaining legislation may violate states' rights. Journal of collective negotiations in the public sector, v. 4, no 4, 1975: 329-339.

"This paper is based . . . upon a presentation made at the 1974 annual meeting of the National Organization for Legal Problems in Education (NOLPE). It questions whether the Federal government has a constitutional right to control the relationship of state and local governments with their employees, and whether such an administration at the federal level is realistic and feasible even if it is not constitutionally barred."

Herd, Alan L. Wilcox, William T. Burg, Nan C. Home rule in U.S. municipalities and counties and in the Commonwealth of Pennsylvania: a selected bibliography. Rev. Monticello, Ill., 1975. 62 p. (Council of Planning Librarians. Exchange bibliography 746)

Hochberg, Stephen. Taylor. Kim. Public authority bond issues: the need for legislative reform. New York law forum, v. 21, fall 1975: 183-207.

Article focuses on a class of special purpose government corporations, i.e., public authorities, which can issue bonds secured by revenue sources other than legislatures' taxing powers, and calls for regulation of their discretionary powers, to finance corporate purpose projects in order to redefine ultimate responsibilities, benefits, and securities to public instructions and private bondholders.

Holcomb, Charles R. The pension balloon is about to burst. Empire State report, v. 1, May 1975: 158-165, 182-184.

"The cost of supporting pensions for employees of New York State and local governments is increasing at an astounding rate. The problem is especially bad in New York City. As a result of past budget gimmicks and insufficient contribution rates, the city's pension system could be bankrupt in two years and then constitutionally guaranteed retirement benefits would have to come from current revenues. In the city and elsewhere, pensions are becoming a major element in government's fiscal squeeze."

Innovations in local government. Public management, v. 57, Apr. 1975: whole issue.

Partial contents.—NSF/working with cities, by M. Hersman.—Michigan/county-wide wastewater treatment facility, by R. Precious.—Kentucky/the computer as a collective bargaining tool, by P. Royster and H. Patterson.—New Jersey/training consortium, by C. Pickens.—Illinois/intergovernmental cooperation, by R. Weidaw.

Innovative technology & the cities: a marriage as yet unconsummated. Professional engineer, v. 45, Feb. 1975: 16-34.

"In 1975, however, urban problems are being approached with mostly 19th century technology. Energy, environmental, and economic challenges in city planning and operation are calling for much more of the newer technology than has yet to be applied."

International City Management Association. Jurisdictional guide to productivity improvement projects; a handbook for public officials. 2d ed. Washington. National Commission on Productivity and Work Quality [for sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1975. 1 v. (various pagings).

"A compilation of productivity improvement projects undertaken by cities and counties of all sizes throughout the United States, [this work] is one source for identifying those . . . who have had practical experience with improving local government productivity."

Jackson, Ira A. Living for the city: a staffer's perspective. Harvard political review, v. 3, summer 1975: 10-17.

Compares and evaluates work of municipal officials in Newark, N.J. and Boston. Focuses on personal experiences of mayors' staffs and dealing with frustrations caused by cuts in budget and municipal service.

Jaffe, Jacob M. Census statistics on governments. Public data use, v. 3, Jan. 1975: 7-12.

"Since the turn of the century, the Bureau of the Census has been publishing a vast array of data essential to understanding the structure and processes of state and local government. This output, compiled by the Governments Division, takes the form of a quinquennial census of governments, annual and quarterly reports on governmental finances, employment, tax collections, and public construction, and specialized studies . . ."

Kansas. State Dept. of Administration. Division of State Planning and Research. Kansas, 2000. [Topeka] 1975. 96 p.

"A report to the people of Kansas concerning resource trends to the year 2000, addressing the state policy issues and decisions which will determine the future of Kansas."

Karnig, Albert K. Sigelman, Lee. State legislative reform and public policy: another look. *Western political quarterly*, v. 28, Sept. 1975: 548-552.

Concludes "that once the effects of political culture and socioeconomic development are controlled, state legislative reform makes little or no independent contribution in accounting for state public policy differences."

King, Michael, and others. Informing state legislatures: resources, search patterns, and preferences in eight states. [Washington, 1975] 31, [3] 1.

"Prepared for delivery at the 1975 Annual Meeting of the American Political Science Association, San Francisco, California, September 2-5, 1975."

"This study relates measurements of the existing information resources of state legislatures to legislators' recommendations for reform of their legislative information systems."

Kliment, Stephen A. Planning city hall. Management information service report, v. 7, Nov. 1975: 1-21.

"Provides guidelines and suggestions to be considered by city managers and other local government officials in planning and constructing a new city hall." Includes analysis of preliminary planning steps evaluation and selection of contractors, architects and consultants; and requirements for determining space requirements for maximum building use."

Kraemer, Kenneth L. Dutton, William H. Matthews, Joseph R. Municipal computers: growth, usage, and management. *Urban data service reports*, v. 7, Nov. 1975: whole issue.

Presents a survey of the use of electronic data processing service concerned, e.g., fire, police, accounting, etc.

Kraemer, Kenneth L., and others. Chief executives, local government, and computers. *Nation's cities*, v. 3, Oct. 1975: 17-40.

A series of seven articles about the application of computers and electronic data processing by local government in the U.S.

Kroopnick, Richard E. Municipal residency requirements: constitutional and collective bargaining aspects. *Journal of urban law*, v. 52, spring 1975: 767-787.

Comment concludes that a municipal ordinance requiring continuous residence as a condition of employment faces challenges on the constitutional grounds of right to travel and equal protection. The author further believes that a residency requirement is a mandatory subject for collective bargaining as a term of condition of employment.

Lamer, Dana. The constitutionality of residency requirements for municipal employees. *Emory law journal*, v. 24, spring 1975: 447-470.

Lee, Robert D., Jr. Lucianovic, William M. Personnel management information systems for state and local governments. *Public personnel management*, v. 4, Mar.-Apr. 1975: 84-89.

Offers a "prototppe system [design] that can be adopted by many jurisdictions."

Lehan, Edward A. The practice of municipal budgeting. Kingston, University of Rhode Island, Bureau of Governmental Research [1975], 55 p. (Rhode Island. University. Bureau of Government Research. Local government series, no. 4)

Manual advises on program analysis and budgeting.

Lehnen, Robert G. Citizen interaction with public agencies: some causes and consequences of individual participation. [Washington, 1975] 19, [14] 1.

"Prepared for delivery at the 1975 Annual Meeting of the American Political Science Association, San Francisco, California, September 2-5, 1975."

Study surveys citizens interaction with administrative structures, providing a description of the circumstances and conditions surrounding citizen interactions along with an analysis of the causes and consequences of such interactions.

Levatino, Elizabeth. Bickerstaff, Steve. The proposed constitution for Texas. *Southwestern law journal*, v. 29, summer 1975: 477-512.

Article analyzes "certain provisions contained in the proposed constitution, tracing their development through the Constitutional Revision Commission, the committee of the Constitutional Convention which considered the provisions, the Constitutional Convention itself, and finally, as approved by the 64th Legislature in the form in which they will be presented to the voters on November 4, 1975."

Lind, Alden. The future of citizen involvement. *Futurist*, v. 9, Dec. 1975: 316-302, 323-328.

Sets forth "the various types of involvement programs and explains why involvement may grow in importance in the years ahead."

Lineberry, Robert L., ed. Masotti, Louis H., ed. Symposium on "urban policy." *Policies studies journal*, v. 3, summer 1975: 319-385.

Partial contents.—Impact of the use of models on urban planning, by J. Zikmund.—Organizing the poor: a brief analysis of the politics of the welfare rights movement, by J. Gelb and A. Sardell.—Groups in the policy process: the police and urban crime, by W. Skogan.—Mass media and the urban policy process, by E. Jones.—The expanding role of mayoral staff, by A. Howitt.—Urban transportation policy: politics, planning, and people, by F. Kendrick.—Administering public sector labor relations: the need for political analysis, by R. Jones.

Lopach, James J. McKinsey, Laura S. Montana local government review: how it's shaping up. *National civic review*, v. 64, Sept. 1975: 393-399.

"'Voter review,' a phrase being used to describe a potential realignment of local government relationships, is providing the opportunity for citizens, and officials of the state and the 182 local units to deal with each other on a radically altered basis. It is mandated by the Montana constitution."

Lucey, Patrick J. State payments for municipal services. *State government*, v. 48, autumn 1975: 220-225

Discusses Wisconsin's program of state compensation to local governments for services provided to tax-exempt state property.

Lutrin, Carl E. Settle, Allen K. The public and ecology: the role of initiatives in California's environmental politics. *Western political quarterly*, v. 28, June 1975: 352-371

"The following study is an assessment of the uses and limits of the initiative process, using the two most important ecological initiatives ever put to the voters of California," Proposition 9 (Clean Air Initiative) and Proposition 20 (Coastal Zone Conservation Act).

Managing labor relations. *Public management*, v. 57, Feb. 1975: whole issue.

Partial contents.—Local government labor relations today, by W. Crouch.—State regulation of local government labor relations, by C. Lewis.—Proposals for Federal regulation of local government labor relations, by J. Matzer.—How to bargain in the public sector, by J. Hanson.

Marando, Vincent L. The reemerging role of states in local reorganization. *State government*, v. 48, summer 1975: 177-182.

"Many States are currently at the threshold of considering the creation of broadly based, statewide policy on reorganizing local governments, as evidenced by the increased expansion of 'home rule,' multigovernmental districts, and other local governmental changes."

May, Janice C. The proposed 1976 revision of the Texas constitution. *Public affairs comment*, v. 21, Aug. 1975: 1-8.

"A review of its highlights clearly shows that the proposed new Texas Constitution contains substantive changes in every article except the Bill of Rights and separation of powers."

National Commission on Productivity and Work Quality. Employee incentives to improve state and local government productivity. Washington [For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1975. 147, 28 p.

Contents.—State and local government usage of employee incentives.—Types of incentives used by state and local governments.—Examples of state and local government incentive programs.—Guidelines for the design, implementation, and evaluation of employee incentive programs.—A summary of findings and recommendations.

National Conference of State Legislatures. Committee on Science and Technology.

Meeting the challenge: scientific and technical staff in the state's legislatures. [Lexington, Ky., Council of State Governments, 1975] 152 p. (Council of State Governments. RM-557)

Report "contains description of state efforts from 1970, when specifically designated legislative scientific staff functions. These mechanisms are described to serve as guides for establishing similar mechanisms, and to demonstrate how they were adapted to best serve individual state needs."

National Conference on the States' Role in Strengthening Local Government Capabilities, Harrisburg, Pa., 1974. Report. Harrisburg, Dept. of Community Affairs, Commonwealth of Pennsylvania, 1975. 187 p.

Partial contents.—State fiscal policy and financial incentives.—Regionalism: challenges and opportunities for state and local governments.—State technical assistance and training for local governments.—Local government structure and powers.—State policy development processes regarding local government.—State agencies for local affairs.—Survey of the organization and capacity of state community affairs departments.—The states and their local governments.

New Jersey, Legislature, Office of Fiscal Affairs, Division of Program Analysis. Administration of the New Jersey State civil service system. [Trenton] 1975, 237 p.

Partial contents.—The merit system in New Jersey—legal and organizational structure.—Problems and pressures—an overview of the system.—Problems and pressures—an internal view of existing programs.
"75-1."

New York (State). Temporary State Commission on Constitutional Tax Limitations. Final report. Albany, 1975. 131 p.

Contents.—Constitutional tax limits—description and history.—Experience with constitutional tax limits.—Constitutional amendments.—Options not requiring constitutional amendment.

Temporary State Commission on State and Local Finances. Staff reports, vol. 5. [Albany, 1975] 47 p.

Contents.—The possibility of a local income tax in New York State.—Analysis of New York State local sales tax.—Urbanaid: a categorical program proposal.—An analysis of debt relief as a basis for categorical aid.

Temporary State Commission on State and Local Finances. State mandates upon local governments. [Albany, 1975] 178 p.

Analyzes the legal relationships between New York State and its constituent local governments, focusing on the State's role in mandating programs and expenditures.

Owens, David W. Public participation in local land-use planning: concepts, mechanisms, state guidelines and the Coastal Area Management Act. North Carolina law review, v. 53, June 1975; 975-1004.

Comment examines the nature, extent and methodology of citizen participation in governmental planning and decisionmaking.

Pack, Janet Rothenberg. The use of urban models: report on a survey of planning organizations. Journal of the American Institute of Planners, v. 41, May 1975: 191-199.

"A survey of nearly 1500 planning agencies indicate that about 25 percent of them are currently using or developing 'urban models.'"

Peirce, Neal R. Civil service systems experience "quiet revolution". National journal, v. 7, No. 29, 1975; 1643-1648.

"Civil service systems, the product of the great reform effort of the late 19th and early 20th centuries, are coming under increasing attack in state and local governments."

Major impact expected from decision on labor act. National journal reports, v. 7, May 17, 1975: 740-745.

"The congressional action extending provisions of the Fair Labor Standards Act to state and local government employees is being challenged by the units of sub-national government as an unconstitutional infringement on their sovereignty. Underlying the challenge is an issue of potentially greater significance—attempts to federalize collective bargaining and union recognition procedures for employes of states and their subdivisions. At the heart of the legal issue will be how the Supreme Court interprets the commerce clause of the Constitution."

"Productivity" is slogan for taming spiraling expenses. National journal reports, v. 7, Apr. 12, 1975: 533-540.

"Public administrators . . . have fastened on increases in productivity as a major way of controlling massive expenditures while improving the efficiency of public programs. The productivity movement . . . brings together the hard-

novel approach of getting more work out of people and the concept of human relations in management, including job enrichment, new incentive systems and flexible work hours."

_____. Proposed reforms spark civil service debate. *National Journal*, v. 7, Dec. 6, 1975: 1673-1678.

Reviews the controversy over abolishing traditional merit civil service systems at the state and local levels.

_____. Public employee unions show rise in membership, militancy. *National Journal*, v. 7, Aug. 30, 1975: 1239-1249.

Examines "the rise of public worker unions over the past two decades as both a labor-management issue and a political phenomenon that only recently has come to public attention."

_____. Structural reform of bureaucracy grows rapidly. *National Journal* reports v. 7, Apr. 5, 1975: 502-508.

"The explosion of state budgets brought on by constantly increasing demands for public services is resulting in what amounts to a wholesale revamping of state governments. The changes, aimed at improving the efficiency of state government, are putting more control into the hands of Governors. Since 1965, at least 20 states have undertaken major reforms and another 20 states have moved significantly along the same path with partial revisions of their structure."

Plumer, Amy. The bottom line is the budget division. *Empire state report*, v. 1, Dec. 1975: 455-458, 483.

Describes the environment in which the New York State budget is developed and implemented.

Porter, H. Owen. Legislative information needs and personal staff resources in the states. [Washington] c1975. 31 p.

"Prepared for delivery at the 1975 Annual Meeting of the American Political Science Association, Hilton Hotel, San Francisco, California, September 1-5, 1975."

Many representatives and observers agree that a legislature cannot deliberate rationally, provide access to legitimate interests or assert some measure of independence from outsiders, unless it has much improved research and analytical capabilities. This paper describes and appraises the activities of the assistants to individual legislators as they bear upon this problem. The states involved are California, Michigan, and Virginia.

Public Affairs Research Council of Louisiana, Inc. Controlling the growth of state government employment. [Baton Rouge, 1975] 11 p. (Public Affairs Research Council of Louisiana. PAR analysis, no. 209)

Recommends "a major overhaul of Louisiana's personnel policies and procedures to more effectively control the state's rapidly increasing public payroll."

Reichley, A. James. The statehouses are back in the political spotlight. *Fortune*, v. 92, Aug. 1975: 138-143.

"Some independent thinkers among the Democratic governors are moving away from traditional liberalism, and attracting national attention." Includes profiles of Governors Brown of California, Askew of Florida, Walker of Illinois, and Carey of New York.

Schumaker, Paul. Loomis, Burdett. Mass participation, political structure, and policy responsiveness in American communities: the case of spending levels and priorities. [Washington] c1975. 39 p.

"Prepared for delivery at the 1975 Annual Meeting of the American Political Science Association, Hilton Hotel, San Francisco, California, September 2-6..."

Examines the relationship between citizen preferences regarding spending levels and priorities and the corresponding policies of their local governments. The data analyzed indicate that there is more congruence between preferences and policies in regard to spending levels than in regard to spending priorities.

Sebris, Robert, Jr. The right to collective bargaining for all public employees: an idea whose time has come? *Journal of collective negotiations in the public sector*, v. 4, no. 3, 1975: 297-307.

"State and local public employees have been excluded from coverage of the National Labor Relations Act for about forty years. Bargaining rights have been extended to these workers through gradual state-by-state enactment. This paper reviews the status of state policy and legislation and the growing probability of federal interaction in this area."

Selective analysis of the Louisiana constitution—1974. *Loyola law review*, v. 21, no. 1, 1975: 1-139.

Partial contents.—The declaration of rights, by I. Jenkins.—The declaration of rights: criminal provisions, by B. Miller.—Local government and home rule, by R. Kean, Jr.—Louisiana constitution of 1974: taxation, by D. Conroy. Sharkansky, Ira. Structural correlates of least developed economies: parallels in governmental forms, politics and public policies among the least developed countries and the least developed (U.S.) states. *Publius*, v. 5, spring 1975: 171-194.

Maintains that the least developed American states and the least developed of the developing countries are all characterized by centralization of government, concentration of political opportunities in a relatively narrow base with a concomitant low level of participation, and regressive tax structures.

Silverman, Eli B. Gatti, Francis C., Jr. PPB on the state level: the case of Pennsylvania. *Bureaucrat*, v. 4, July 1975: 117-146.

Assesses the extent to which Pennsylvania, considered the leading state in the development of planning-programming-budgeting, has embraced the PPB concept in reality.

Spicer, Erik J. State senates: are they really necessary? *State government*, v. 48, summer 1975: 156-159.

Describes the Canadian experience with unicameral provincial legislatures. Steinberg, Harold I. Borland, H. H., Jr. Matrone, Vincent A. [Investment of public funds] *Governmental finance*, v. 4, Nov. 1975: 15-19.

Three articles: "Cash management for local government," "Managing municipal deposits," and "Bank relations: an essential to effective cash management." Stoudemire, Robert H. Constitutional revision and the task ahead. *University of South Carolina governmental review*, v. 17, Feb. 1975: 1-4 p.

Discusses plans to revise the South Carolina State Constitution by an article by article substitution procedure rather than by calling a constitutional convention.

Sturm, Albert L. A bibliography on state constitutions and constitutional revision, 1945-1975. [Englewood, Colo.] Citizens Conference on State Legislatures, 1975. 39 p.

———. State constitutional developments during 1974. *National civic review*, v. 64, Jan. 1975: 21-32.

Summarizes official action to change or modernize state constitutions during 1974, providing a state by state overview and tables of proposals and actions. Swaniek, Eric L. The ombudsman: a selective supplement to Exchange Bibliography no. 186. Monticello, Ill., 1975. 12 p. (Council of Planning Librarians. Exchange bibliography 857).

Texas. Advisory Commission on Intergovernmental Relations. Development standards in unincorporated areas; proposed legislation for local governments. [Austin, 1975] 64 p.

Revision of a 1972 report (Land-use standards in unincorporated areas: proposed state legislation for local governments) surveys the need for developmental controls and recommends "legislation that would authorize cities to extend by ordinance construction standards to areas in their extraterritorial jurisdiction. In addition, this version incorporates new information, including actions taken by the 63d Texas Legislature concerning land-use questions and new state and local developments brought about by two recent federal programs."

Torrence, William D. Strikes and state government employees. *State government*, v. 48, winter 1975: 48-51.

Presents and analyzes the work stoppage experience of state employees from 1963 to 1972. Uses data gathered by the Bureau of Labor Statistics.

U.S. Advisory Commission on Intergovernmental Relations. ACIR state legislative program: 1. State government structure and processes. Washington, 1975. 52 p.

"M-92."

———. ACIR state legislative program: 2. Local government modernization. Washington, 1975. 196 p.

"M-93."

———. ACIR state legislative program: 4. fiscal and personal management. Washington, 1975. 108 p.

"M-95."

Suggested state legislation on such topics as assistance to local debt management, state aid administration, investment of idle funds, local government personnel administration, transferability of public employee retirement rights, and public labor-management relations.

State actions 1974: building on innovation. Washington [For sale by the Supt. of Docs., U.S. Govt. Print. Off.] 1975. 54 p.

"M-90."

Summarizes state legislative, executive and judicial actions in the areas of government accountability and ethics, fiscal policy, energy, environment, land use and growth, transportation, citizens' rights, criminal justice, human services, and government modernization.

U.S. Congress. House. Committee on Post Office and Civil Service. Subcommittee on Employee Political Rights and Intergovernmental Programs. Amendments to the Intergovernmental Personnel Act of 1970. Hearings, 94th Cong., 1st sess., on H.R. 4415. Mar. 4-5, 1975. Washington, U.S. Govt. Print. Off., 1975. 124 p.

"Serial no. 94-3"

"A bill to amend the Intergovernmental Personnel Act of 1970 to provide more effective means to improve personnel administration in state and local governments; to correct certain inequities in the law; and to extend coverage under the law to the Trust Territory of the Pacific Islands."

U.S. General Accounting Office. Progress and problems in implementing the Intergovernmental Personnel Act of 1970, Civil Service Commission. [Washington] 1975. 10 p.

"B-157936, Mar. 7, 1975."

Technology transfer and innovation can help cities identify problems and solutions, National Science Foundation, National Aeronautics and Space Administration; report to the Congress by the Comptroller General of the United States. [Washington] 1975. 55 p.

"PSAD-75-110, Aug. 6, 1975"

"The California Four Cities Program—cosponsored by the National Science Foundation and the National Aeronautics and Space Administration in Anaheim, Fresno, Pasadena, and San Jose—was an experiment to find out if aerospace technology could be used to help solve municipal problems."

U.S. National Science Foundation. Research and development in state government agencies, fiscal years 1972 and 1973. [Washington. For sale by the Supt. of Docs., U.S. Govt. Print. Off., 1975] 63 p. (U.S. National Science Foundation. Surveys of science resources series, NSF 75-303)

Urban information needs. Bulletin of the American Society for Information Science, v. 1, Jan. 1975: 8-15, 34.

Contents.—Urban information—an overall view, by S. Gottlieb and E. Hearle.—Medium-sized cities: environment, information, decision-makers, services, by R. Watson.—Information needs in public finance, by D. Beatty.—Creating a center for life-long learning, by R. Miller.—A computer graphic response to the information explosion, by A. Schmidt.

Uslaner, Eric M. Weber, Ronald E. The "politics" of redistribution toward a model of the policymaking progress in the American States. American politics quarterly, v. 3, Apr. 1975: 130-170.

Focuses on the decision makers' actual role in policy formulation and on the constraints and reinforcements in the political environment that affect these decision makers.

Virginia. Commission on City-County Relations. Report . . . to the Governor and General Assembly of Virginia. Richmond, Commonwealth of Virginia. Dept. of Purchases and Supply. 1975. 136 p. (Virginia. General Assembly. 1975. House of Delegates. Document no. 27)

Partial contents.—Immunity from annexation and city incorporation for qualifying counties.—The consolidation of governmental units into new cities.—The judicial system for annexation.—Independent city status.—Voluntary boundary adjustment.—State assistance to local government.

Commission to Study the Rights of Public Employees. Rights of public employees: interim report to the Governor and the General Assembly of Virginia. Richmond, Dept. of Purchases and Supply, 1975. 59 p. (Virginia. General Assembly, 1975. House of Delegates. Document no. 28)

Makes recommendations against public sector collective bargaining and for improved employee-management communications and grievance procedures.

Vrana, Verlon K. Observations on the Intergovernmental Personnel Act. Civil service journal, v. 16, July-Sept. 1975: 19-23.

Discussion of benefits to the public and to government agencies derived from the Intergovernmental Personnel Act as exemplified by the experiences of the Soil Conservation Service.

Williams, K. Craig. Coping with expansion: the state as local government financier. Land and water law review, v. 10, no. 2, 1975: 577-592.

Comment examines 1975 Wyoming legislation providing capital improvement funds for local government.

Wood, W. Edward. Buying a company with state bonds: little Rhode Island does a big deal. Mergers & acquisitions, v. 10, summer 1975: 4-9.

"If you were the governor of an economically beleaguered state, and two fledgling businessmen asked the state to back their purchase of a soon-to-be-closed foundry, would you approve state sponsorship of \$5 million worth of industrial revenue bonds to buy it and keep it running?"

Worthley, John A. Legislatures and information needs: challenges and responses. [Albany, Comparative Development Studies Center, State University of New York, 1975] 23 1.

Prepared for delivery at the Conference on Legislatures in Contemporary Society, Albany, Jan. 20-24, 1975.

Describes applications of electronic data processing to the information needs of state legislatures.

Zimmerman, Joseph F. Municipal transfers of functional responsibilities. Urban data service, v. 7, Sept. 1975: 1-17.

International City Management Association survey concludes that 31 percent of the municipalities surveyed "have transferred responsibility for one or more functions or components of a function within the last ten years." Study further rates the functions most commonly transferred, as solid waste collection and disposal, followed by law enforcement, public health, sewage collection and treatment, and taxation and assessment of property." The types of municipalities which transfer functions and reasons for such transfers are also studied.

C. Intergovernmental Cooperation and Conflict

Allen, John E. Co-ocracy: a proposal for classifying coordinating organizations. Bureaucrat, v. 4, July 1975: 163-180.

Compares and contrasts organizations which coordinate the functions and operations of bureaucracy—e.g., interagency committees—with traditional bureaucratic structure and finds in these "co-ocratic" bodies "an absence of most of the characteristics on which bureaucratic organization and management principles are based—i.e., no authority, no staff which can be rewarded or promoted, no funds to manage, no program implementation, no real division of labor, and no delegation of decision authority."

Altenstetter, Christa. Intergovernmental profiles in the federal systems of Austria and West Germany: a comparative perspective. Journal of federalism, v. 5, spring 1975: 89-116.

"The purpose of this paper is to identify and compare some of the political and administrative elements and traditions of intergovernmental relations in Austria and West Germany, with special emphasis on their application to urban development."

Bombardier, Gary. The managerial function of OMB: intergovernmental relations as a test case. Public policy, v. 23, summer 1975: 317-354.

Examines OMB's increasing involvement in intergovernmental relations and what this reveals about the management function of OMB.

Croy, James B. Federal supersession: the road to domination. State government, v. 48, winter 1975: 32-36.

Uses research done for the Oklahoma Legislative Council to illuminate the supersession of state laws and authority by Congress during the past decade. Includes a breakdown by categories of supersessive legislation.

DeJong, Gordon F. Population redistribution policies: alternatives from the Netherlands, Great Britain, and Israel. Social science quarterly, v. 56, Sept. 1975: 262-273.

Duchacek, Ivo D. External and internal challenges to the Federal bargain. Publius, v. 5, spring 1975: 41-76.

Outlines several dimensions of federalism, discusses threats to national security and welfare, functional interests, ethnic nationalism, regionalism and big cities as challenges to federalism, and suggests the need "to think about possible modifications or new forms which the federal distribution of power may usefully adopt."

Elazar, Daniel J. Toward Federal-state partnerships in science and technology. State government, v. 48, spring 1975: 131-135.

Discusses Federal-state cooperation in science using models of existing systems and suggestions for improving the cooperation.

———. Urbanism and federalism: twin revolutions of the modern era. *Publius*, v. 5, spring 1975: 15-39.

Contends that federalism has been a revolution of the modern era "almost equally [as] widespread" as the "well recognized" urban revolution and examines the manner in which aspects of Federal systems have shaped urbanization and urban politics.

Haider, Donald. Can Nelson Rockefeller make federalism work? *Bureaucrat*, v. 4, July 1975: 209-222.

Surveys the prospects for the New Federalism under the Ford administration, predicting that Vice President Rockefeller will be a "driving force" in its implementation by virtue of his previous intense involvement in the field.

Hart, John. Sacramento town meeting. *Cry California*, v. 10, spring 1975: 25-29.

There are many planners and agencies concerned with the American River in California. All of these governmental bodies pursue specific, limited objectives. The Federal Government and state and local governments must find ways of planning comprehensively.

Lupsha, Peter A. New federalism: centralization and local control: a radical perspective. [Washington, 1975] 23 1.

"Prepared for delivery at the 1975 Annual Meeting of the American Political Science Association, San Francisco Hilton Hotel, San Francisco, California. September 2-5, 1975."

Concludes that "what 'New Federalism', particularly revenue sharing, has done is simply delay the day of reckoning when over-commitment, over-service, over-employment, and the resulting cost catches up with city and state governments. It has not accomplished any major redistribution of wealth, nor has it provided new autonomy or control to state and local governments."

Morris, Milton D. The Federal A-95 review process: making it work for minority groups. Washington, Joint Center for Political Studies, 1975. 32 p.

Nathan, Richard P. The new Federalism versus the emerging new structuralism. *Publius*, v. 5, summer 1975: 111-129.

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Pierce, Neal R. Major impact expected from decision on labor act. National journal reports, v. 7, May 17, 1975: 740-745.

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cance—attempts to federalize collective bargaining and union recognition procedures for employees of states and their subdivisions. At the heart of the legal issue will be how the Supreme Court interprets the commerce clause of the Constitution.”

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D. Revenue Sharing

Beer, Samuel H. The adoption of general revenue sharing: a case study in public sector politics. [Washington, 1975] 109 1.

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Author argues that the American political system suffers from an imbalance between its private and public sectors. The influence of the private sector has declined, while the public sector grows increasingly larger, its activities increasingly affecting the society at more points and with greater weight. Considers specifically what effect, if any, this shift in initiative and influence from the private to public sector has had upon the Federal system. Special emphasis is given to the rise of two new centers of influence: the professional bureaucratic complex and the intergovernmental lobby.

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Clark, Wayne A. Discrimination in general revenue sharing. [Atlanta Regional Council] c1975. 44 1.

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Revenue sharing evaluative research can be divided into two kinds, one of which asks if the results of the actual distribution of funds is in keeping with the apparent intentions of Congress, particularly with reference to the redistributive effects. This paper attempts to answer this question by attempting to identify clear winners and losers in the revenue sharing game.

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Whitman, Ray D. The future of revenue sharing. Challenge, v. 18, July-Aug. 1975: 14-21.

"Revenue sharing disappointed those who saw it as a panacea. But it is a flexible and useful program that should be redesigned to provide counter-cyclical relief to cities, counties and states whose receipts decline during a recession."

Wiegand, Kenneth B. Infanger, Craig L. Revenue sharing: a bibliography of source materials. Monticello, Ill., 1975, 32 p. (Council of Planning Librarians. Exchange bibliography 882)

E. Federal Assistance

Baines, Tyrone R. Categorical grants and the local community: the delivery of relocation services. *Publius*, v. 5, fall 1975: 101-121.

"The central argument of this paper is that although some grant-in-aid programs are ineffective, and while some programs need to be reorganized, it might be well to examine the various grant programs closely before any decision is made to replace the categorical programs with general or special revenue sharing. It is argued here that family relocation is one such program which should receive careful analysis. . ." The extent to which relocatees in Cincinnati were receiving relocation services in 1971-73 is presented as a case study.

Boasberg, Teresh. Feldesman, James L. The Washington beat: Federal grant law and administration—recent developments. *Urban lawyer*, v. 7, summer 1975: 556-561.

"It is imperative that Federal grant law and administration be placed on a more orderly basis," contends this article.

Conaway, O. B., Jr. The intergovernmental personnel programs—record, problems, potential. *Public administration review*, v. 35, July-Aug. 1975: 396-399.

Derthick, Martha. Uncontrollable spending for social services grants. Washington. Brookings Institution (1975) 139 p.

Focuses on the lack of control of Federal spending in grants-in-aid to the states for social services, concluding that spending got out of control largely because staff specialists in HEW lost jurisdiction over the program and because policy-level appointive officials, without necessarily meaning to, made choices that turned social services grants into a runaway giveaway.

Harrison, Russell. Federal categorical grants and the stimulation of state-local expenditures. *Publius*, v. 5, fall 1975: 123-136.

Analysis leads to inconclusive results except with respect to federal aid to vocational education, where "the effects of categorical aid in a very pure case" could be analyzed and where such aid was shown to have dramatically increased state and local expenditures.

Havick, John J. The determinants of state revenue sharing expenditures. *Journal of politics*, v. 37, May 1975: 548-554.

Concludes that the political party in control of a state's political institutions is significant in determining how revenue sharing money is spent within the state.

Inman, Robert P., and others. Financing the new federalism: revenue sharing, conditional grants, and taxation. [Washington] Resources for the Future [distributed] by John Hopkins University Press, Baltimore [1975] 160 p. (The Governance of metropolitan regions, no. 5)

Contents.—Political implications of the new federalism, by J. Pressman.—General revenue sharing—the program's incentives, by R. Reischauer.—Grants in a metropolitan economy—a framework for policy, by R. Inman.—An economic model of Federal grants and local fiscal response, by M. McGuire.—"Automatic" increases in tax revenues—the effect on the size of the public budget, by W. Oates.

Irwin, Laura. Expenditure effects of Federal aid: data aggregation and the risk of uncertainty. *Publius*, v. 5, fall 1975: 137-160.

"The purpose of this analysis is to show how aggregate information about the effects of federal aid on state spending can be broken into components."

Lehne, Richard. Employment effects of grant-in-aid effects. *Publius*, v. 5, summer 1975: 101-109.

Analyzes the impact of grant-in-aid systems by examining the relationship between changes in grant-in-aid receipts and changes in local government employment patterns.

Lupsha, Peter A. New federalism: centralization and local control: a radical perspective. [Washington, 1975] 23.1.

"Prepared for delivery at the 1975 Annual Meeting of the American Political Science Association, San Francisco Hilton Hotel, San Francisco, California. September 2-5, 1975."

Concludes that "what 'New Federalism', particularly revenue sharing, has done is simply delay the day of reckoning when over-commitment, over-service,

over-employment, and the resulting cost catches up with city and state governments. It has not accomplished any major redistribution of wealth, nor Maffei, Barbara O. Harbaugh, Jeffrey A. Federal formula grant-in-aid programs that use population as a factor in allocating funds. Washington, U.S. Govt. Print. Off., 1975. 150 p.

At head of title: 94th Cong., 1st sess. Committee [on Post Office and Civil Service. Subcommittee on Census and Population] print no. 94-6. Minnesota. State Planning Agency. Federal grants-in-aid in Minnesota. [St. Paul] 1975. 27 p.

"This report is designed to survey Minnesota's participation in federal grant-in-aid programs and to compare our participation with the national experience. Programs have been grouped together according to their general purpose—agriculture, transportation, etc."

Morgan, David R. Lyons, William. The impact of intergovernmental revenue on city expenditures: an analysis over time. [Washington, 1975] 24 1.

"Prepared for delivery at the 1975 Annual Meeting of the American Political Science Association, San Francisco Hilton Hotel, San Francisco, California, September 2-5, 1975."

Attempts to answer the question of whether recipient governments increase spending by more than the amount of intergovernmental aid received, i.e., does intergovernmental revenue stimulate recipient governments to spend more from their own sources, or is this aid largely substitutive?

National Center for Community Action. Where the money is! Washington [c 1975] 106 p.

Federal funding guide for community action agencies and non-profit organizations.

Ornstein, Allan C. Berlin, Barney. Social policy and Federal funding. Journal of research and development in education, v. 8, spring 1975: 82-91.

Concludes that the programs designed to eliminate poverty or provide compensatory education did not benefit the poor and may have been directed by people who were incompetent.

Rose, Edgar A. Population and urban problems. International journal of environmental studies, v. 8, no. 1, 1975: 29-37.

Focuses on the importance of population size to urban problems in the United Kingdom, the nature and importance of population trends, the appropriate objectives to which social, economic and physical planning policies should respond, the question of whether resource depletion is a demographic problem or that a policy of zero population growth will alleviate pressures on the environment, and whether optimum population size is a useful concept at all.

Sokolow, Alvin D. Small community policymaking and the new federalism. [Washington, 1975] 20 1.

"Prepared for delivery at the 1975 Annual Meeting of the American Political Science Association, San Francisco Hilton Hotel, San Francisco, California, September 2-5, 1975."

Maintains that the decentralization of power and responsibility implicit in the new federalism has not affected the policymaking practices of small communities for two reasons: (1) the change-resistant characteristics of their political systems; and (2) the limited participation of their governments in the Federal grant programs of the past two decades.

Stockman, David A. The social pork barrel. Public interest, no. 39, spring 1975: 3-30.

Survey of the costs and benefits of Federal social programs and of the political dynamics and durability of "the social pork barrel" suggests that a major shift in social policy strategy is urgently needed.

U.S. Congress. House. Committee on Post Office and Civil Service. Subcommittee on Employee Political Rights and Intergovernmental Programs.

Amendments to the Intergovernmental Personnel Act of 1970. Hearings, 94th Cong., 1st sess., on H.R. 4415. Mar. 4-5, 1975. Washington, U.S. Govt. Print. Off., 1975. 124 p.

"Serial no 94-3."

"A bill to amend the Intergovernmental Personnel Act of 1970 to provide more effective means to improve personnel administration in state and local governments; to correct certain inequities in the law; and to extend coverage under the law to the Trust Territory of the Pacific Islands."

- . Joint Committee on Atomic Energy. Subcommittee on Communities. S. 1378 and H.R. 5698: assistance payments to Anderson County and Roane County, Tennessee. Hearing, 94th Cong., 1st sess., on S. 1378 and H.R. 5698. May 9, 1975. Washington, U.S. Govt. Print. Off., 1975, 489 p.
- Appendix 4: A study of the impact of the Federal Government on Roane and Anderson Counties, Tennessee, p. 148-455. Appendix 5: the current fiscal position of state and local governments, a survey of 48 state governments and 140 local governments, p. 456-489.
- U.S. General Accounting Office. Fundamental changes are needed in Federal assistance to state and local governments, Office of Management and Budget and other Federal agencies; report to the Congress by the Comptroller General of the United States. [Washington] 1975. 91 p.
- "GGD-75-75, Aug. 19, 1975."
- . Problems in reimbursing state auditors for audits of federally assisted programs, General Service Administration; report to the Congress by the Comptroller General of the United States. [Washington] 1975. 20 p.
- "FGMSD-75-22, June 25, 1975."
- . States need, but are not getting, full information on Federal financial assistance received, Office of Management and Budget, Department of the Treasury, and other Federal agencies; report to the Congress by the Comptroller General of the United States. [Washington] 1975. 49 p.
- "B-146285, Mar. 4, 1975."
- Walker, David B. The new system of intergovernmental assistance: some initial notes. *Publius*, v. 5, summer 1975: 131-145.
- Discusses the goals, distinctive administrative approach, and program effects of three basic elements in the Federal Government's new assistance package: categoricals, block grants, and general revenue sharing (GRS).
- Walzer, Norman. Singer, Dan. Municipal expenditure and revenue patterns in Illinois. [Macomb, Public Policy Research Institute, Western Illinois University, 1975] 118, [44] p.
- Cover title: Illinois Cities and Villages Municipal Problems Commission; staff report. County and Roane County, Tennessee. Hearing, 94th Cong., 1st sess.

APPENDIX E.—1976 REPORT ON NATIONAL GROWTH AND DEVELOPMENT

THE CHANGING ISSUES FOR NATIONAL GROWTH

During 1975 work was continued on the preparation of the 1976 growth report, and in February 1976 the President submitted to Congress the third biennial report on national growth and development in accordance with the provisions of the Housing and Urban Development Act of 1970.¹

The report, which is considerably longer than its predecessors, identifies "several cross-currents of social and economic change [that] are shaping public policies at the local, State, and Federal levels. These cross-currents," says the report, "will dominate the nation's growth over several years to come." Among the currents of change which the report identifies are population growth, urban-rural population shifts, regional population shifts, natural resource availability and allocation, energy and environmental concerns, shortened planning horizons, renewed interest in more intensive use of public lands, reducing poverty, and preserving existing cities. The report goes on to discuss new conditions for national growth and the management of national resources for growth. In its treatment of these various items, the report is descriptive, rather than prescriptive. Its recommendations deal largely with the process of preparing future growth reports, although it also recommends (1) a "Uniform Public Participation Act" to standardize the various public participation requirements of Federal programs, and (2) the rationalization of Federal planning requirements and planning assistance programs across agency lines. The report presents these recommendations as follows:

RECOMMENDATIONS TO HELP THE NATION'S PLANNING FOR GROWTH

The policy issues identified in this Report are some of the most important problems and opportunities facing the nation. The Administration's principal recommendations for addressing these issues can be found in the budget Message, the State of the Union Message and legislative proposals now before the Congress. This Report is a complementary means for exploring and analyzing what private citizens and public officials regard as the major community, regional and national growth issues of the day. To ensure that the 1978 Report may continue to serve this important function, several procedural recommendations are presented.

I. Research and Exchange of Information

A. Federal agency participation in preparation of the 1978 National Growth Report:

The Interagency Task Force which guided development of the 1976 Report should immediately begin planning the 1978 Report. The research involved in the next Report should be assigned according to agency responsibilities. This procedure would help ensure that the Report reflects from the outset a greater depth of analysis and a wider range of policy options.

¹ U.S. President 1974—(Ford) 1976 Report on National Growth and Development. The Changing Issues for National Growth. Third Biennial Report to the Congress. Submitted pursuant to Section 703(a) of Title VII, Housing and Development Act of 1970. Prepared under Direction of the Committee on Community Development. The Domestic Council. HUD-386-2-CPD. Washington, D.C., U.S. Govt. Print. Off., 1976. 151 pp.

This report was also the principal U.S. submission to Habitat, the United Nations Conference on Human Settlement, Vancouver, 1976.

B. Continuing research on national growth :

Under the general supervision of the Domestic Council, an organized Federal research program should assess the effects of Federal actions, existing and proposed, on states and communities. Federal agencies, in cooperation with interested groups, research organizations and universities, would finance and undertake specific studies according to an agenda developed cooperatively among the Federal agencies to reflect research priorities.

II. Public Participation

A. *National Growth Reports*.—A series of public seminars should be held in the coming months, with a view towards the formulation of the research program for the 1978 Report. Closer to the time of the next Report, a series of public seminars should be held to solicit views on national growth issues and policy alternatives. The object of public participation is not only to provide for orderly and direct communication to the President and the Congress of a wide range of perceptions of national growth issues but also to increase public awareness of future implications of present policies and of the necessity to plan for the future.

Encouragement should be given to securing similar contributions from state and local government evaluations of growth alternatives and policies.

B. *Government Programs*.—A clearer and more orderly process should replace the proliferation of public participation requirements in various programs. A Uniform Public Participation Act could modify and standardize, as appropriate, all legislative requirements for citizen involvement—thereby simplifying participation of an informed and concerned public and helping to ensure open government.

III. Executive Branch Coordination of Federal Planning Programs and Requirements

At present, Federal assistance for state and local growth planning efforts is fragmented and uncoordinated. A designated element of the Executive Branch under the auspices of the Domestic Council should accomplish the rationalization of Federal planning assistance programs and requirements across department and agency lines.²

Critiques of the 1976 Growth Report

In April 1976 the National Forum on Growth Policy³ sponsored the preparation of a critique of the President's 1976 growth report.⁴ The Forum's study consisted of a review of the history of Title VII, a discussion of the 1972 and 1974 growth reports, and the process of preparing the 1976 growth report. It also reviews the uses to which the Administration intended to put the 1976 report.

The Forum study criticized the 1976 report because it did "not contain recommended national goals, policy or programs"; because it lacked a "theoretical framework needed to interpret the meaning of the analytical information," and because it failed "to clearly articulate its assumptions and define its terms."⁵

The National Forum's study went on to recommend the following:

1. The President's 1978 Report on National Growth and Development should evaluate and recommend new institutions to improve the process of policy development.
2. The report should focus down on three high priority growth and development issues: (1) Revitalization of the Central City in Its Metropolitan Frame, (2) National Housing Policy, and (3) Environmental Quality and Growth Policy.
3. The preparation of the report should include maximum participation by public and private sector interests.⁶

² *Ibid.* pp. ii, iii.

³ The National Forum on Growth Policy, originally organized by the American Institute of Architects, is described by its executive director as follows: "For the last three years the National Forum on Growth Policy has provided a locus in the private sector for the debate on national growth policy issues. In its three years of existence it has grown from a handful of organizations to over 40 participating organizations. These organizations have constituencies of close to two million individuals, most of whom are in leadership roles in their local communities. The members of the Forum are a diverse group including all the major design professions, the business community, the banking community, civil rights groups, state and local government officials, environment and other public interest groups."

⁴ National Forum on Growth Policy. *A Critique of the President's 1976 Report on National Growth and Development*. [by Herbert M. Franklin, John Osman, Malcolm D. Rivkin, and Michael B. Barker.] Washington, D.C., National Forum on Growth Policy, April 1976. 29 pp. with attachments.

⁵ *Ibid.* p. 15.

⁶ *Ibid.* p. 21.

Senator Hubert Humphrey also published critiques of the 1976 growth report. The HUD Department had invited Senator Humphrey to comment on a draft of the 1976 report; and after submitting his comments to HUD, Senator Humphrey published them as an appendix to hearings held by the Joint Economic Committee.⁷

After the final growth report was transmitted to Congress, the Senator published additional comments in the Congressional Record.⁸ He said that although the 1976 report was an improvement over its predecessors, it had "two great flaws."

First, even though it contains considerably more information than earlier reports, it does not really help us to understand the meaning of the information it presents.

Second, as in the past the report does not confront the high priority problem presented by the structure of decisionmaking processes that impede the formulation of growth and development policy for the United States.⁹

Senator Humphrey also made a series of recommendations for future improvements. He recommended that the timing of the report be changed so that it would be ready for each new Congress, that future reports contain important research findings and relevant policy recommendations presented elsewhere by the Administration, that the growth report receive wider distribution, and that increased attention be given in the report to the problem of improving public access to the growth policy planning process.¹⁰ He closed his remarks by urging that an effort be made "to improve our planning and policymaking processes in government so as to allow for the formulation of more rational national policies that affect the growth and development of our Nation and its states and regions."¹¹

Additional Reports Published in Connection with the 1976 Report on National Growth and Development

During the preparation of the 1976 growth report, the HUD Department, which had principal responsibility for the entire effort, commissioned a number of studies, most of which have been published.

In addition, to separately published executive summary of the 1976 growth report, these studies include a report on the roles and programs adopted by State governments for managing growth,¹² a report listing some of the international activities that "have an important bearing on human settlements,"¹³ a summary of the proceedings of regional seminars held by the HUD Department to obtain a variety of views on growth issues,¹⁴ and—invariably—a historical review of national growth and development since 1776.¹⁵ A related study on the experience of nine foreign countries with national urban growth and development policy was also prepared under a HUD contract, but it has not yet been published.¹⁶

⁷ Humphrey, Hubert H. Comments by Senator Hubert H. Humphrey on the Draft of the President's 1976 Biennial Report on National Growth. In: U.S. Congress, Joint Economic Committee. Long-Range Economic Growth. Hearings. Washington, D.C., U.S. Govt. Print. Off., 1976. (94th Cong., 2d sess.) pp. 71-223.

⁸ Humphrey, Hubert H. Report on National Growth and Development: 1976 Congressional Record. Daily edition. June 30, 1976. pp. S11221-S11225.

⁹ *Ibid.* p. S11222.

¹⁰ *Ibid.* p. S11224.

¹¹ *Ibid.* p. S11225.

¹² Council on State Governments. State Growth Management. Washington, D.C., U.S. Govt. Print. Off., 1976. HUD-CPD-148-2. 83 p.

¹³ U.S. Department of Housing and Urban Development. Department of State, Agency for International Development. Peace Corps. National Aeronautics and Space Administration. The United States and it's [sic] International Programs for Human Settlements. Washington, D.C., U.S. Govt. Print. Off., 1976. HUD-CPD-748-7. 15 p.

¹⁴ Fry Consultants, Inc. Summary of Proceedings of the 1976 Regional Seminars on Growth and Development. Washington, D.C., U.S. Govt. Print. Off., 1976. HUD-CPD-148-4. 21 p.

¹⁵ Wright, George. Perspectives on National Growth and Development. A Compact History 1776-1976. Washington, D.C., U.S. Govt. Print. Off., 1976. HUD-CPD-148-3. 11 p.

¹⁶ Miles, Simmon R. Gage G. A. Haskins. Fundamental Considerations in the Making of National Urban Growth and Development Policy: A Review of the Experience of Nine Industrialized Countries. Toronto, International Association for Metropolitan Research and Development/Intermet, March 1976. 52 p. Unpublished.